

2040 Transportation Policy Plan Amendment #1

Overview

Amendment Purpose

This 2040 Transportation Policy Plan amendment adds the Riverview Modern Streetcar transitway project to the Current Revenue Scenario.

Policy Basis

The 2040 Transportation Policy Plan presents policies and plans to guide development of the region’s transportation system. The Plan includes strategies that are organized by the Plan’s six desired goals for transportation investment, including a number of strategies that relate to investment in the transitway system, show in table 1. These strategies result in a set of planned investments in transitways that are detailed in in Chapter 6: Transit Investment Direction and Plan.

Table 1 – Transportation Policy Plan Strategies related to Transitway Investment

Goal	Strategy Number	Strategy Text
Access to Destinations	C12	“Regional transportation partners will invest in an expanded network of transitways that includes but is not limited to bus rapid transit, light rail, and commuter rail. Transitway investments will be prioritized based on factors that measure a project’s expected contributions to achieving the outcomes, goals, and objectives identified in Thrive MSP 2040 and the Transportation Policy Plan.”
Competitive Economy	D1	“The Metropolitan Council and its transportation partners will identify and pursue the level of increased funding needed to create a multimodal transportation system that is safe, well maintained, offers modal choices, manages and eases congestion, provides reliable access to jobs and opportunities, facilitates the shipping of freight, connects and enhances communities, and shares benefits and impacts equitably among all communities and users.”

Land Use and Local Planning	F3	“Local governments will identify opportunities for and adopt guiding land use policies that support future growth around transit stations and near high-frequency transit service. The Metropolitan Council will work with local governments in this effort by providing technical assistance and coordinating the implementation of transit-oriented development. The Metropolitan Council will also prioritize investments in transit expansion in areas where infrastructure and development patterns support a successful transit system and are either in place or committed to in the planning or development process.”
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Transitway corridors are often planned locally, usually by county regional railroad authorities in collaboration with cities and transit providers. When a transitway corridor identifies a specific investment through a local process (referred to as a “locally preferred alternative”), it can be considered for inclusion in the 2040 Transportation Policy Plan. Projects can be added to the Plan in either of two different funding scenarios: the current revenue scenario and the increased revenue scenario. To be included in the current revenue scenario, a project sponsor needs to provide the following information:

- A locally preferred alternative report including the details of the recommended improvement, a summary of the local process that was used to make a recommendation, and a summary of public engagement and input during that process;
- A project development schedule through the opening date for revenue service;
- A financial capacity analysis or similar documentation demonstrating that the project fits in the current revenue scenario;
- Local resolutions of support from affected local governments to affirm local support for the project and commitment to transit-supportive land use policies.

Transitways are considered regionally significant projects in this region and must be identified in the region’s long-range transportation plan (i.e. the TPP’s current revenue scenario) for air quality conformity purposes under federal law. In addition, all fixed-guideway projects (including all rail transit projects) must be identified in a region’s long-range transportation plan to qualify for federal Capital Investment Grants (e.g. New Starts funding).

The Riverview locally preferred alternative was determined through the Riverview Pre-Project Development Study, led by Ramsey County Regional Railroad Authority. The Riverview Corridor was previously listed in the 2040 Transportation Policy Plan under “Potential Current Revenue Scenario Projects,” awaiting the conclusion of the necessary steps for a locally preferred alternative (LPA) request. The information needed for the LPA request is available for the Riverview Corridor upon request. A project factsheet is attached to this amendment and is available on the [project website](#).

Project Details

Riverview Modern Streetcar This corridor connects Saint Paul with the Minneapolis-Saint Paul International Airport and the Mall of America and South Loop district in Bloomington. This project’s locally preferred alternative was adopted in 2018 as a modern streetcar alignment in a mix of dedicated and shared-use guideway from Union Depot to the Mall of America generally along West 7th Street and crossing the river at Highway 5. The project would use existing Green Line light rail tracks in downtown Saint Paul and existing Blue Line light rail tracks starting just north of Fort Snelling Station. The project will be conducting the environmental review phase and early engineering work in the next few years. The project anticipates entering the federal Capital Investment Grants (New Starts) Project Development phase in 2023, working toward a planned opening date of 2031.

Revised transitway investment maps are shown attached in the form of revised figures 6-8 and 6-9 from Chapter 6: Transit Investment Direction and Plan.

The following description is added to Appendix C: Long-Range Highway and Transit Capital Project List

Transit Investment Category	Route	Project Description	Estimated Cost (Year of Expenditure)	Timeframe
Transitway System	Riverview Modern Streetcar	11.7-mile modern streetcar with plans to build 11 new stations primarily along West 7th Street in St. Paul from downtown St. Paul to the Mall of America in Bloomington.	\$2,066,000,000	2028-2040

Impacts to the Plan

Transportation Finance

The Riverview Modern Streetcar project impacts the current revenue scenario capital and operations portions of the “Transit – Transitway System” section in Chapter 4: Transportation Finance. The project fits within the fiscal constraint of the Plan by adding additional revenues and drawing on revenues in the Plan that were not yet designated to a specific project.

Transit – Transitway System Capital

The Riverview Modern Streetcar capital project is funded through a mix of existing and new revenues in the 2040 Transportation Policy Plan. Table 2 is a breakdown of the capital cost for the project, by source and relationship to the existing plan.

Table 2 – Riverview Modern Streetcar Capital Funding Sources

Revenue Sources	Total Current Revenue Scenario 2015-2040	Relationship to the Existing Plan
Property Tax and Other (County Regional Railroad Property Tax Levy)	\$206.6 M	New revenue that is identified as project specific
Federal Capital Investment Grants (CIG)	\$1,012.3 M	New revenue that is identified as project specific
County Sales Tax	\$847.1 M	Existing revenue net yet designated to a specific project as an expense under “Locally designated to future projects”
Riverview Modern Streetcar Capital Costs	\$2,066.0 M	\$1,218.9 M in new revenue and \$847.1 M in existing revenue

Transit – Transitway System Operations

The Riverview Modern Streetcar operations are funded through a mix of existing and new revenues in the 2040 Transportation Policy Plan. Table 3 is a breakdown of the operations cost for the project, by source and relationship to the existing plan.

Table 3 – Riverview Modern Streetcar Operations Funding Sources

Revenue Sources	Total Current Revenue Scenario 2015-2040	Relationship to the Existing Plan
Fares	\$97.2 M	New revenue that is ongoing but identified as project specific
State General Fund	\$113.4 M	New revenue that is ongoing but identified as project specific
County Sales Tax	\$113.4 M	Existing revenue net yet designated to a specific project as an expense under “Locally designated to future projects”
Riverview Modern Streetcar Operations Costs	\$324.0 M	\$210.6 M in new revenue and \$113.4 M in existing revenue

Environment and Air Quality

The Riverview Modern Streetcar project is added to the list of regionally significant projects described in Appendix E: Additional Air Quality Information. It is a *Horizon Year 2040*:

Transitway System project. It is located within the carbon monoxide (CO) maintenance area and the Plan is subject to Clean Air Act Conformity determination.

Clean Air Act Conformity Determination

The Minneapolis-Saint Paul region is within an Environmental Protection Agency (EPA)-designated limited maintenance area for carbon monoxide (CO). A map of this area, which for air quality conformity analysis purposes includes the seven-county Metropolitan Council jurisdiction plus Wright County and the City of New Prague, is included in Appendix E. The term "maintenance" reflects to the fact that regional CO emissions were unacceptably high in the 1970s when the National Ambient Air Quality Standards (NAAQS) were introduced but were subsequently brought under control. A second 10-year maintenance plan was approved by EPA on November 8, 2010, as a "limited-maintenance plan." Every Transportation Policy Plan (TPP) or Transportation Improvement Program (TIP) approved by the Council must be analyzed using specific criteria and procedures defined in the Federal Transportation Conformity Rule to verify that it does not result in emissions exceeding this current regional CO budget. The analysis described in Appendix E has resulted in a Conformity Determination that the projects included in the 2040 Transportation Policy Plan, as amended, meet all relevant regional emissions analysis and budget tests. The 2040 Transportation Policy Plan, as amended, conforms to the relevant sections of the Federal Conformity Rule and to the applicable sections of Minnesota State Implementation Plan for air quality.

Emission Test

In 2010, the EPA approved a limited maintenance plan for the maintenance area. Under a limited maintenance plan, the EPA has determined that there is no requirement to project emissions over the maintenance period and that "an emissions budget may be treated as essentially not constraining for the length of the maintenance period because it is unreasonable to expect that such an area will experience so much growth in that period that a violation of the CO NAAQS would result." No regional modeling analysis is required; however, federally funded projects are still subject to "hot spot" analysis requirements.

Transportation Control Measures

Pursuant to the Conformity Rule, the Council certifies that the 2040 Transportation Policy Plan as amended conforms to the State Improvement Plan and does not conflict with its implementation. All Transportation System Management (TSM) strategies that were the adopted Transportation Control Measures (TCM) for the region have been implemented or are ongoing and funded. There are no TSM projects remaining to be completed. There are no fully adopted regulatory new TCMs, nor any fully funded non-regulatory TCMs that will be implemented during the programming period of the TIP. There are no prior TCMs that were adopted since November 15, 1990, nor any prior TCMs that have been amended since that date. Details on the status of adopted Transportation Control Measures can be found in Appendix E of the 2040 TPP.

See the attached letter describing the Minnesota Pollution Control Agency’s review of the amendment’s Air Quality Conformity determination.

Equity and Environmental Justice

The Riverview Modern Streetcar project will result in slight increases (mostly less than one percent) in accessibility to jobs and other community amenities (shopping, colleges and universities, hospitals, and libraries) for the Current Revenue Scenario. These increases apply to travel by both transit and automobile for both people of color and the total population. Overall transit investments in the Current Revenue Scenario will continue to provide higher percentage increases in accessibility for every destination type for people of color compared to the total population.

The Riverview corridor is an existing high-frequency transit corridor that serves two regional job concentrations and areas of concentrated poverty along Highway 5 in Saint Paul and around the Minneapolis-Saint Paul International Airport. The proposed project would provide an enhanced customer experience and additional transit capacity in this corridor.

Performance Outcomes

The Riverview Modern Streetcar project will change some projected long-range performance outcomes for the Current Revenue Scenario. Only performance measures with associated future year forecasted outcomes change. The Increased Revenue Scenario is unchanged, and no performance outcomes are affected. Only performance outcomes that change a meaningful amount are reported in Table 4. Unlisted performance outcomes have no or negligible change due to the amendment.

Table 4 – Updated Performance Measures

Performance Measure	Description		2040 Current Revenue Scenario (as amended)	Change from Previous 2040 Current Revenue Scenario
Transit Ridership (Table 13-4)	Increase in Daily Transit Ridership		+150,300 over No Build	+5,300
On-Road Mobile Source	Amount of Carbon Monoxide	CO (Pounds)	288,404	-11,596

Emissions (Table 13-6)	(CO), Nitrogen Oxides, Sulfur Dioxide (SO ₂), Volatile Organic Compounds (VOCs), and Carbon Dioxide (CO ₂), emissions	Nitrogen Oxides (Pounds)	16,527	-573
		SO ₂ (Pounds)	340	-12
		VOCs (Pounds)	5,841	-259
		CO ₂ Equivalent (Pounds)	49,026,384	-1,793,616

Public Engagement

The Transportation Policy Plan strategies listed under the “Healthy and Equitable Communities” goal commit the Metropolitan Council and its regional transportation partners to foster public engagement in all systems planning and project development.

Below is a summary of the engagement Ramsey County conducted over the course of the Riverview Corridor study.

Engagement Activities: Detailed Analysis Results August 19, 2017 – October 12, 2017

Event/Organization	Date	Location	Engagement Type	Estimated Contacts
Living Room Meeting	Aug. 22, 2017	Residence in Downtown Saint Paul	Resident Meeting	3
Ford Spur Open House #2	Aug. 29, 2017	Palace Community Center	Community Event	19
Hennepin County Regional Railroad Authority	Sept. 7, 2017	Hennepin County Government Center	Presentation	10
Highland District Council	Sept. 7, 2017	Highland Park Community Center	Presentation	20
City of Saint Paul Transportation Committee to the Planning Commission	Sept. 11, 2017	City Hall Annex	Presentation	9
Fort Snelling Joint Powers Board	Sept. 12, 2017	Fort Snelling Memorial Chapel	Presentation	10

Event/Organization	Date	Location	Engagement Type	Estimated Contacts
Visit Saint Paul	Sept. 14, 2017	Saint Paul RiverCentre	Presentation	14
Minneapolis Parks and Recreation Board	Sept. 19, 2017	Park Board Headquarters	Presentation	20
Rep. Pinto/Councilmember Tolbert Community Session	Oct. 12, 2017	Saint Paul Jewish Community Center	Community Event	72
Total Estimated Number of Contacts				177

Engagement Activities: Draft LPA October 13, 2017 – November 17, 2017

Event/Organization	Date	Location	Engagement Type	Estimated Contacts
Riverview Corridor Open House + Public Hearing	Nov. 9, 2017	Highland Park High School	Open House/Public Hearing	150
Metropolitan Council Transportation Committee	Nov. 13, 2017	Fred T. Heywood Office Building	Presentation	30
Total Estimated Number of Contacts				180

The Council released the proposed amendment to the *2040 Transportation Policy Plan* for public comment on November 29, 2018, held a public hearing on January 9, 2019 and closed the public comment period on January 21, 2019.

People engaged	More than 800
Stakeholders involved	More than 80
Meetings/interactions	Nearly 90
Communities and interest groups engaged	Residents on the corridor Residents of St. Paul Business interests on the corridor Neighborhood Councils Representatives of advocacy organizations
Methods used	Web announcement and web page notice GovDelivery email announcement Facebook Twitter Star Tribune classified advertising Public hearing
Comments received through	Email Mail Phone Public hearing

Key Engagement Themes

Public comments produced the following themes:

- A majority of the comments support transit investment in the corridor but would prefer arterial bus rapid transit.
- Many of the comments expressed concerns about the significant cost of adding modern streetcar in this corridor.
- Several comments supported the project as described.
- Several of the comments preferred a different alignment for the corridor that includes connection to the Ford Site redevelopment in Saint Paul.
- Several comments expressed concerns about the impacts to areas of cultural significance, wildlife, and Fort Snelling.
- A few comments supported immediate investment in the existing service, Route 54 local bus service.

Tribal Engagement

On Dec. 28, 2018, the Acting Council Chair Harry Melander mailed a letter to tribal chairs/presidents extending an invitation for a face-to-face meeting with the new Council Chair Nora Slawik, once sworn in, to consult with tribes. Council staff met with MnDOT tribal relations staff to advise next steps for outreach. MnDOT advised staff-to-staff communications with tribal historic preservation officers in follow up to the letter to make them aware of the Chair's invitation.

Ramsey County arranged a Jan. 15 meeting with Metropolitan Council staff, members of the Shakopee Mdewakanton Sioux Community, the Minnesota Indian Affairs Council and the Lower Sioux Community. They indicated that there was not enough information on the project relating to the river bluff and Fort Snelling areas to offer specific comments. This was reemphasized with the Shakopee Mdewakanton Sioux Community formal letter during the public comment period.

Metropolitan Council staff sent out emails to the remaining tribal historical preservation officers to invite them to a staff-to-staff consultation on the project. The Upper Sioux Community requested a meeting on Jan. 17. The historic preservation officer did not expect leadership to request a consultation at the time.

Ramsey County and Council staff met with Kate Beane, programs and Dakota outreach manager with the Minnesota Historical Society's Native American Initiatives, to advise Council staff on connecting with exiled tribes outside of the state and provide thoughts on our current and future outreach.

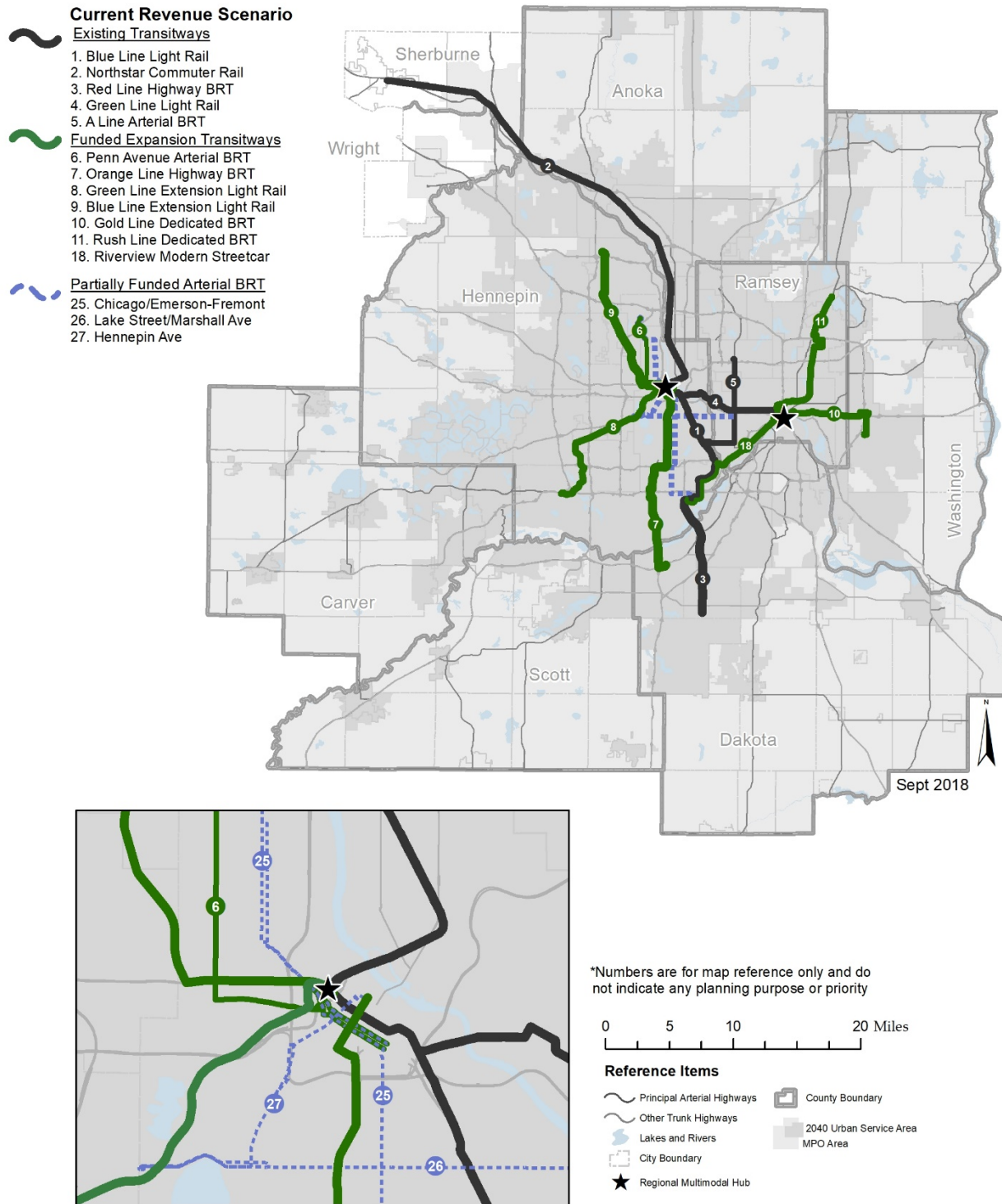
A formal consultation with the Prairie Island Indian Community on Feb. 19 included Chair Nora Slawik, Council Member Deb Barber, Transportation Services Director Nick Thompson, Ramsey

County Commissioner Rafael Ortega, as well as Council and Ramsey County staff. President Shelley Buck, Assistant Secretary/Treasurer Melanie Urich, and Treasurer Johnny Johnson represented the Tribal Council along with tribal staff members.

The Prairie Island Indian Community has requested to consult with Ramsey County as they develop the scope of work for the environmental and engineering phase of the project. Ron Schirmer, Ph.D., from Minnesota State University Mankato's Anthropology is the tribe's principal investigator and preferred authority on any site study. The tribe is also eager to share their existing data set on the areas of sensitivity and importance.

Revised Figure 6-8: Map of Existing Transitways and Current Revenue Scenario Expansion Transitways

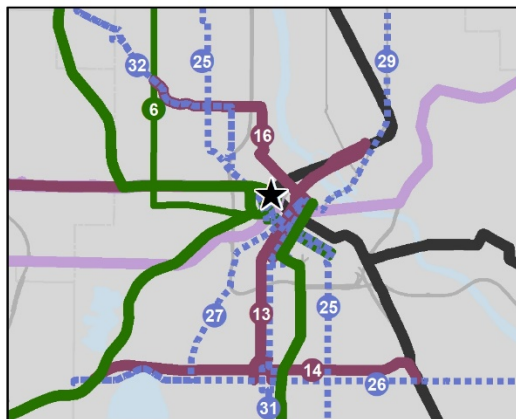
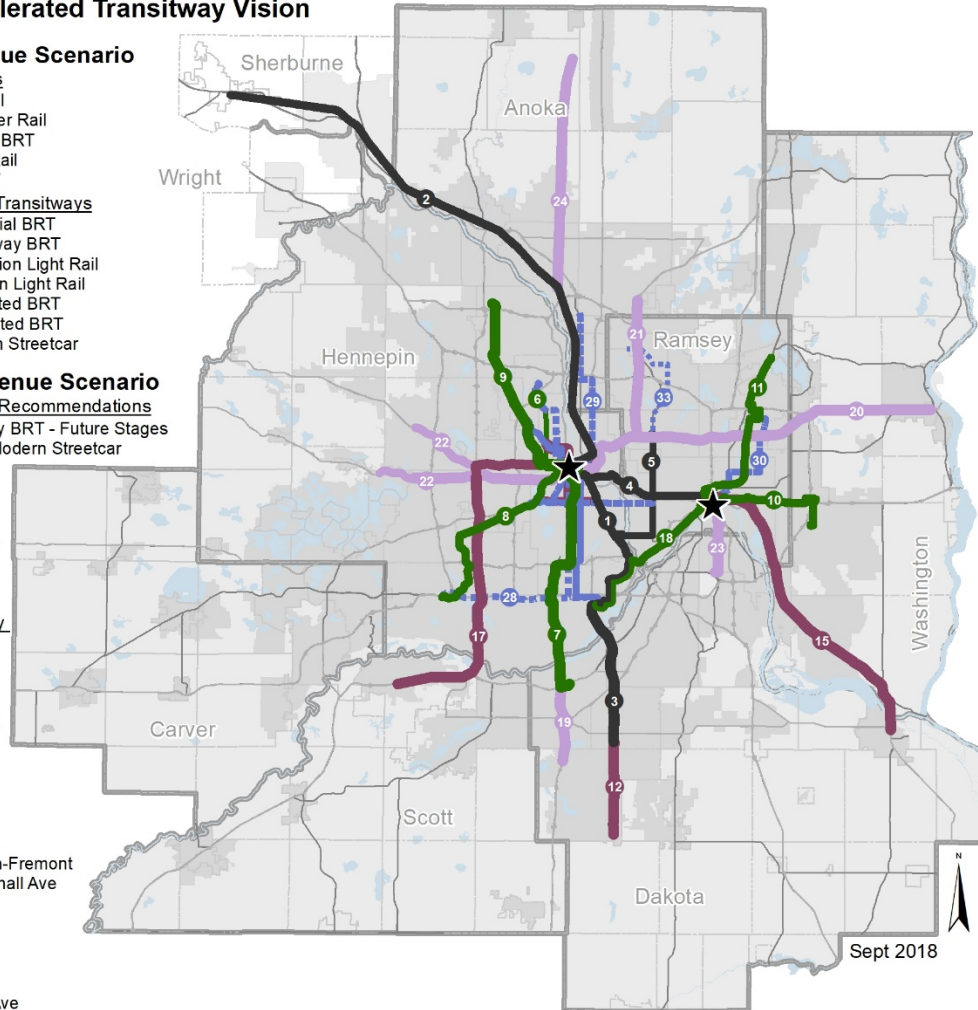
Existing Transitways and Expansion Transitways



Revised Figure 6-9: Map of Transitway System in an Increased Revenue Scenario – Building an Accelerated Transitway Vision

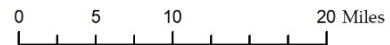
**Transitway System in the Increased Revenue Scenario
Building an Accelerated Transitway Vision**

- Current Revenue Scenario**
- Existing Transitways**
 - 1. Blue Line Light Rail
 - 2. Northstar Commuter Rail
 - 3. Red Line Highway BRT
 - 4. Green Line Light Rail
 - 5. A Line Arterial BRT
- Funded Expansion Transitways**
 - 6. Penn Avenue Arterial BRT
 - 7. Orange Line Highway BRT
 - 8. Green Line Extension Light Rail
 - 9. Blue Line Extension Light Rail
 - 10. Gold Line Dedicated BRT
 - 11. Rush Line Dedicated BRT
 - 18. Riverview Modern Streetcar
- Increased Revenue Scenario**
- Projects with Study Recommendations**
 - 12. Red Line Highway BRT - Future Stages
 - 13. Nicollet-Central Modern Streetcar
 - 14. Midtown Rail
 - 15. Red Rock Highway BRT
 - 16. West Broadway Modern Streetcar
 - 17. Highway 169 Highway BRT
- Projects Under Study or to be Studied**
 - 19. Orange Line Ext.
 - 20. Highway 36
 - 21. I-35 W North
 - 22. I-394/Highway 55
 - 23. Robert St
 - 24. North Central
- Accelerated Arterial BRT**
 - 25. Chicago/Emerson-Fremont
 - 26. Lake Street/Marshall Ave
 - 27. Hennepin Ave
 - 28. American Blvd
 - 29. Central Ave NE
 - 30. East 7th St
 - 31. Nicollet Ave
 - 32. West Broadway Ave
 - 33. A Line Extension



Increased Revenue Scenario would also include at least 1% average annual bus expansion.

*Numbers are for map reference only and do not indicate any planning purpose or priority



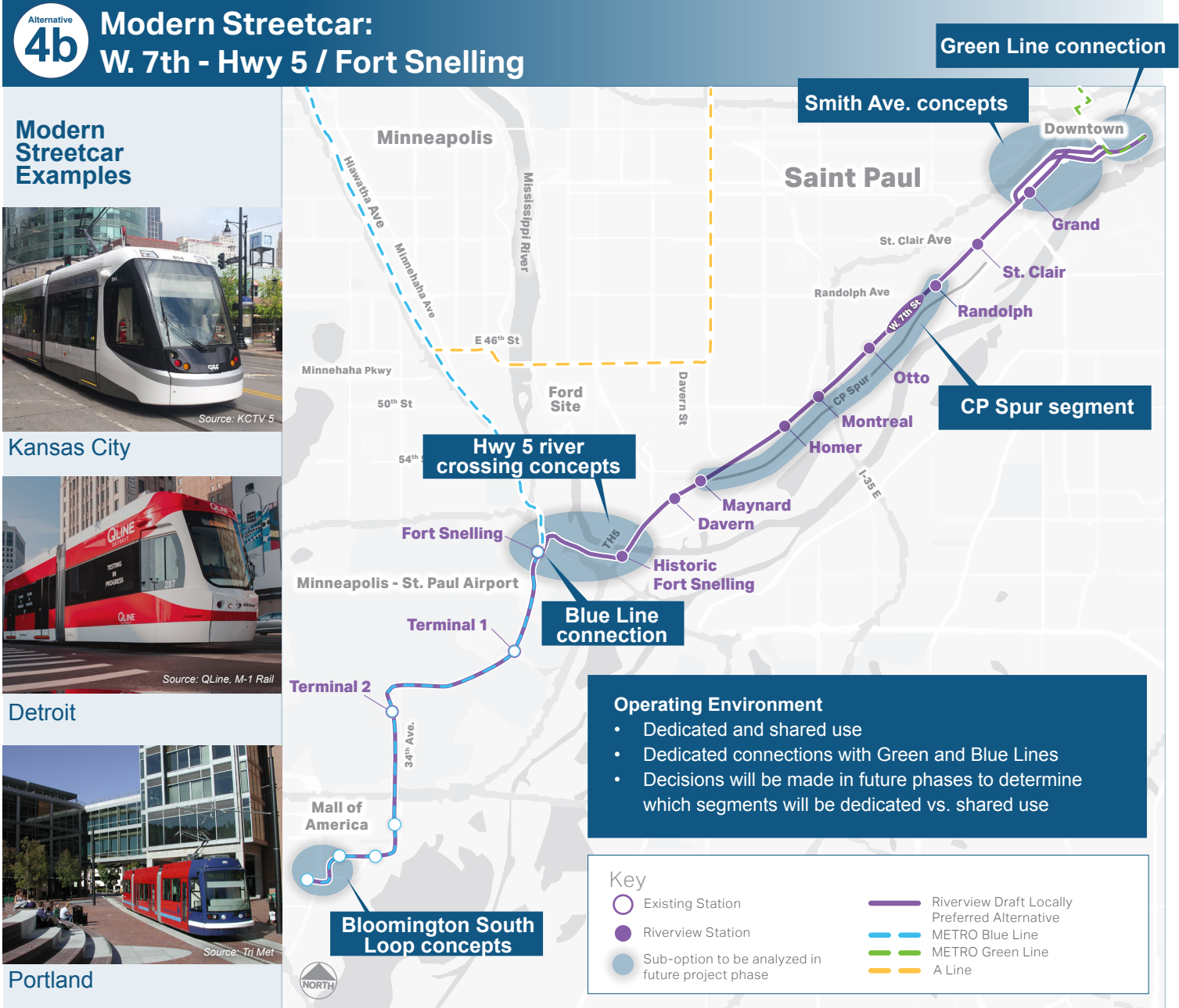
Reference Items

- Principal Arterial Highways
- Other Trunk Highways
- Lakes and Rivers
- City Boundary
- Regional Multimodal Hub
- County Boundary
- 2040 Urban Service Area MPO Area



RIVERVIEW CORRIDOR

Draft locally preferred alternative



Key characteristics of draft locally preferred alternative						
ROUTE LENGTH	TOTAL NUMBER OF STATIONS	TRAVEL TIME	2040 DAILY RIDERSHIP	CAPITAL COST (2025\$)	OPERATION & MAINTENANCE COST (2027\$)	COST PER RIDER
11.7 miles	20	44 min.	Total 20,400 Transit-dependent 4,600 New Riders 2,700	\$1.4B-\$2.0B	\$35M per year	\$11-14 <small>(Annualized Capital Cost + Annual Operating Cost) / Average of Current Year & 2040 Ridership Forecasts</small>