

APPENDIX I  
CENTRAL CORRIDOR TITLE VI ANALYSIS



# Central Corridor Light Rail Transit

**Monday, May 18, 2009 9-10 AM  
Met Council offices, Conf. Room 4A  
390 N. Robert Street, St. Paul 55101**

## Agenda

1. Introductions
  
2. Discuss outstanding community questions, concerns (45 minutes)
  - Impacts to minority and low- income communities
    - Title VI report findings
  
  - Cumulative impacts to the Aurora St. Anthony/Historic Rondo Community
    - List from Nov. 19, 2008 letter
  
  - Mitigation plans, new information
    - Transit Sector Study
  
3. Next Steps

**Central Corridor LRT  
Meeting with Equity Coalition Groups – May 18, 2009  
Meeting Notes**

**Attendees:** Peter Bell, Metropolitan Council; Tom Weaver, Metropolitan Council; John Levin, Metro Transit; Robin Cauffman, CCPO; Kathryn O'Brien, CCPO; Commissioner Jim McDonough, Ramsey County; Metric Giles, Community Stabilization Project; Veronica Burt, Just Equity; Debbie Montgomery, community resident; Dan Kravetz, Aurora St. Anthony Neighborhood Development Corporation; Nathaniel Khaliq, St. Paul NAACP; Thomas DeVincke, Bonner and Borhart, Andrea Lubov, Economist.

**Notes:**

- Attendees introduced themselves and the organizations / agencies they represented.
- Chair Bell provided an introduction to the meeting, including an overview of the agenda and a reminder of the commitment of the Council and the City of St. Paul to making the CCLRT project the number one priority project.
- An open discussion ensued of project concerns and issues.
- Community concerns:
  - Could see some positive impacts of project, but need reassurance that negative impacts will be mitigated.
  - Consensus of community members present was that environmental justice discussions in NEPA documentation (AA/DEIS and SDEIS) was not sufficient.
    - MC staff discussed process, namely that SDEIS focused on nine key issue areas and that FEIS includes a full discussion of EJ impacts. FEIS will be published shortly and will be available for public review and comment.
  - EJ discussion that community has seen to date (AA/DEIS and SDEIS) was deemed insufficient specifically because it did not identify disparate impacts, such as property tax increases.
    - Chair Bell discussed difficulty of attributing increases (or decreases) in property taxes and property values to any one project or any government action.
  - Would like CCPO / Met Council to acknowledge the impact of the project to businesses and impacts of rising property taxes. Specific concern is that the benefits of the project will not go to the current residents or business owners, who they believe could be displaced by rising property values (residents and business owners) and/or impacts of project construction (businesses).
- Further discussion:
  - Commissioner McDonough mentioned that it was his belief (as discussed this past weekend with Veronica Burt) that not all the community concerns relative to project impacts were issues that could be or should be

addressed by the project. Some are the responsibility of the City or County (or others) to implement.

- Chair Bell asked the question of whether the groups around the table felt they spoke on behalf of the entire community or if some voices were missing.
- Chair Bell then stated that he was committed to convening a meeting with Ramsey County, City of St. Paul and community members to continue the dialogue. He asked whether the members present could commit to continuing this dialogue in the context of a commitment to keep the project moving ahead on time and on budget.
- Chair Bell further stated that in all his meetings with MPR, the U of M, the churches on Cedar Street, or any other group, an acknowledgement of the importance of moving the project forward on schedule and within budget was always the starting point for discussions.
- There was an adjournment while the community members present discussed whether this was a commitment they wanted to make and accept.
- The group reconvened. Debbie Montgomery spoke on behalf of the community members present to state that they did not feel that they could state that keeping the project on time and on budget was a mutually-held goal between the MC and the community representatives present.
- Chair Bell restated his offer to convene policy makers from the City and County to discuss outstanding concerns and appropriate commitments, which the group declined.
- The meeting then adjourned.

Notes prepared by Kathryn O'Brien

**BONNER & BORHART** LLP

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**Thomas F. DeVincke, Esq.**  
**Direct Dial No. 612/313-0735**

November 19, 2008

Chairman Peter Bell  
Metropolitan Council  
390 Robert Street North  
Saint Paul, Minnesota 55101-1805

*By e-mail*

Dear Chairman Bell:

I write in response to your recent correspondence.

My clients are committed to ensuring that the Metropolitan Council and all other responsible governmental units adequately consider the full range of socioeconomic, transit, cultural and physical impacts of the proposed university avenue light rail alternative. Moreover, my clients believe that it is beyond dispute that the locally preferred alternative of the central corridor LRT has a disproportionate impact on low income and minority residents in the affected area. I note that, the DOT's Final Order on Environmental Justice provides that operating administrators and other responsible DOT officials ensure that any of their respective activities that will have a disproportionately high and adverse effect on protected populations can only be carried out if:

- (1) a substantial need for the program, policy or activity exists, based on the overall public interest; **and**
- (2) alternatives that would have less adverse effects on protected populations and that still satisfy the need addressed by the project either:
  - (i) would have other adverse social, economic, environmental or human health impacts that are more severe, or
  - (ii) would involve increased costs of extraordinary magnitude.

It is apparent that this required analysis has never been completed, and the proposed project should not go forward until it has been. My clients propose a meeting during the first week of December (December 1<sup>st</sup> through December 5<sup>th</sup>) with you and your representatives to work through

Peter Bell  
November 19, 2008  
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these concerns. Once the date is agreed upon, my clients will select a mutually agreeable location in the community they represent.

As I have previously stated, in those areas where the Met Council may not have any responsibility my clients will arrange for the appropriate local, county, state or federal office to attend. Finally, I have attached a list of questions for your consideration. In order to insure that the meeting is most productive, I ask that the Met Council staff address these questions prior to the meeting date.

Sincerely,



Thomas F. DeVincke

cc: clients

enclosure

**Follow up questions; please respond in advance to help inform our meeting.**

### **Stations**

- Is it planned that the station at 4<sup>th</sup> and Cedar will be consolidated, if so can the cost savings support one of the requested Western, Victoria or Hamline stations and if so which station would it be?
- Since the line is not slated to go to the Depot and the University of Minnesota will not get the tunnel can the cost savings support one of the requested Western, Victoria or Hamline stations and if so which station would it be?
- The project is planning to build placeholders for the three stations and wait to possibly build out the requested Western, Victoria or Hamline stations? Could some other areas along the alignment wait to get a station built out? What is actually built in a “placeholder”? How much does this cost? How much more would it be to put in a full station? If the project is proposing to not build out the 3 stations now, under what circumstances and timeframe is the project proposing they be built? After the line is built, where would money come from to build the other stations and how would they be built in after a line is up and running? Is the project suggesting that full stations be built out simultaneously or will they be built out on a priority basis, if so how would those priorities line up?
- The recent election has created political shifts at the federal level which may further influence transportation policy around the Cost Efficiency Index (CEI) requirement of the FTA. How can the project take advantage of this possibility and adjust the proposed project to better suit the transportation needs and development aspirations of St. Paul’s impacted EJ stakeholders?

### **Bus Service**

- The community believes that the Met Council should not make changes to the #16 bus frequency. In what way could ridership be evaluated after the proposed line is in operation before determining if service level needs changing?

### **Parking**

#### **Business Parking**

- Has a business parking mitigation plan/strategy been developed - if not, when will one be developed and how will impacted environmental justice businesses help shape the plan?
- Will a business parking plan/strategy address/provide resources for shared parking or other parking solutions along University Avenue?
- Is there a “standard” parking requirement that must be adhered to accommodate the parking needs of small businesses, if so how does the loss of so much parking affect such a requirement?
- Will the plan be incorporated into the FEIS?

#### **Residential Parking**

- Has a residential parking mitigation plan/strategy been developed - if not, when will one be developed and how will impacted environmental justice businesses help shape the plan?
- Will a residential parking plan/strategy provide resources for permit parking relief or other parking solutions along neighborhood streets .5 miles adjacent to University Ave.?
- Will the plan be incorporated into the FEIS?

### **Business Mitigation**

- Has a business mitigation plan been developed, if so when will it be released?
- Will this plan include funding to support businesses during construction? If so, what type of funding (i.e. grants/low interest loans/combo), where will the funding come from and what is the timeline for obtaining the funding?
- Will the plan incorporate long range solutions to help retain ethnic businesses that are vulnerable to gentrification/displacement threats associated with rising land values?

- Will there be funding for businesses to improve their facades? If so, what type of funding (i.e. grants/low interest loans/combination)?
- Will the plan be incorporated into the FEIS?

### **Neighborhood Mitigation**

- Has a neighborhood mitigation plan been developed, if so when will it be released?
- Will the plan incorporate funding support for long range solutions to help retain ethnic residents who are vulnerable to gentrification/displacement threats associated with rising land values? If so, what type of funding support would it be, where would it come from and what is the timeline for obtaining the funding.
- Will the plans incorporate preservation/redevelopment of affordable housing for existing residents?
- Will the plan lay out mitigation measures to address neighborhood division and physical isolation?
- Will the plan be incorporated into the FEIS?

### **New Economic Opportunities**

#### **New Business Development**

- Is there a plan to help inform and prepare ethnic entrepreneurs to create new business opportunities or to reposition an existing business to capture new opportunities? If so, when and how will the plan be revealed to the community?
- Where will funding support come from to implement the plan?

#### **Employment and Training Opportunities**

- Are their local minority hiring goals? If so, what are they and what is the plan to have them met?
- Is there a plan to inform and train residents for new job opportunities that will come with the LRT transit investment (i.e. construction jobs, bus driving jobs, maintenance, transportation security etc...?).
- When and how will the plan be revealed to the community?
- Where will funding support come from to implement the plan?
- Does the council have an agreement with the Union to provide union labor on the construction of the LRT project. If the Union cannot provide entry into job opportunities for neighborhood residents, what other route could be set up to help neighborhood residents acquire employment opportunities from the construction of the line?

#### **Minority Contracting**

- Are there minority contracting goals? If so what are they and what is the plan to have them met? Will the goals for Central Corridor be increased from what was met on the Hiawatha line?
- Is there a DBE plan that we can get a copy of?
- What are the contracting opportunities available and what is the data breakdown of contracts (current and projected) awarded to gender and ethnic minorities?
- If at all what type of capacity building program does the Council have to assist minority contractors.
- How are you getting this information to interested persons?

### **Traction Power Substations**

- Can you describe what these are, what purpose they serve and how large they are?
- Can you provide a map of where they may be located?
- When will you meet (or have you met?) with property owners to let them know that their property may be acquired for a traction power substation? How will property acquisition be funded, is it part of the project cost? Will/can eminent domain be applied?

### **Safety**

- Is it part of the project's plan to fund a public education initiative to "re-train" people on how to exist on University Avenue after construction?

- How will pedestrian safety be enhanced when sidewalk widths will be shortened from what was earlier proposed (please clarify how the widths have changed).
- During the winter months, how will snow removal compact against the curb impact pedestrian safety and traffic flow.
- How will the loss of parked cars impact pedestrian safety seeing as how a natural buffer between flowing traffic and the sidewalk will be lost.

### **Environmental Concerns**

- Is there a plan to mitigate increased noise and air pollution directly or indirectly catapulted by the LRT?

### **Public Art**

- How much of the project's budget is designated towards station art? How much is allotted to each station?
- Will the art be reflective of the communities that the stations are in?
- How has what was permissible with Hiawatha's extensive art designs be scaled back for what would be allowable on the Central Corridor? Is the change based on an FTA regulation?
- How can we get the stops to also reflect the names of our communities?

### **Transit Oriented Development**

- How can some of the proposed density and building heights be scaled back to not alter the single family character of the existing neighborhood?

### **Streetscape Improvements**

- What is included in the upgrades to the Avenue (i.e. decorative lighting, trash receptacles, benches, sidewalks, storefront to storefront? Is the cost for this coming from the project's budget, if so how much is it?
- Will property owners on the Avenue be assessed for the improvements – how much and when will the assessment be applied?

### **Mitigation Budget**

- What is the overall mitigation budget for the project?
- How much has currently and is projected to be allocated and to which parts of the alignment?

### **Traffic Flow**

- How would traffic flow be impacted when busses stop and trucks delivering goods load and unload on the avenue?

January 20, 2009

Thomas DeVincke, Esq.  
Bonner and Borhart LLP  
220 South Sixth Street, Suite 1950  
Minneapolis, MN 55402

Dear Mr. DeVincke:

Please find the attached responses to the questions raised in your November 19, 2008 letter. As you are aware, the Metropolitan Council has an extensive public involvement program that includes:

- 8 community outreach coordinators
- Community Advisory Committee (CAC) that includes representation from your clients
- Business Advisory Council (BAC)

The Metropolitan Council's outreach staff have documented your concerns and forwarded them to the technical staff or project partners to seek additional information or resolution. Where available I have provided links to newsletters, presentations, fact sheets, web pages, reports and other materials which will provide extensive information relative to your concerns. More information about the outreach program is available online at: <http://www.metrocouncil.org/directions/transit/transit2007/CCOutreachStaff.htm>

Once you have reviewed the attached, feel free to contact Robin Caufman, Manager of Public Involvement, if you have any additional questions for the Central Corridor Project Office. She can be reached at 651-602-1457 or [robin.caufman@metc.state.mn.us](mailto:robin.caufman@metc.state.mn.us)

Sincerely,



Peter Bell  
Chair

Cc: Mark Fuhrmann, Project Director  
Robin Caufman, Manager of Public Involvement  
Kathryn O'Brien, Environmental Project Manager

## Stations

One of the initial objectives of Preliminary Engineering was to revise the scope and reduce the project cost to fit within the Federal Transit Administration's (FTA) Cost Effectiveness Index (CEI) guidelines, thereby making the project eligible for federal funding. In 2007 and 2008, many difficult decisions related to the scope of the project were made to bring the project within the CEI guidelines. Notwithstanding the need to restrain costs, the project partners all agreed that it was important to include the infrastructure for the three infill stations at Western, Victoria and Hamline in the project scope. In fact, when additional project cuts were made in mid-2008 to offset increasing inflation and construction costs, the infrastructure for these stations remained in the project scope. This was presented to the Central Corridor Management Committee (CCMC) on August 27, 2008:  
<http://www.metrocouncil.org/transportation/ccorridor/CCMC/20080827presentation.pdf>

A Jan. 2008 press and feature article summarized the issue and cuts:  
<http://www.metrocouncil.org/directions/transit/transit2008/CCLRTUpdateJan08.htm>  
[http://www.metrocouncil.org/news/2008/news\\_594.htm](http://www.metrocouncil.org/news/2008/news_594.htm)

**4<sup>th</sup> and Cedar Station.** The Draft Environmental Impact Statement (DEIS) proposed a station at 6<sup>th</sup> and Cedar Street and another station at 4<sup>th</sup> and Minnesota. The City of St. Paul proposed consolidating these two stations into one at 4<sup>th</sup> and Cedar as part of its Development Strategy. The current budget and CEI reflect these cost and travel time changes. Although these changes allow the project to comply with the CEI guidelines, they are not significant enough to offset the additional costs and travel time of adding one of the future stations. A presentation of this alignment was given to the Community Advisory Committee (CAC) in December 2007:  
<http://www.metrocouncil.org/transportation/ccorridor/CAC/CACDec202007.pdf>

**Union Depot.** The DEIS and Preliminary Engineering Plans include the Central Corridor LRT alignment running along 4<sup>th</sup> Street, with a station in front of the Union Depot. This stretch of the track and station remain in the project scope because it also provides connection to the Central Corridor LRT Operations and Maintenance Facility (OMF). The DEIS did not include the OMF facility because at that time it proposed the use of the existing Hiawatha OMF facility. However, with the planned expansion of Hiawatha LRT to three-car trains, the Hiawatha facility is unable to accommodate all of the Central Corridor light rail vehicles. The downtown St. Paul OMF facility is reflected in the current plans and budget.

In 2007, there was discussion about having the LRT tracks run to the Union Depot Concourse to create a future multimodal station. However, this option was eliminated from the Central Corridor project scope due to cost and adverse impacts to the CEI. A presentation of this alignment was given to the CAC in December 2007:  
<http://www.metrocouncil.org/transportation/ccorridor/CAC/CACDec202007.pdf>

And featured in the February 2008 "Making Tracks" newsletter:  
<http://www.metrocouncil.org/transportation/ccorridor/MakingTracks/MakingTracksFeb08.pdf>

**Washington Avenue Alignment.** To comply with the CEI guidelines, the Preliminary Engineering process was required to reduce the estimated project cost by over \$150 million. The elimination of the tunnel through the University of Minnesota was one of the many revisions necessary to meet these cost reductions. Additional project scope cuts have been made since February 2008 to offset the higher inflation rate. The tunnel versus at-grade alignment alternatives and scope scenarios was presented to the CAC in January and February 2008:  
<http://www.metrocouncil.org/transportation/ccorridor/CAC/011708presentation.pdf>  
<http://www.metrocouncil.org/transportation/ccorridor/CAC/022108CACpresentation.pdf>

**Infrastructure for future stations at Western, Victoria and Hamline.** The project scope and budget include infrastructure below grade to support three future stations at Western, Victoria and Hamline. The below grade infrastructure includes conduits for lighting, footings and the foundation for future platforms, columns for future

canopies and curb modifications. The Metropolitan Council is committed to building the infrastructure for these future stations, but does not have the necessary budget to fully construct them as part of the project scope. These stations could be built using local, state and/or private funds after LRT is in operation. The community and local governments would need to help prioritize the construction of future stations if funding is secured for construction. The February 2008 presentation to the CAC reviewed the scope scenarios that includes the infrastructure for the infill stations: <http://www.metrocouncil.org/transportation/ccorridor/CAC/022108CACpresentation.pdf>

The Metropolitan Council studied the impact of adding stations at Western, Victoria and Hamline, which is posted online: <http://www.metrocouncil.org/transportation/ccorridor/ReportsPresentations/CCLRTStationEvaluation.pdf>

The results of the study were presented to the CAC and featured in the Dec. 2007 “Making Tracks” newsletter: <http://www.metrocouncil.org/transportation/ccorridor/CAC/CACDec202007.pdf>  
<http://www.metrocouncil.org/transportation/ccorridor/MakingTracks/MakingTracksDec07.pdf>

**CEI and FTA guidelines:** The federal rule making process, which would be required for changing the Cost Effectiveness Index, is very lengthy and is unlikely to be completed during 2009 when we anticipate submitting the application for a Full Funding Grant Agreement (FFGA). The FTA’s website outlines the process they use for changing regulations: [http://www.fta.dot.gov/laws/leg\\_reg\\_183.html](http://www.fta.dot.gov/laws/leg_reg_183.html)

## Bus Service

The Metropolitan Council has heard the concerns of the community regarding the proposed reduction in Route 16 frequency. The project scope includes adding north-south bus service on Lexington Avenue as well as adding a circulator that would run east-west on University Avenue and St. Clair between Hamline and Victoria. With the addition of light rail and these new bus routes, the total transit service on University Avenue will increase. This helps to offset the decrease in frequency of the Route 16. This information was presented to the CAC in June 2007: <http://www.metrocouncil.org/transportation/ccorridor/CAC/CACJun212007.pdf#page=6>

In addition, as part of the FEIS, the Metropolitan Council intends to commit to the preparation of a targeted transit service plan to alleviate potential adverse transit service impacts. The service plan will be based on regional transit service standards and accepted quantitative methods typically used by Metro Transit but will also allow for community input to ensure that it is tailored to meet the needs of the transit-dependent community. The Metropolitan Council intends to develop the plan at least six months prior to the Central Corridor LRT beginning revenue service operations with the goal being to implement the plan concurrent with the start of Central Corridor LRT revenue service.

## Parking

**Business Parking.** University Avenue from Highway 280 to Rice Street will retain approximately 15% of its existing on-street parking with the implementation of Central Corridor LRT. However, the impact will be less significant on eastern end of University Avenue, where environmental justice concerns have been raised. This area, from Lexington to Rice Street, will retain approximately 25% of its parking. In fact, some blocks will see an increase in parking options due to the closure of existing or vacated parking lot access points, a decision that was made in conjunction with the affected property owners. In September 2008, the Central Corridor Project Office (CCPO) and City of St. Paul, which has jurisdiction over parking standards and policies, created a Parking Solutions Team that is identifying critical areas and developing solutions to address business and residential parking concerns. The Metropolitan Council and the City of St. Paul intend to work with affected property owners and tenants to address parking on and near University Avenue.

**Residential Parking.** The Metropolitan Council outreach staff has also heard concerns from residents and community organizations related to residential parking. These comments have been forwarded the City of St. Paul which the Metropolitan Council understands is looking at different strategies for addressing the concern related to parking in residential areas.

The City of St. Paul developed a summary of strategies they are considering to address the on-street parking issues: <http://www.metrocouncil.org/transportation/ccorridor/ParkingStrategies.pdf>

## **Business Mitigation and New Economic Development**

The Metropolitan Council and its project partners are dividing mitigation into two distinct categories: (1) business mitigation and (2) construction mitigation. Business mitigation will focus on providing marketing and business assistance to businesses along the Central Corridor LRT alignment. The responsibility for developing and implementing business mitigation plan lies with those agencies and organizations that have economic development and business expertise, including the cities of St. Paul, Minneapolis, the Chambers of Commerce and the Central Corridor Partnership (CCP). There is no funding in the Central Corridor LRT budget for business mitigation. However, the Metropolitan Council is working closely with several partners that are developing plans and raising funds to assist businesses before, during and after construction. These groups include the CCP, the Central Corridor Funder's Collaborative and the University Avenue Business Preparation Collaborative (which includes one of your clients, the Aurora St. Anthony CDC). The outreach staff are also working with the local business associations, chambers and community development corporations, which are in a better position to provide business assistance to businesses.

Construction mitigation is a responsibility of the Central Corridor LRT project office and will focus on communicating with residents, businesses and property owners regarding construction schedules, construction impacts, utility disruptions, property access issues, and other issues to minimize potential business disruption directly related to the construction of the Central Corridor LRT project.

## **Neighborhood Mitigation**

The FEIS identifies and addresses concerns of residential areas including noise impacts and community cohesion. The City of St. Paul, as the jurisdiction with authority over land use policies, has addressed concerns about gentrification in its Development Strategy and developed policies to maintain the stable residential areas north and south of University Avenue and focus higher density redevelopment in key nodes of activity near the stations.

The DEIS showed pedestrian crossing at signalized intersections, about every ¼ mile (approximately every 2 blocks). One of the most frequently identified concerns raised in the Metropolitan Council's engagement process, was impacts to community cohesion and isolation. Consequently, the CCPO added non-signalized marked crossings at alternate blocks so pedestrians will be able to cross University Avenue at a marked pedestrian crossing about every 1/8 mile (approximately every block). University Avenue design principles were presented to the CAC in March 2008: <http://www.metrocouncil.org/transportation/ccorridor/CAC/032008CACpresentation.pdf>

And was featured in the March 2008 "Making Tracks" newsletter:

<http://www.metrocouncil.org/transportation/ccorridor/MakingTracks/MakingTracksMar08.pdf>

## **Employment and Disadvantaged Business Enterprise Inclusion**

In 2007 the Metropolitan Council adopted the Central Corridor LRT Disadvantaged Business Enterprise (DBE) Plan. A draft of the DBE plan was shared with the CAC and BAC in March 2007 for feedback and comment: <http://www.metrocouncil.org/transportation/ccorridor/CAC/CACMar152007.pdf#page=3>

A copy of the DBE Plan is posted online at <http://www.metrocouncil.org/transportation/ccorridor/CCdiversity.htm>

There are currently 16 DBE firms working as subconsultants to the project. The work they have completed currently exceeds the DBE goal. A press release was issued on Dec. 17, 2007 that highlighted the work of these DBE firms: [http://www.metrocouncil.org/transportation/ccorridor/2007/news\\_588.htm](http://www.metrocouncil.org/transportation/ccorridor/2007/news_588.htm)

The Metropolitan Council held a construction DBE mixer in Sept. 2008, which was well attended by over 150 people. The purpose of this mixer was to provide interested DBE and non-DBE firms with information about the Central Corridor LRT preliminary construction contracting timetable and packages. Additionally, firms were given information regarding how they could become DBE certified and how the Office of Diversity and Equal Opportunity will monitor the project for compliance with DBE regulations. Over 20 new firms initiated the certification process as a result of the DBE mixer. The outreach coordinators promoted the event and it was featured in the August 2008 "Making Tracks"

<http://www.metrocouncil.org/transportation/ccorridor/MakingTracks/MakingTracksAug08.pdf>

A summary of the DBE mixer was included in the September 2008 newsletter "Making Tracks"

<http://www.metrocouncil.org/transportation/ccorridor/MakingTracks/MakingTracksSep08.pdf>

The Metropolitan Council has a webpage dedicated to the Central Corridor DBE program:

<http://www.metrocouncil.org/transportation/ccorridor/CCDoingBusiness.htm>

The regional capacity building program for certified DBE firms is the Jumpstart Program. This program is administered by the Minnesota Department of Transportation and is free to local DBE firms. The website for the program is <http://www.dot.state.mn.us/civilrights/dbe.html>

## **TPSS**

The Traction Power Substations (TPSS) are pieces of equipment that are approximately 15 feet wide by 45 feet long that transmits electrical power to the train. There are 14 substations equally distributed along the corridor at approximately 1 mile spacing and based on power needs. Areas with steeper grades or where more acceleration is needed (starting and stopping) may require closer spacing. It should be noted that the current TPSS plans will accommodate future build out of the stations at Hamline, Victoria and Western.

General information about potential areas for TPSS sites was presented on a map at CAC meetings in the fall of 2007. As the TPSS sites were refined, the CCPO technical staff sought areas that would minimize visual impacts to the community, minimize impacts to future development potential and not require acquisition and demolition of an existing business. The slide show of the locations is posted online:

<http://www.metrocouncil.org/transportation/ccorridor/Slideshows/20081201TPSSpresentation.pdf>

## **Safety**

The CCPO Outreach Coordinators have taken LRT safety classes and are certified to conduct safety training through the Operation Lifesaver program. CCPO has already started distributing safety materials at community events and fairs such as coloring sheets for children. This will be a significant role of the outreach coordinators as we transition from construction to operations in 2013. We will also be working closely with Metro Transit's Hiawatha LRT safety department to replicate the safety education strategies they have developed for the existing LRT system.

## Environmental Concerns

The CCPO reviewed noise impacts and will describe potential impacts and mitigation in the FEIS. The initial findings were presented to the Central Corridor Management Committee at their Dec. 10, 2008 meeting, which is available online at:

<http://www.metrocouncil.org/transportation/ccorridor/CCMC/20081210presentation.pdf#page=25>

## Public Art

\$3.7 million of the project budget is allocated to public art on the stations; the public art funds are being divided equally such that each station has a public art budget of \$187,000 with the remaining of the budget for contract allowance for construction. The station design and public art program was developed based on community input and lessons learned from Hiawatha LRT and other systems. Several main themes emerged from the public involvement process including: concern for safety and security, visibility and transparency, navigability by the blind and physically disabled, and maintainability. Consequently, the stations will have consistent design with artwork that will set each apart. The station design was featured in the May-June 2008 “Making Tracks” newsletter:

<http://www.metrocouncil.org/transportation/ccorridor/MakingTracks/MakingTracksMayJune08.pdf#page=2>

And presented to the CAC in June 2008 for feedback:

<http://www.metrocouncil.org/transportation/ccorridor%5CCAC%5C20080515presentation.pdf>

The public art program has been discussed at several CAC meetings including a special meeting on July 31, 2008:

<http://www.metrocouncil.org/transportation/ccorridor/CAC/20080731presentation.pdf>

As well as covered in the monthly newsletter “Making Tracks”

June 2008: <http://www.metrocouncil.org/transportation/ccorridor/MakingTracks/MakingTracksMayJune08.pdf>

Aug. 2008: <http://www.metrocouncil.org/transportation/ccorridor/MakingTracks/MakingTracksAug08.pdf>

Nov. 2008: <http://www.metrocouncil.org/transportation/ccorridor/MakingTracks/MakingTracksNov08.pdf>

Five artists have been selected based on artistic merit, experience with similar projects, public involvement strategy and durability/maintainability. The artists will work closely with the community and Central Corridor LRT design team on incorporating public art into each station that reflects the community. Each of the artists will be required to hold at least three public meetings including a visioning session in February 2009. It is very important that the community participates in these events to ensure that the artist get input from the various stakeholder groups. The CCPO created a Station Art Committee (SAC) for each station that reflects the community. For example, Veronica Burt from the Aurora St. Anthony NDC is on the Dale Street Station SAC, along with Olga Nichols from Model Cities and Va-Megn Thoj from the Asian Economic Development Association.

The LRT stations were generally named after nearby cross streets to maintain continuity with the naming system on Hiawatha LRT and to reinforce way finding for daily and infrequent riders as well as visitors.

## Streetscape Improvements

The project scope includes replacement of the roadway; new curb, gutter and cement sidewalks; replacement of existing street lighting and bus shelters; and replacement of existing trees impacted by construction. Additional design elements or betterments such as additional trees, decorative lighting, upgrades to pavers or benches will need to be funded by the project partners outside of the Central Corridor LRT project and budget. Preliminary information about streetscape was presented to the CAC in June 2008 for feedback:

<http://www.metrocouncil.org/transportation/ccorridor/CAC/20080619presentation.pdf>

## Mitigation Budget

Many of the issues raised in the DEIS and SDEIS public and agency comment process have been addressed through the Preliminary Engineering process. While there is no “mitigation budget,” the February 2008 project scope and cost included a placeholder of \$34 million to cover mitigation activities. Anticipated mitigation activities include:

- (1) Making street and/or signal improvements to accommodate traffic due to the closure of Washington Avenue to through traffic
- (2) Maintaining access to ramps and parking lots
- (3) Mitigating electromagnetic, vibration and noise impacts
- (4) Making street and/or signal improvements to accommodate traffic due to Central Corridor on University Avenue

## Traffic Flow

The CCPO traffic engineers have used two software systems (SYNCHRO and VISSIM) to model traffic flow on University Avenue with and without LRT (see attached reports). The modeling identified several intersections which are operating above capacity on and near University Avenue and additional intersections expected to exceed capacity as traffic volumes increased over time. The project scope includes implementation of a new coordinated traffic signal system and other mitigation measures to maintain traffic flow within acceptable levels and allow for LRT operational efficiency. The traffic modeling takes into account buses stopping to pick up/drop off passengers as well as trucks making deliveries in the right through lane. The traffic modeling has been presented at several public meetings including the Dec. 2008 open houses and the Oct. and Nov. 2008 CAC meetings:

Oct. 2008: <http://www.metrocouncil.org/transportation/ccorridor/CAC/20081016presentation.pdf>

Nov. 2008: <http://www.metrocouncil.org/transportation/ccorridor/CAC/20081120CACpresentation.pdf>

**DATE:** September 17, 2008  
**TO:** Brian Lamb, Mark Fuhrmann, Wanda Kirkpatrick  
**FROM:** John Levin, Jason Podany, Scott Thompson  
**SUBJECT:** Central Corridor Title VI Review – SDEIS Phase

This memo presents a Title VI review of the impacts of Central Corridor service plan, as identified in the Supplemental Draft Environmental Impact Statement, on low income and minority populations in accordance with Federal Transit Administration (FTA) guidelines and Metropolitan Council Title VI Transit Program Evaluation: Procedural Guidelines. The proposed Central Corridor service plan constitutes a major change in service in the project area and as such is subject to both a complete public input process and a Title VI review. In addition, a number of community groups and individuals have expressed concerns about the spacing of light rail stations and the frequency of local bus service proposed in the plan. Since these concerns relate to the equitable distribution of transit service, it is important to review the plans to ensure that they do not lead to adverse effects or disparate impacts to protected populations.

This document represents the required Title VI review of the above changes. While the analysis does not identify any statistically significant disparate impact of the proposed service changes, there are a few areas where mitigation measures may be appropriate to address localized decreases in access to transit and concerns from some riders for whom the proposed service changes may not address their transit needs.

## **TITLE VI AND ENVIRONMENTAL JUSTICE BACKGROUND**

Title VI of the Civil Rights Act of 1964 provides that “No person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal Financial assistance.” The FTA issued guidelines on May 14, 2007, FTA Circular 4702.1A, describing the contents of the Title VI compliance to be adopted by recipients of the FTA administered funds for transit programs. The guidelines require transit providers to prevent disparate impact and treatment on minority population when conducting significant service changes like those planned for the Central Corridor light rail implementation. Specifically, the Circular requires that recipients of federal funding “evaluate significant system-wide service and fare changes and proposed improvements at the planning and programming stages to determine whether those changes have a discriminatory impact.”

On February 11, 1994, President Clinton issued Executive Order 12898 which states “Each Federal agency shall make achieving environmental justice part of its mission by identifying and addressing, as appropriate, disproportionately high and adverse human health or environmental effects of its programs, policies, and activities on minority populations and low-income populations in the United States.” Transit equity concerns arise when wealthier and more educated segments of society receive greater transportation benefits while communities of color or low-income receive or experience higher negative transportation impacts.

Federal Transit Administration (FTA) Title VI and Metropolitan Council guidelines were used to understand impacts on low-income and minority populations. The following group definitions were used.

### **Minority Population**

Minority population is defined as non-white persons, those of Hispanic origin, or those not having origins in any of the original peoples of Europe, North Africa, or the Middle East. Using 2000 Census data, the average minority population (non-white) within the 7-county metro area communities is 16.97%. Census units with minority population greater than 16.97% are defined as predominantly minority areas. A map of predominantly minority areas in the Central Corridor project area is included as an attachment.

### **Low Income Population**

Low income means a person whose median household income is at or below the Department of Health and Human Services' poverty guidelines. Using 2000 Census data, the average low income percentage of the 7-county metro area is 6.79%. Census units with population greater than 6.79% are defined as predominantly low income areas. A map of predominantly low income areas in the Central Corridor project area is included as an attachment.

## **CENTRAL CORRIDOR SDEIS BACKGROUND**

The Central Corridor project is intended to improve transportation and mobility in the community by implementing capital facility and transit service enhancements. These enhancements include improving pedestrian accessibility, schedule reliability, travel time, supplemental transit service, passenger waiting facilities, and frequency. To supplement the light rail service, the CCLRT SDEIS includes a Locally Preferred Alternative (LPA) bus route network. The bus route network consists of both current and modified service and is designed to provide connectivity from surrounding communities to planned light rail stations. A description of the service changes are summarized below. A map highlighting the changes along with predominantly low income and minority areas is included as an attachment.

1. Light Rail Transit service is introduced into the corridor, operating at a headway of 7.5 minutes peak and 10 minutes off-peak.
2. Existing Route 50 limited stop bus service is eliminated
3. Route 16 service frequency is reduced to every 20 minutes peak and 30 minutes off-peak
4. A new Route 60 operates on Hamline, Saint Clair, Victoria and University. Frequency is every 30 minutes peak and off-peak
5. A new Route 83 operates on Lexington Parkway, starting at Rosedale and ending at West 7<sup>th</sup> Street. Frequency is every 30 minutes peak and off-peak
6. Route 67 is extended from its current terminal at Fairview and University along Fairview Avenue to Highland Village. Service frequency is unchanged.

## **PUBLIC INPUT**

The requirements for a public input process for the overall Central Corridor project, including the above changes in bus service, have been satisfied by the public hearings conducted as part of the DEIS and SDEIS processes. From the 1,812 comments received, two specific areas of concern were expressed related to service changes.

1. Over 260 comments were received regarding station location and spacing. Approximately 150 of those were specifically proposed to adding stations between the Snelling and Rice Street stations where stations are spaced about one-mile apart.
2. 120 comments were received related to bus service, with 24 of them related to the proposed reduction in frequency of Route 16 along University Ave.

## **METHODOLOGY FOR ANALYZING SERVICE CHANGES**

To evaluate the impacts of the level of service changes in the Central Corridor project, we have used the same methodology that has been used in other Title VI reviews of recent service reductions and service restructurings. This methodology consists of determining the total number of daily transit trips serving each Census unit, both under current service levels and under the proposed service. The percentage change in the number of transit trips is used as a measure of the change in access to transit service in that Census unit. The demographics of each Census unit are reviewed to determine if a unit is a predominantly minority or low-income area. Finally, the change in access to transit, as measured by the percentage change in the number of trips serving each Census unit, is compared among minority and non-minority areas and among low-income and non-low-income areas to determine if there is a disparate distribution in the changes in transit access.

In order to perform this analysis, several details must be resolved, including:

- Geographic Extent of Analysis

The geographic extent of this analysis is limited to a ½ mile buffer around the proposed Central Corridor light rail line. While the bus service changes proposed in the SDEIS service plan do extend outside this buffer, those change are all positive (i.e., an increase in service) and are ancillary to the overall focus of the CCLRT project.

- Census Unit of Analysis.

This analysis is conducted at the smallest Census unit for which data is readily available for determining both minority and low-income status. Low-income status is available at the Census block group unit and minority status is available at the Census block unit.

- Assignment of Transit Trips to Census Units

For past Title VI reviews, a buffer of 0.25 miles was used around each bus stop to determine the area served by trips using that bus stop. Census areas within that buffer were determined to be served by those bus trips. This current review is the first involving light rail transit. The planned light-rail implementation includes several capital and facility enhancements many of which are not found in bus-only service corridors. Enhancements include improved travel time and schedule reliability as a result of signal priority and dedicated right-of-way, improved pedestrian access using marked pedestrian crossings at non-signalized crossings, improved safety through better lighting and security cameras, improved frequency of service, and more overall passenger capacity based on the use of larger vehicles.. These enhancements make the light-rail a more attractive alternative to bus service. As a result the standard walking distance for light-rail was reexamined.

*A 2007 Vehicle, Pedestrian and Bike Rail Safety Survey* in the Hiawatha corridor found that over half (54 percent) of survey respondents reported living within 3-10 blocks (approximately 0.18 to 0.625 miles) of a rail station, suggesting that rail customers are willing to walk farther to light rail than to bus service.

Examination of peer agencies' rail experiences suggested use of a 0.5-mile walking distance for light rail. In the environmental justice section of its 2006 North Link Light Rail Project FEIS, Seattle's Sound Transit used a 0.5-mile buffer around stations to analyze the net benefit of the project on low-income and minority populations. Likewise, Los Angeles Metro also included all population within 0.5 miles of rail stations in the environmental justice analysis for its Metro Gold Line Eastside Extension project. In addition, a 1996 survey of U.S. and Canadian transit properties found that a 0.5-mile rail walking distance is also the accepted guideline for TransLink of Vancouver and New Jersey Transit<sup>1</sup>.

These peer agency experiences, coupled with the findings of the Hiawatha Line survey, support the use of a 0.5-mile rail station walking distance standard. Therefore in this Title VI review, a 0.5 mile buffer around light rail stations is used to determine which Census units served by each station.

### Measuring Service Level Changes

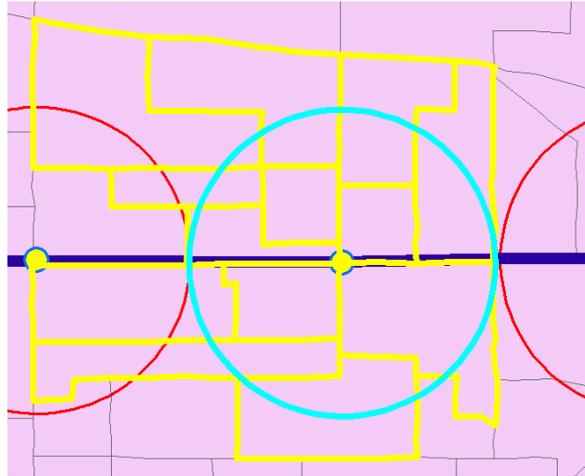
Using the methodology outlined above, the number of trips serving each Census unit is counted for March 2008 service and for the SDEIS service plan. Using a geographic information system, the amount of trips are spatially analyzed referencing the respective buffer service areas. The quarter-mile and half-mile buffers are overlaid onto the Census blocks and block group areas.

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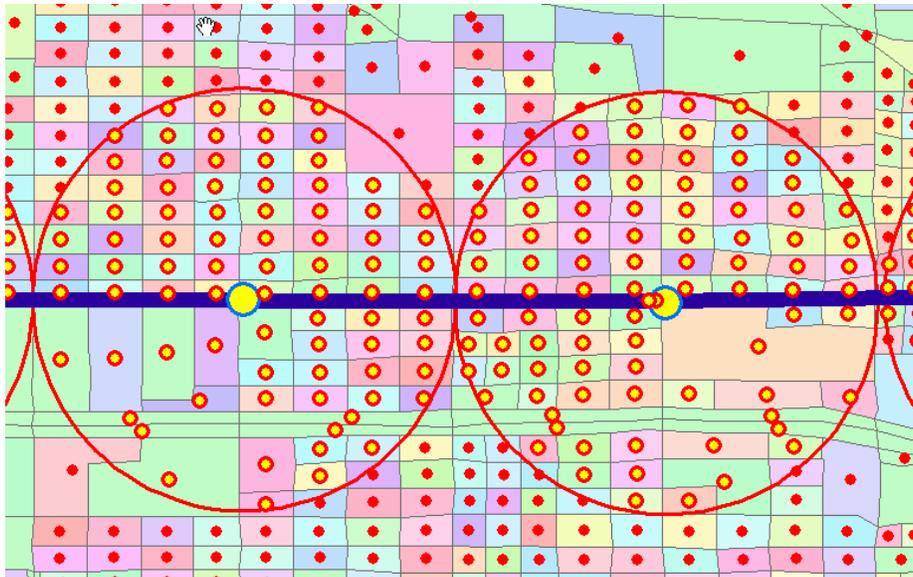
<sup>1</sup> S. O'Sullivan and J. Morrall, Walking distances to and from light-rail transit stations, *Transportation Research Record* 1538 (1996), pp. 19–26.

Block group and block areas are different, thus two separate spatial analyses were used to determine the trip counts.

The block groups were considered to be served by a trip if the boundary was touching a buffer area. The graphic below illustrates this concept.



The blocks were considered to be served by a trip if the center of a block was served by a buffer area. The graphic below illustrates this concept.



The absolute and percentage changes in trip counts are calculated by Census unit for those areas located within a half-mile of the Central Corridor alignment. Service percentage changes and predominantly low income and minority census units are generated for census block and block group units and are attached in the form of tables and maps.

## EVALUATING DISPARATE IMPACTS

Evaluation of disparate impacts is performed separately for low-income and minority population since the methodology produced two separate datasets.

The first level of analysis in each case is a visual inspection of the map to identify patterns in the distribution of transit service changes in minority and low-income areas as compared to non-minority and non-low-income areas. Where appropriate, we also conduct a statistical analysis to determine if there is an overall difference in the average level of service change between minority and non-minority areas or between low-income and non-low-income areas.

### Review of Disparate Impacts on Low-Income Population

The map of the percentage change in service levels by Census block groups shows that transit access will increase for all block groups within the area of analysis under the SDEIS service plan as compared to current service levels. Since all areas see an increase in service, there are no identifiable adverse effects on low-income populations in the project area related to a decrease in transit service.

### Review of Disparate Impacts on Minority Population

The map of the percentage change in service level by Census blocks shows that almost all blocks in the project area have an increase in transit service under the SDEIS service plan as compared to current service levels. There are less than ten Census blocks within the area of analysis with a negative percentage change in trips, which is a decrease in the number of trips. Some of these blocks are minority, along Western Avenue north and south of University Avenue and others are non-minority, along Cleveland Avenue south of University Avenue.

### Review of Distribution of Benefits across Minority and Low Income Areas

The final element of the analysis is to determine if the positive benefits that are generated by the project are distributed evenly across minority and non-minority areas and across low-income and non-low-income areas. The average percentage change in service for minority and non-minority census blocks and for low-income and non-low-income census block groups is shown in the table below. Although there are differences in the averages, they are not considered substantial enough to amount to an uneven distribution of the benefits of the project.

	Average percent increase in service *
Low-Income areas	48.2%
Non-Low-Income areas	51.3%
Minority areas	59.5%
Non-Minority areas	59.2%

\* Note that percent change in service for each Census area is capped at 100 percent to eliminate outlier conditions for newly served areas.

Based on these results, this Title VI review of the CCLRT SDEIS finds that the project does not result in a discriminatory impact on minority or low-income communities. While there are several minority areas that do have adverse impacts, the overall impact of the project is positive on both minority and non-minority areas and there is not a statistically significant variance between the positive impacts of the project in minority versus non-minority areas.

### **MITIGATING ADVERSE EFFECTS**

Notwithstanding the above finding of no discriminatory impact, there are a few minority areas along Western Avenue that are identified as having a decrease in transit service levels. In addition, comments from the community have included concerns about this same area. It may be possible to mitigate the decrease in service for these specific areas by constructing the proposed infill station at Western Ave. (The infrastructure for this station and two others is already included in the current project plan.) This would increase access to transit from the minority Census blocks identified as having fewer trips under the current plans.

It is also important to note that while the above quantitative analysis does not find discriminatory impact or disparate changes in access to transit, this may not fully address the concerns that have been expressed by community groups and individuals along University Avenue. A fundamental element of the analysis in this Title VI review is that the service area for light rail stations is larger than the service area for bus stops. Transit riders are willing to walk farther to access the faster, more reliable, more frequent and higher capacity service that light rail provides and to utilize the safer and more comfortable amenities that are provided at light rail stations. Some transit riders, however, may not be willing or able to make this tradeoff of better service for longer walk distance. For those riders, the decrease in bus frequency on Route 16 is seen as a degradation in transit service levels. To address these concerns, an additional mitigation measure that should be considered is to increase the frequency on Route 16 above the level required in the DEIS and SDEIS.

### **ATTACHMENTS**

Map - Predominantly Minority Areas

Map - Predominantly Low Income Areas

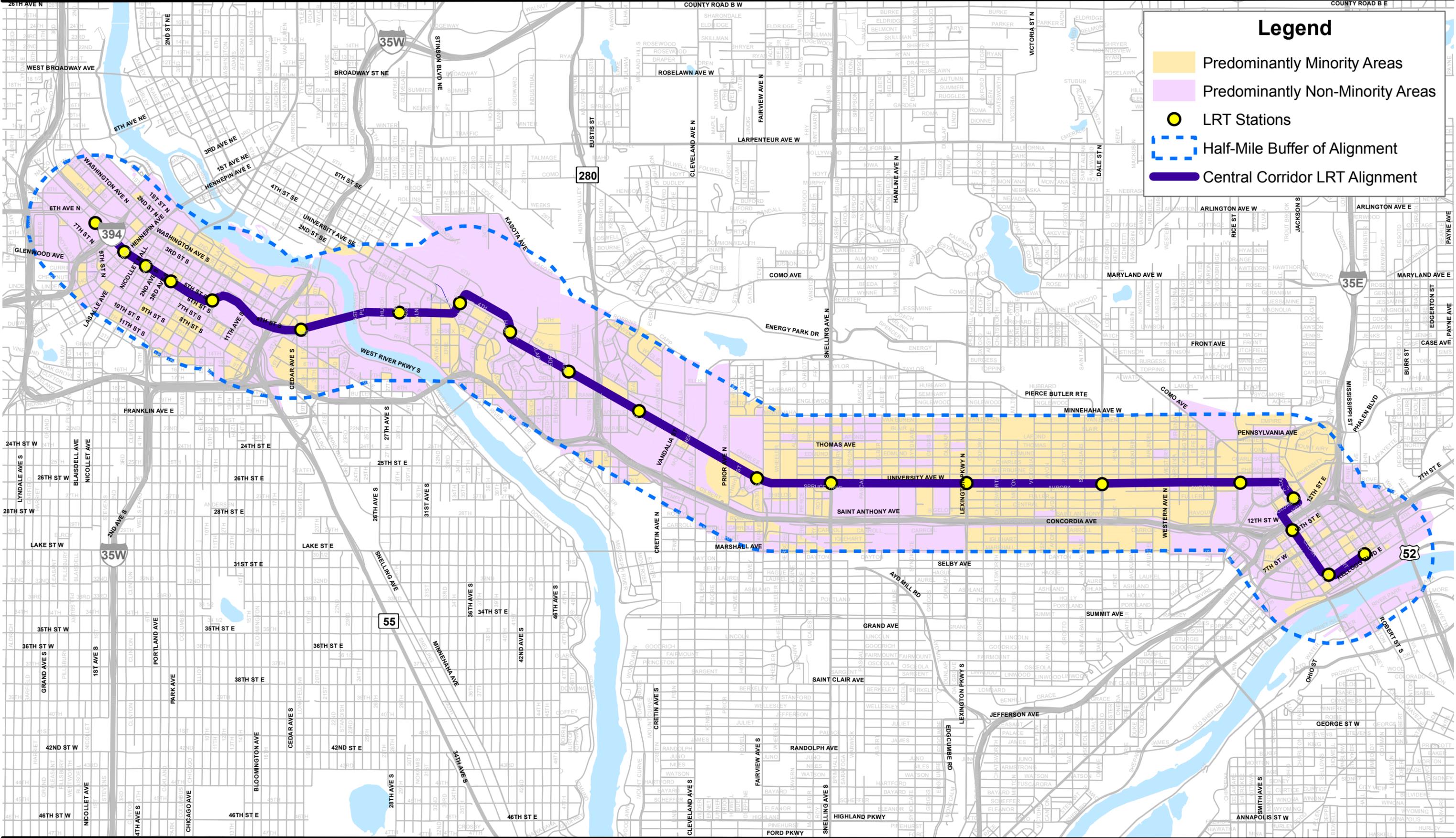
Map - Central Corridor Route & Service Changes

Table & Map– Census Block Group Trip Count Changes & Predominantly Low-Income Areas

Table & Map – Census Block Trip Count Changes & Predominantly Minority Areas

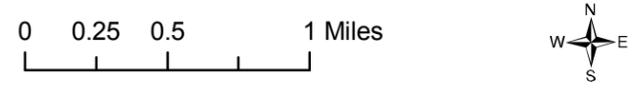
# TITLE VI EVALUATION OF CENTRAL CORRIDOR TRANSIT SERVICE PLAN FOR SDEIS

## PREDOMINANTLY MINORITY AREAS



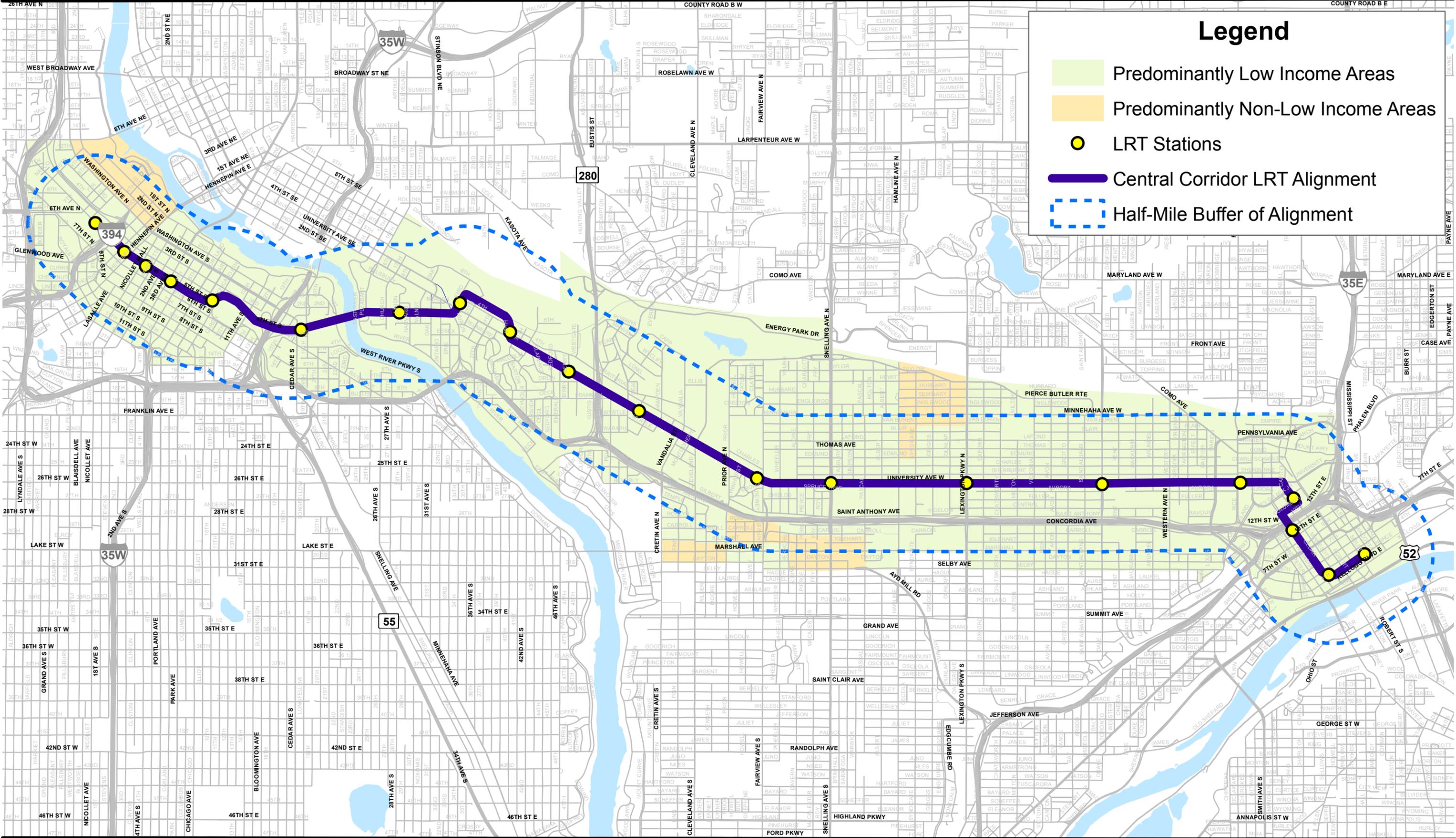
### Legend

- Predominantly Minority Areas
- Predominantly Non-Minority Areas
- LRT Stations
- Half-Mile Buffer of Alignment
- Central Corridor LRT Alignment



# TITLE VI EVALUATION OF CENTRAL CORRIDOR TRANSIT SERVICE PLAN FOR SDEIS

## PREDOMINANTLY LOW INCOME AREAS



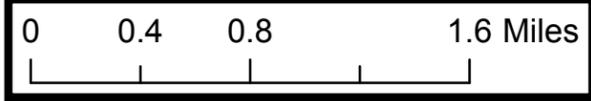
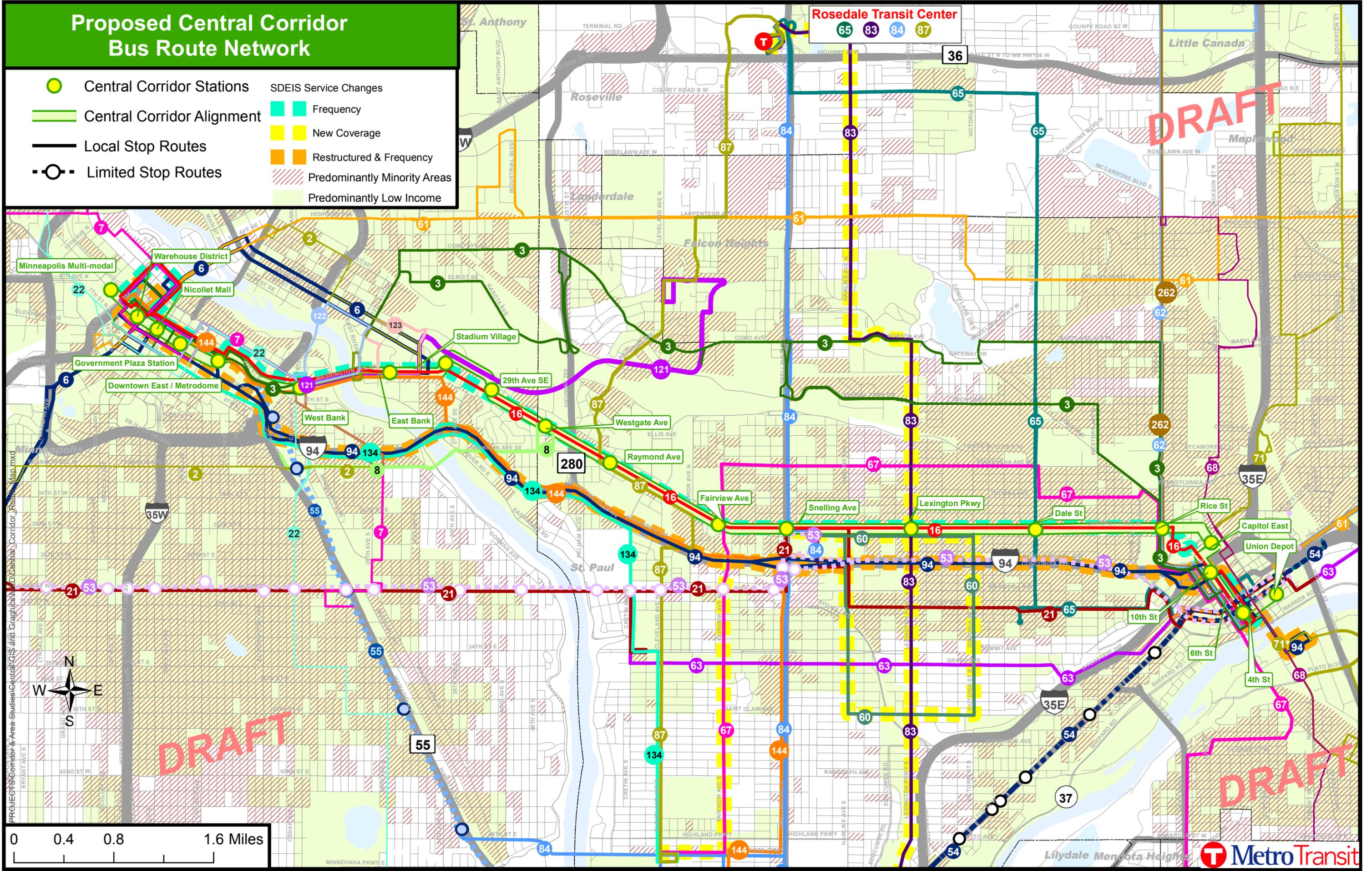
### Legend

- Predominantly Low Income Areas
- Predominantly Non-Low Income Areas
- LRT Stations
- Central Corridor LRT Alignment
- Half-Mile Buffer of Alignment



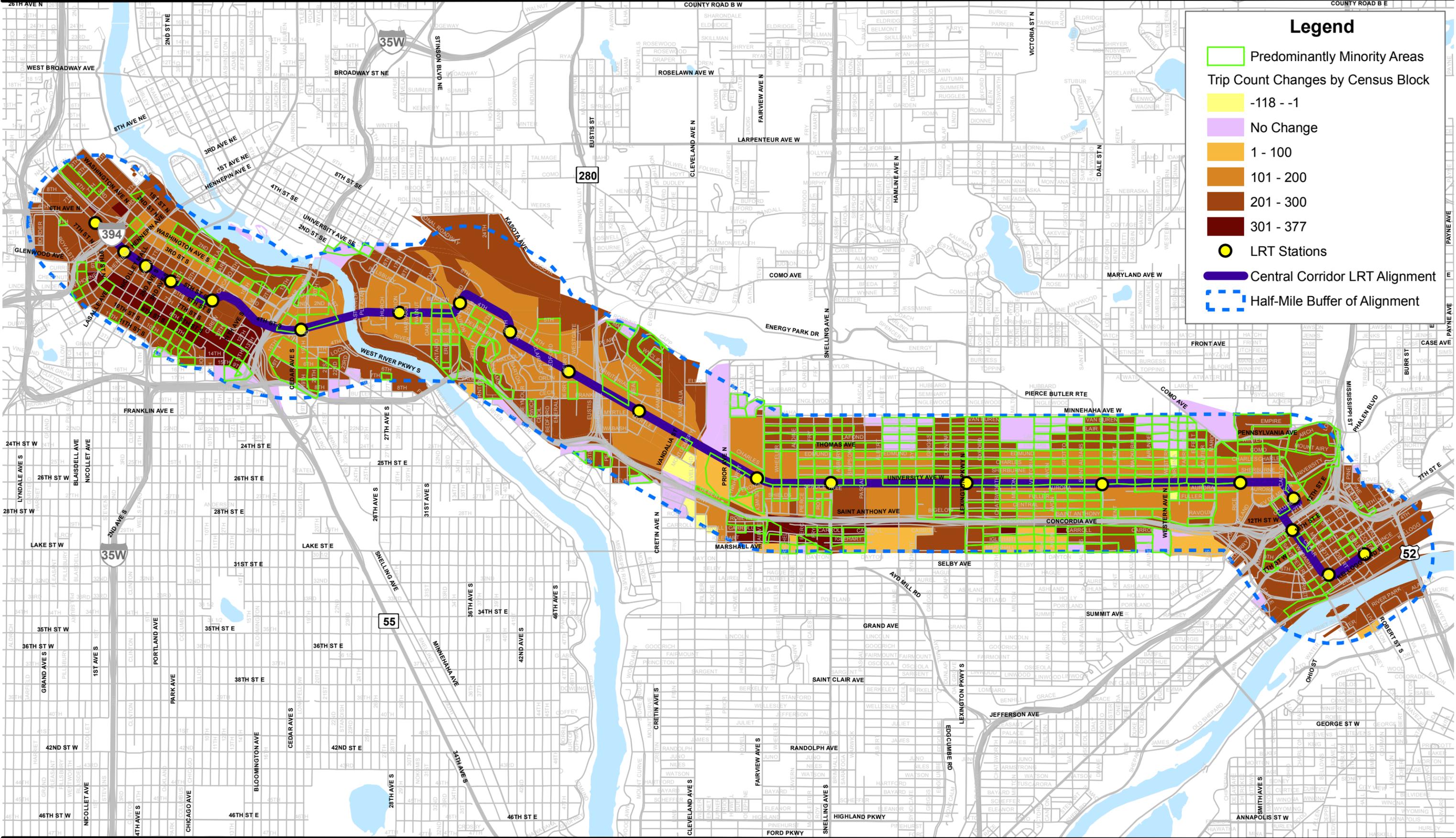
# Proposed Central Corridor Bus Route Network

- Central Corridor Stations
- Central Corridor Alignment
- Local Stop Routes
- Limited Stop Routes
- SDEIS Service Changes
- Frequency
- New Coverage
- Restructured & Frequency
- ▨ Predominantly Minority Areas
- Predominantly Low Income



# TITLE VI EVALUATION OF CENTRAL CORRIDOR TRANSIT SERVICE PLAN FOR SDEIS

## WEEKDAY TRIP COUNT CHANGES AND PREDOMINANTLY MINORITY AREAS

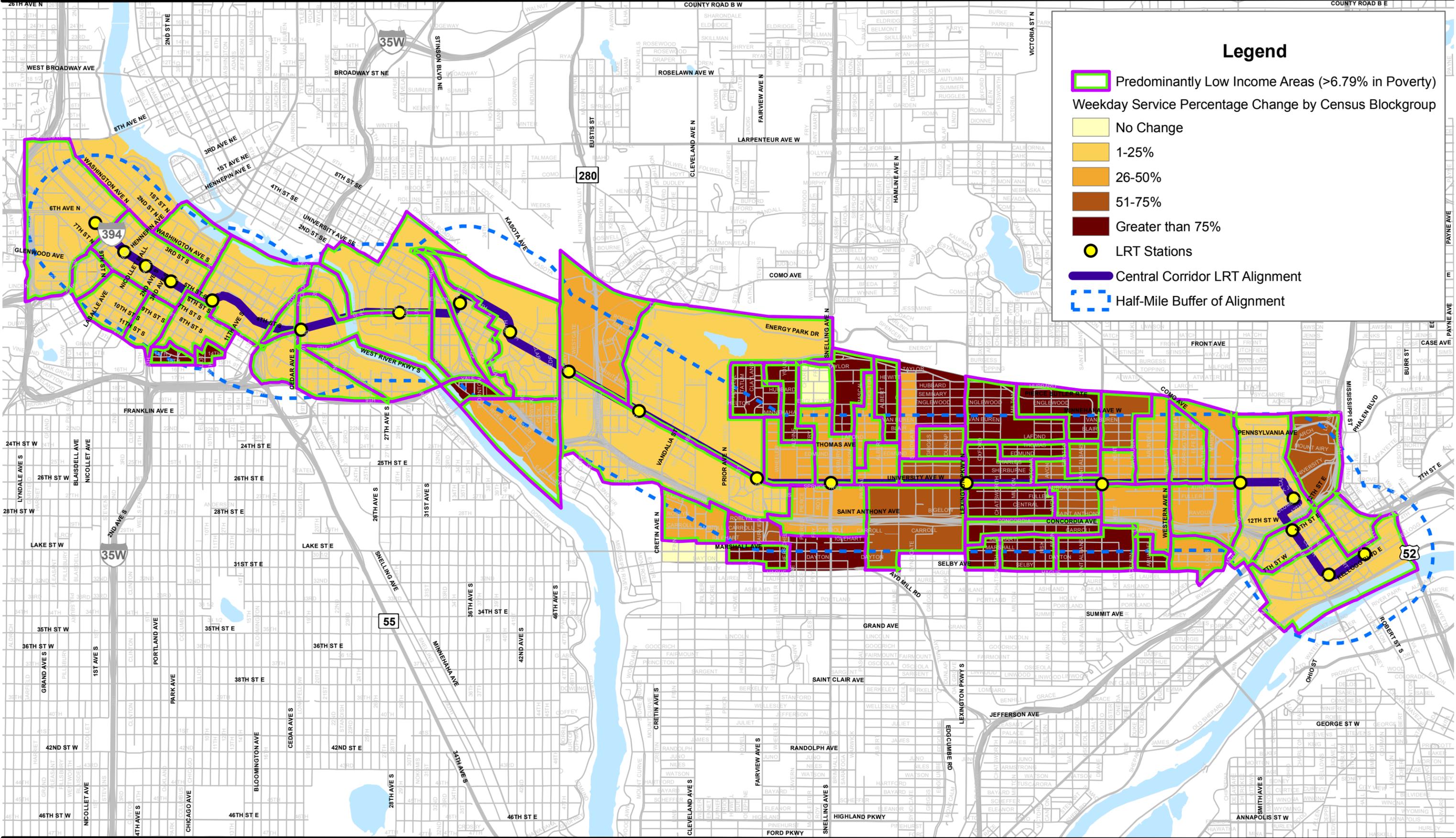


### Legend

- Predominantly Minority Areas
- 118 - -1
- No Change
- 1 - 100
- 101 - 200
- 201 - 300
- 301 - 377
- LRT Stations
- Central Corridor LRT Alignment
- Half-Mile Buffer of Alignment

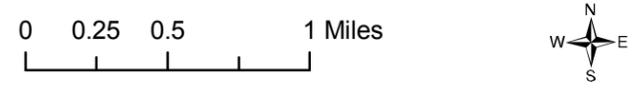
0 0.25 0.5 1 Miles

**TITLE VI EVALUATION OF CENTRAL CORRIDOR TRANSIT SERVICE PLAN FOR SDEIS**  
**WEEKDAY SERVICE PERCENTAGE CHANGE AND PREDOMINANTLY LOW INCOME AREAS**



### Legend

- Predominantly Low Income Areas (>6.79% in Poverty)
- Weekday Service Percentage Change by Census Blockgroup
  - No Change
  - 1-25%
  - 26-50%
  - 51-75%
  - Greater than 75%
- LRT Stations
- Central Corridor LRT Alignment
- Half-Mile Buffer of Alignment



# Central Corridor Transit Sector Study Project Summary

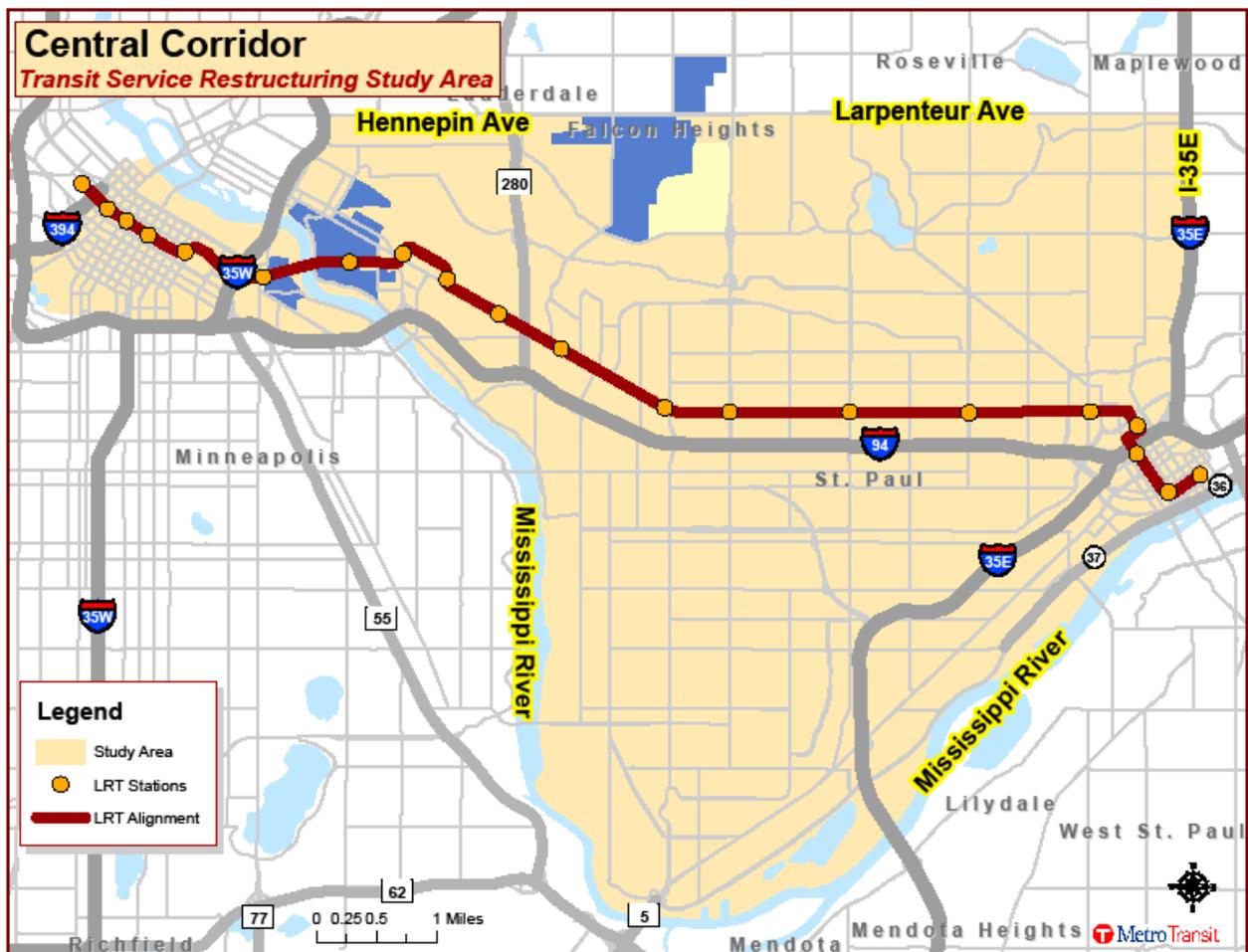
Updated 3/17/2009

## Description and Purpose

In coordination with implementation of the Central Corridor LRT project, Metro Transit will conduct a Sector Study of bus and rail service in the area bounded by I-35E on the east, the Mississippi River on the south, I-35W on the west and Larpenteur Ave / E. Hennepin Ave on the north. This Sector Study approach has proven invaluable as it has been successfully implemented across the region since 1998.

The purpose of this study will be to maximize the effectiveness and efficiency of transit service in the study area, integrate the current bus service network with the new Central Corridor LRT service, and ensure that overall transit service is maintained or improved for all neighborhoods within ½ mile of the new LRT line.

The Metro Transit Sector study process is inherently designed around the needs of the local community, with several rounds of public outreach and discussion about transit needs and potential solutions.



## Study Overview

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The Sector Study process involves the following steps:

- Collect current ridership data and evaluate existing transit service
- Meet with residents, business owners, city and county staff and elected officials, community leaders and other stakeholders to determine local transit needs and objectives
- Study local and regional land-use and transportation development plans
- Identify appropriate transit service delivery strategies to improve reliability, speed, and convenience of transit service for the study area
- Develop Concept Plan for public review (information meetings and formal public hearing)
- Review public comments and revise plan
- Develop final plan and prepare for implementation outreach
- Implement new service
- Monitor new service ridership and operations

## Timeline

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The Sector Study process takes approximately two years from project initiation to service implementation. The current draft timeline for the Central Corridor study is designed to match an LRT operations start of 2014. This is subject to change if the LRT construction schedule is adjusted.

Spring 2012..... Data Collection  
Summer 2012..... Evaluate Existing Conditions  
Fall 2012 ..... Stakeholder / Community meetings  
Winter 2012 ..... Concept Plan Development  
Spring 2013..... Concept Plan Review and Public Comment  
Fall 2013 ..... Plan Revision  
2014 ..... Service Change Implementation

## Sector Study Goals

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Each area of the region is unique in its development and transit needs. Sector Study goals are tailored to the specific needs of each community, as expressed by the community. Past Sector Studies have focused on the following goals:

- Simplify system
- Faster service to major destinations
- Improved frequency and span of service
- Improve connections & reliability
  - Enhanced timed - transfers especially in off-peak
  - Better neighborhood to neighborhood connections
  - Grid route network where appropriate
- Optimize efficiency of routes & schedules
- Integrate new facilities & future plans

### Contact

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Scott Thompson  
Senior Transit Planner  
Metro Transit  
612-349-7774  
[Scott.thompson@metc.state.mn.us](mailto:Scott.thompson@metc.state.mn.us)

These goals must be achieved with the available budget for service. Therefore, Sector Study results often include an initial service plan, within the available budget, plus recommendations for further service improvements should additional operating resources become available.

RESOLUTION  
CITY OF SAINT PAUL, MINNESOTA

31

Presented by

*[Handwritten signatures]*

1 RESOLUTION TO ADOPT  
2 THE MEMORANDUM OF UNDERSTANDING DATED MARCH <sup>18</sup> 2009  
3 FOR THE CENTRAL CORRIDOR LRT PROJECT  
4

5 WHEREAS, the City and the Metropolitan Council endeavor to reconcile issues related to the Central Corridor LRT  
6 project raised in City Council Resolution 08-731 on July 9, 2008 approving the Preliminary Design Plans, and in  
7 City Council Resolution 08-878 on August 20, 2008 approving the Supplemental Draft Environmental Impact  
8 Statement (SDEIS); and  
9

10 WHEREAS, the staffs of the City and Metropolitan Council have prepared a Memorandum of Understanding related  
11 to implementation of the Central Corridor LRT project dated March <sup>18</sup> 2009.  
12

13 NOW, THEREFORE, BE IT RESOLVED that the Memorandum of Understanding dated March <sup>18</sup> 2009 constitutes  
14 the City's good faith effort to resolve issues raised by City Council Resolutions 08-731 and 08-878; and  
15

16 BE IT FURTHER RESOLVED that the City of Saint Paul directs the Mayor to execute such Memorandum of  
17 Understanding dated March <sup>18</sup> 2009; and  
18

19 BE IT FINALLY RESOLVED that the City of Saint Paul has worked, and will continue to, work with the  
20 Metropolitan Council and all of the Central Corridor Project Partners to ensure that the project is constructed in a  
21 way that best meets the needs and addresses the concerns of all Saint Paul residents and businesses.

	Yeas	Nays	Absent
Bostrom			✓
Carter	✓		
Harris	✓		
Helgen	✓		
Lantry	✓		
Stark	✓		
Thune	✓		
	6	0	1

Requested by Department of:  
*[Handwritten signature]*

By: \_\_\_\_\_  
Approved by the Office of Financial Services

By: \_\_\_\_\_  
Approved by City Attorney

By: *[Handwritten signature]*

Approved by Mayor for Submission to Council

By: *[Handwritten signature]* 3-4-09

Adopted by Council: Date 3/18/09

Adoption Certified by Council Secretary

By: *[Handwritten signature]*

Approved by Mayor: Date \_\_\_\_\_

By: \_\_\_\_\_

**MEMORANDUM OF UNDERSTANDING BETWEEN THE METROPOLITAN  
COUNCIL AND THE CITY OF SAINT PAUL FOR THE CENTRAL CORRIDOR  
LIGHT RAIL TRANSIT PROJECT**

**March 18, 2009**

This memorandum of Understanding ("MOU") is by and between the Metropolitan Council ("Council") and the City of Saint Paul ("City") herein defined as the "Parties".

**WHEREAS:**

1. The Parties have been involved in various activities regarding the development of a Central Corridor Light Rail Transit ("CCLRT") line;
2. The Parties agree that a portion of the CCLRT Project ("Project") will traverse the City of Saint Paul along University Avenue from the city line to Robert Street, on Robert Street to 12<sup>th</sup> Street, on Cedar Street to 5<sup>th</sup> Street, across the city block of 5<sup>th</sup> Street and Cedar Street and 4<sup>th</sup> Street and Minnesota Street, and on 4<sup>th</sup> Street to Broadway Street terminating at an Operations and Maintenance Facility to be constructed in the existing southern building of the former Diamond Products manufacturing facility.

NOW, THEREFORE, in consideration of the mutual agreements herein set forth, the Parties agree as follows.

**ARTICLE 1: PARKING**

- The Council will continue to work with the City of Saint Paul and affected business owners to mitigate the loss of on-street parking on University Avenue in Saint Paul that result from the development and implementation of the Project. The City will take the lead in improving the management of on-street parking (through better enforcement, parking meters, and permit parking districts), in establishing Parking Improvement Districts, and improving off-street parking facilities. The City and Council will cooperatively finalize an overall program for dealing with parking, defining the most appropriate sites and mechanisms for development of joint-use off street parking. The Council will support the City in securing funding from public and private sources for developing joint-use off street parking.

**ARTICLE 2: PROPERTY ACCESS**

- The Council will ~~ensure~~ implement strategies to provide continued access to properties along the Project and/ LRT route to allow for their operations during all phases of construction, or will develop mitigation strategies mutually agreeable to the City and the Council to address such impacts ~~to properties~~ along University Avenue (Marion to Rice), Cedar Street and Fourth Street.

**ARTICLE 3: SIDEWALK DESIGN**

- The Council will provide minimum 10' wide sidewalks throughout the Project except in cases where the City and the ~~CCPO~~ Council agree that it is not feasible

to do so. Consideration of sidewalk widths includes accommodation of pedestrian mobility, benches, bus shelters, trash containers and snow storage and provision of an overall sense of safety to those using the walk.

#### **ARTICLE 4: VIBRATION MITIGATION**

- The Council will develop and implement both construction-related and LRT operation-related vibration mitigation to properties and existing sensitive equipment contained within such properties located adjacent to the Project. Some specific sites include the Church of St. Louis King of France, Central Presbyterian Church and Minnesota Public Radio on Cedar Street in downtown Saint Paul. The Council will develop and implement mitigation strategies to address vibration impacts identified as part of the Council's vibration analysis and design for the Project.

#### **ARTICLE 5: ELECTROMAGNETIC INTERFERENCE EVALUATION**

- The Council has assessed electromagnetic interference ("EMI") impacts to properties and existing sensitive equipment contained within such properties located adjacent to the Project. The Council has concluded that there are no EMI impacts resulting from the Project within the City of Saint Paul. The City concurs with these findings.

#### **ARTICLE 6: UTILITY RELOCATION COORDINATION**

- The Council is working jointly with District Energy St. Paul and other affected utilities in Saint Paul that require relocation as a result of the construction and implementation of the Project, to minimize impacts and relocation costs to the utilities as much as possible. The Council will make all reasonable efforts to coordinate relocation activities with Project reconstruction efforts to minimize costs to the utilities, and to minimize disruption of service to customers.

#### **ARTICLE 7: TRAFFIC EVALUATIONS**

- The Council will continue to work with the City to address traffic and pedestrian mobility issues. Further, the City and Council will develop geometrics for major intersections along University Avenue that include sufficient turning radii for trucks. The Council will cooperate with the City to develop analyses that consider traffic and design impacts. Based on the current LRT design, by December 31, 2009, the Council will analyze impacts on the regional transportation network of the following street additions:
  - East extension of Pierce Butler Route from immediately west of Dale Street to Phalen Boulevard at I-35E; and
  - Kittson Connection (Trout Brook Way) from Warner Road east of the Lafayette Bridge to the eastern terminus of University Avenue.
- The Council will publish results of the study that compares impacts of one through lane in each direction vs. two through lanes in each direction on University Avenue. Furthermore, the Council and the City will ~~assess the options~~

agree to track and traffic configurations for the tracks to the Operations and Maintenance Facility from Wacouta to Broadway, ~~and agree upon a design that maintains that~~ include two way traffic, one westbound and one eastbound through traffic lane, adequate pedestrian movement, and minimize impacts to adjacent property access ~~while maintaining through trips for motorized and non-motorized vehicles.~~

#### **ARTICLE 8: FOURTH/CEDAR STREETS STATION**

- The Council will reconnect the skyway link that will be removed as a result of construction for the station on the diagonal connecting Cedar Street/5<sup>th</sup> Street with Minnesota Street/6<sup>th</sup> Street. The Project does not include budget for property acquisition necessary for construction of this station and assumes that such property will be acquired by some entity other than the Council. The Project budget also does not include any vertical circulation to the reconnected skyway link from the station. However, the Council acknowledges and supports the City's desire to obtain funding for vertical circulation that maximizes the ridership at this station and meets ADA requirements.

#### **ARTICLE 9: FUTURE STATIONS**

- The Council will provide the infrastructure for three ~~future~~ stations at Hamline, Western and Victoria as part of the Project. The Council will work with the City to develop and implement the full build out of at least one of the ~~future~~ stations by designating it as the first call on available contingency balance under the following conditions if/when:
  - If/when the project achieves a construction milestone hold point and adequate contingency funds are available after fulfilling Project baseline scope and/or delivering mitigation measures from the Project contingency budget funds are freed up from the contingencies from cost savings within the adopted Project budget or a change in CEI prior to entry into final design; or
  - A change occurs in the FTA Cost Effectiveness Index (CEI) of a sufficient amount to enable inclusion of one infill station prior to entry into final design; or
  - Sufficient project funds for construction of a station if any funds are available after ~~prior~~ to the federal project is closed close out.

The City will provide its recommendation on which ~~future~~ station should be constructed first.

- The Council will work jointly with the City to pursue every opportunity to realize the full build out of the two remaining ~~future~~ stations.

#### **ARTICLE 10: EMERGENCY VEHICLE ACCESS**

- The Council has and will continue to work with the City's Traffic Engineer and City of Saint Paul Fire Department to satisfactorily address emergency vehicle crossings along the Project Alignment.

#### **ARTICLE 11: TRACTION POWER SUBSTATIONS AND SIGNAL BUNGALOWS**

- In accordance with Chapter 61.400 of the Saint Paul Zoning Code, the Council will seek approval of site plans for the traction power substations and signal bungalows. The Council and City will continue to work with the affected District Councils to determine the locations, and mitigation if needed, for the traction power substations within Project design criteria.

#### **ARTICLE 12: OVERHEAD CONTACT SYSTEM POLE DESIGN**

- The Council will include tapered tubular, fluted and painted overhead contact system (OCS) poles as “an Alternate” bid item to the base Project for consideration if the contingency budget allows has available balance at a given contingency hold point or the City chooses to include a funding commitment as a betterment. Such poles, if desired as a betterment, will be funded by non-project entities. As required by the Saint Paul Legislative Code, Chapters 73 and 74, the Council will coordinate with the Saint Paul Heritage Preservation Commission on the design of the OCS poles in the University-Raymond Commercial Historic District and the Lowertown Historic District.

#### **ARTICLE 13: BICYCLE PARKING**

- The Council will strive to include as many bicycle racks as are feasible at the non-signalized ends of the station platforms as part of the base Project to maximize the convenience of bicycle/LRT intermodal travel. The Council will ~~work with Transit for Livable Communities to solicit their assistance in obtaining and placing~~ pursue in concert with the City opportunities to use non-project funding sources to place additional bicycle racks along the alignment.

#### **ARTICLE 14: BUS OPERATIONS**

- The Council will continue to work with the City and property owners to maximize the convenience, simplicity and safety of bus-to-LRT and bus-to-bus connections/transfers along the Project. Further, the Council and City will continue to work on optimizing the locations of bus stops so as to maximize safety for pedestrians and motorists, as well as ensuring the safest and shortest walk distances for transferring transit riders.
- The Council will work with the City to retain adequate bus service levels in the Project corridor during non-peak, evening and weekend hours while maintaining an acceptable FTA Cost Effective Index (CEI).
- The Council and the City recognize the planned change of bus service in the immediate vicinity of Western and University Avenues results in an overall reduction in transit service availability in this area that must be mitigated by the Project.

- The Council will retain or improve overall transit service within ½ mile of the LRT alignment. In order to retain or improve such service, the Council will conduct a “sector study” for the Central Corridor two years before beginning LRT revenue service, working with the community to determine the most effective and needed transit service. Service levels may be achieved through provision of one or some combination of LRT stations, improved bus service on University Avenue, circulator bus service, or service on north/south bus routes or on parallel routes in close proximity to University Avenue.
- The Council will include in its “sector study” consideration of moving some or all of its bus operations off of Cedar Street relative to bus service levels existing prior to the start of the CCLRT Project.
- The Council has included the addition or improvements to north/south cross-corridor bus routes in the proposed operating plan for CCLRT. New north-south bus service will be provided with the addition of Routes 60 and 83 and extension of Route 67 with the implementation of CCLRT. The Council and City will endeavor to create appropriate peak hour service on Rice, ~~Western~~, Dale, Victoria, Lexington, Hamline, Snelling, Fairview, Raymond, and Franklin; recognizing that high frequency connecting bus routes are critical to the long-term success of the Central Corridor LRT Project.
- The Council will work with the City to identify any space needed for bus turnarounds and bus layovers required to maximize the effectiveness and efficiency of bus service connection with CCLRT.

#### **ARTICLE 15: PUBLIC ART**

- The Council will include ~~elements~~ of public art at each of the stations on the Project. The Council will continue to work with the Art Selection Committee (ASC) as the design is advanced, finalized and constructed. Such ASC meetings will be open to the public. In addition, the Council will provide several opportunities for broader public participation in planning for such public art.

#### **ARTICLE 16: STATION DESIGN**

- The Council has developed and is implementing a standard station design format. The Council is willing to consider betterments to the standard design in coordination with the primary partners, including the City, ~~and the Citizens Community Advisory Committee, and the Art Selection Committee.~~ Such betterments must meet ADA requirements, may not alter the platform layout of the standard station design, and may not increase maintenance requirements or costs through the use of non-standardized materials. Such betterments, ~~if implemented,~~ will be funded by non-Project entities, ~~if implemented.~~ In addition, the Council will work with the Capitol Area Architectural and Planning Board, the City of Saint Paul Heritage Preservation Commission and the State Historic Preservation Office, as well as engaging the community through the ~~Citizens Community Advisory Committee.~~ The Council will also provide opportunity for

broader public input, either through open public meetings or by allowing visitors to speak at the Community Advisory Committee meetings.

#### **ARTICLE 17: STREETScape DESIGN**

- The Council will continue to work with the City to develop and construct a base streetscape plan, funded by the Project, that will incorporate all elements of streetscape that exist today.
- The Council will continue to work with the City to develop a master streetscape plan that will be included as “an Alternate” bid item in the construction bid documents. Elements contained in the master streetscape plan that are not part of the base streetscape plan are betterments, and ~~will~~ may be funded by non-project entities, if implemented. In addition, the Council will work with the Capitol Area Architectural and Planning Board, the City of Saint Paul Heritage Preservation Commission and the State Historic Preservation Office, as well as engaging the community through the ~~Citizens~~ Community Advisory Committee.
- The Council and City will continue to work toward maximizing greening the Central Corridor, through innovative construction materials and practices that improves stormwater recharge. Additional trees may be provided as betterments, to enhance the canopy. Such betterments ~~will~~ may be funded by non-project entities, ~~if implemented.~~ The City may request that certain betterment greening elements be considered for funding from Project contingency. As the Project achieves each contingency milestone hold point, any contingency balance not needed for fulfilling Project baseline scope and/or implementing mitigation measures will be considered by the Council to fund Project partner requested betterments.
- As required by the Saint Paul Legislative Code, Chapters 73 and 74, the Council will secure approval of the Saint Paul Heritage Preservation Office on all streetscape design elements in the University-Raymond Commercial Historic District and the Lowertown Historic District.

#### **ARTICLE 18: PROJECT DBE PARTICIPATION GOALS**

- The Council will continue its goal to hire minority and women-owned enterprises to the extent practical during Project construction. The Council has established a disadvantaged business enterprise (DBE) goal of 17% for the design of CCLRT. The Council is currently meeting the design DBE goal. The Council has not finalized the DBE goal for construction, but anticipates the goal will be in the mid teens. The Council has continually made an effort to reach out to minority and women-owned businesses and will continue to do so throughout the design and the construction procurement process. The Council will encourage Project contractors to hire minority workers.

#### **ARTICLE 19: CONSTRUCTION COORDINATION AND PHASING**

- The Council will work with the City to coordinate phasing that allows construction to proceed efficiently and reasonably takes into account the concerns of the businesses and residents affected. The City will be given the opportunity to review the maintenance of traffic provisions. Coordination between the Council and the City will continue throughout construction to assure City participation in mitigation of issues that arise during construction.
- The Council will develop construction phasing and property access guidelines for use in preparation of construction specifications that define contractor responsibilities. The guidelines will be used to establish a construction process that best meets the needs of the adjacent business and residents, including phasing that balances the demands of schedule while maximizing accessibility during construction. Development of the guidelines will include input from the City, area business owners and residents and the guidelines will include standards for response times to complaints and concerns. The Council will seriously pursue approaches used by other major construction projects around the county, including options such as contractor incentives for ensuring public participation and feedback during construction.

#### **ARTICLE 20: PUBLIC INFORMATION FORMATTING**

- The Council will work with the City to provide design information on the Project that is easy for the general public to understand, visualize and provide input on. As design progresses, the Council will make greater use of perspective drawings that more realistically portray future conditions, for ease of general public understanding.

#### **ARTICLE 21: ACCESSIBILITY DURING CONSTRUCTION**

- The Council will work with the City to develop strategies to help minimize impacts on businesses throughout the Corridor during construction of the Project. The Council's Community Outreach staff will help educate owners on the nature of the construction process prior to construction activities.
- The Council will develop phasing and property access guidelines, for use in preparation of construction specifications defining contractor responsibilities, as outlined in ~~the paragraph above entitled Construction and Phasing~~ Coordination Article 19 entitled Construction and Phasing Coordination.

#### **ARTICLE 22: OPERATIONS AND MAINTENANCE FACILITY PROGRAM**

- The Council and City will cooperatively develop a mitigation plan for the CCLRT OMF located in the existing southern building of the former Diamond Products manufacturing facility that includes:
  - In cooperation with the Growers Association, minimize disruption to Farmers' Market operations.

- Strategies for façade improvements on the southern and western edges of the building with treatments that fit into the character of the surrounding neighborhood;
  - Subject to any existing easements, grant an easement and provide a design for the OMF that will not preclude the extension of Prince Street from Broadway to the planned Trout Brook alignment;
  - Programming of approximately 5,000 square feet of the building for leasable space along the Broadway Street façade; and
  - Green roof technologies and alternative energy sources as part of the OMF building improvements.
- The Council will work with the City on necessary renovations to the building to incorporate transit oriented design features. The Council is willing to consider betterments to the facility design in coordination with the primary partners including the City, Ramsey County Regional Rail Authority and the Community Advisory Committee. Such betterments must meet ADA requirements. Such betterments will be funded by non-Project entities, if implemented. In addition, the Council will work with the City of Saint Paul Heritage Preservation Commission, the CapitolRiver Council, Public Art Saint Paul, as well as engaging the Lowertown community through the Community Advisory Committee. The Council will also provide opportunity for broader public input, either through open public meetings or by allowing visitors to speak at CAC meetings.
- The Council will make a good faith effort to incorporate:
    - Walkable/pedestrian scale windows and doors on the Broadway frontage;
    - 5000 assignable square feet of commercial space on the first floor of the Broadway frontage;
    - Façade improvements on the western most 300 feet of the Prince Street frontage that fit into the character of the surrounding neighborhood.
    - Adaptations of the existing building to better reflect urban design principles, including shortening the building.
- The Council will establish train operation procedures that allow a maximum speed of 10 miles per hour and prohibit sounding horns or bells, except in emergencies, between the end of the revenue line and the OMF. The Council will also ensure that the tracks at the rear of the OMF are sufficiently designed and maintained to mitigate excessive squealing from trains leaving the facility. The Council commits that the Project will meet appropriate FTA noise standards.
- The Council will perform a safety analysis and preliminary hazard analysis in the immediate vicinity of the OMF. The Council will also report by June 1, 2009 to the Saint Paul City Council on which safety-critical testing will take place at the OMF.

- The City staff will complete the Downtown Station Area Plan and any Lowertown Small Area Plan update, incorporating the key urban design principles included in the Urban Village Vision (2005) and the Diamond Products Task Force Report (2005).
- As soon as real estate negotiations begin, the Council will provide timely updates on the status of those negotiations.

IN WITNESS WHEREOF, the Parties have caused this Memorandum of Understanding to be executed by their duly authorized representatives on the dates indicated below.

Reviewed by Metropolitan Council's General Counsel

By: \_\_\_\_\_

Date \_\_\_\_\_

Reviewed by the City Attorney's Office of the City of Saint Paul

By: \_\_\_\_\_

Date \_\_\_\_\_

METROPOLITAN COUNCIL

By: \_\_\_\_\_

Date \_\_\_\_\_

CITY OF SAINT PAUL

By: \_\_\_\_\_

Date: \_\_\_\_\_