



1 Purpose and Need

This chapter describes the purpose of and the need for the proposed METRO Blue Line Light Rail Extension Project (Project). It also provides an overview of the Project, including its location and setting within the local communities and the region, and the context of previous planning studies.

The purpose of this Supplemental Draft EIS is to evaluate impacts from the modified alignment (referred to in this Supplemental Draft EIS as the Project Alignment) in contrast to the 2016 Alignment and identify the potential for impacts to arise due to the Project Alignment that were not analyzed in the 2016 Final EIS and ROD. Impacts could occur due to changes in Study Area conditions or because of the Project Alignment and Project elements introduced to new locations.

1.1 Project Purpose and Need

In 2016, the Federal Transit Administration (FTA) (the lead federal agency) published a Final Environmental Impact Statement (EIS) and Record of Decision (ROD) for the Project located in Hennepin County, Minnesota, based on the preferred Project alignment at that time. The 2016 preferred Project alignment (2016 Alignment) extended approximately 13.5 miles from Downtown Minneapolis generally west along Trunk Highway (TH) 55 and then northwest near Theodore Wirth Park, serving North Minneapolis and the Cities of Golden Valley, Robbinsdale, Crystal, and Brooklyn Park. The alignment included 11 new light rail stations, approximately 1,670 park-and-ride spaces, accommodations for drop-off and bicycle and pedestrian access, one operations and maintenance facility (OMF), and associated LRT equipment. Eight miles of the 2016 Alignment located between TH 55 (portions of which are referred to as Olson Memorial Highway in the Cities of Minneapolis and Golden Valley) in the City of Minneapolis and 73rd Ave N in the City of Brooklyn Park were located in a freight rail carrier right-of-way. As discussed in the sections below, it became necessary to identify an alignment that provides transit service to the Cities of Brooklyn Park, Crystal, Robbinsdale, and Minneapolis while still providing the opportunity to meet the Project purpose and need, as documented in the 2016 Final EIS. The alignment modification was necessary for only the freight rail section of the Project; therefore, the Project termini did not change. The Project Alignment was developed specifically to be consistent with the original Project purpose and need. The purpose and need in this Supplemental Draft EIS remain consistent with the purpose and need identified in the Final EIS published for the 2016 Alignment as discussed below.

The purpose statement below was developed during the environmental planning phase of the Project for which the EIS and ROD were published in 2016 and specifically defines the fundamental reasons why the Project is being proposed:

The purpose of the Project is to provide transit service which will satisfy the long-term regional mobility and accessibility needs for businesses and the traveling public.

The Project purpose has not changed. The project need has been updated based on updates to sociodemographic data and engagement with the communities, and in response to the community's interests.

In 2016, the Project intended to address the underlying causes of the defined "needs" as stated below:

The Project is needed to effectively address long-term regional transit mobility and local accessibility needs while providing efficient, travel-time-competitive transit service that supports economic development goals and objectives of local, regional, and statewide plans.

In this document, the purpose and need statement is being confirmed based on input and to ensure that the need is articulated in a way that reflects the current understanding of the communities in the Project area.



Building on this enhanced understanding, the Project would invest in an area that has experienced a history of systemic racism and disinvestment, provide improved connectivity and access for communities in the Project area, and advance local and regional equity. The Project is needed to effectively address long-term regional transit mobility and local accessibility needs while providing efficient, travel-time-competitive transit service that supports economic development goals and objectives of local, regional, and statewide plans. The six factors informing the Project need are listed below and described in more detail in Section 1.4:

- **Factor 1:** Growing Travel Demand
- **Factor 2:** Reducing Local Pollution with a Balanced Transportation Network
- **Factor 3:** Increased Reliance on Transit
- **Factor 4:** Improved Transit Service in Black, Indigenous, and People of Color (BIPOC) Communities
- **Factor 5:** Changing Travel Patterns from the COVID-19 Pandemic
- **Factor 6:** Regional Objectives for Growth

1.2 Project Description

The Project is proposed to run 13.4 miles generally northwest from Downtown Minneapolis, connecting North Minneapolis, the City of Robbinsdale, the City of Crystal, the City of Brooklyn Park, and surrounding communities to new opportunities and destinations. This critical piece of the transit system would greatly improve mobility and access in the highly traveled northwest area of the Twin Cities metropolitan area, including communities with high numbers of households who rely on transit to get where they need to go every day.

METRO Blue Line light rail transit (LRT) currently terminates in Downtown Minneapolis, and the Project would extend LRT to terminate in the City of Brooklyn Park. The Project would provide a one-seat ride to Minneapolis-St. Paul International Airport, the Mall of America, and many other key destinations and connections along the way. While integrating with other existing and planned transitways, the Project and its 12 LRT stations would connect people to jobs, education, healthcare, culture, and recreation. By coordinating this generational transit investment with strong strategies to build community prosperity and minimize displacement, the Project would help reduce regional disparities and bring transformative benefits to current Project area residents and future generations. The Project components would include LRT tracks, LRT stations, bridges, a relocated transit center, pedestrian bridges, bike facilities, and park-and-ride facilities.

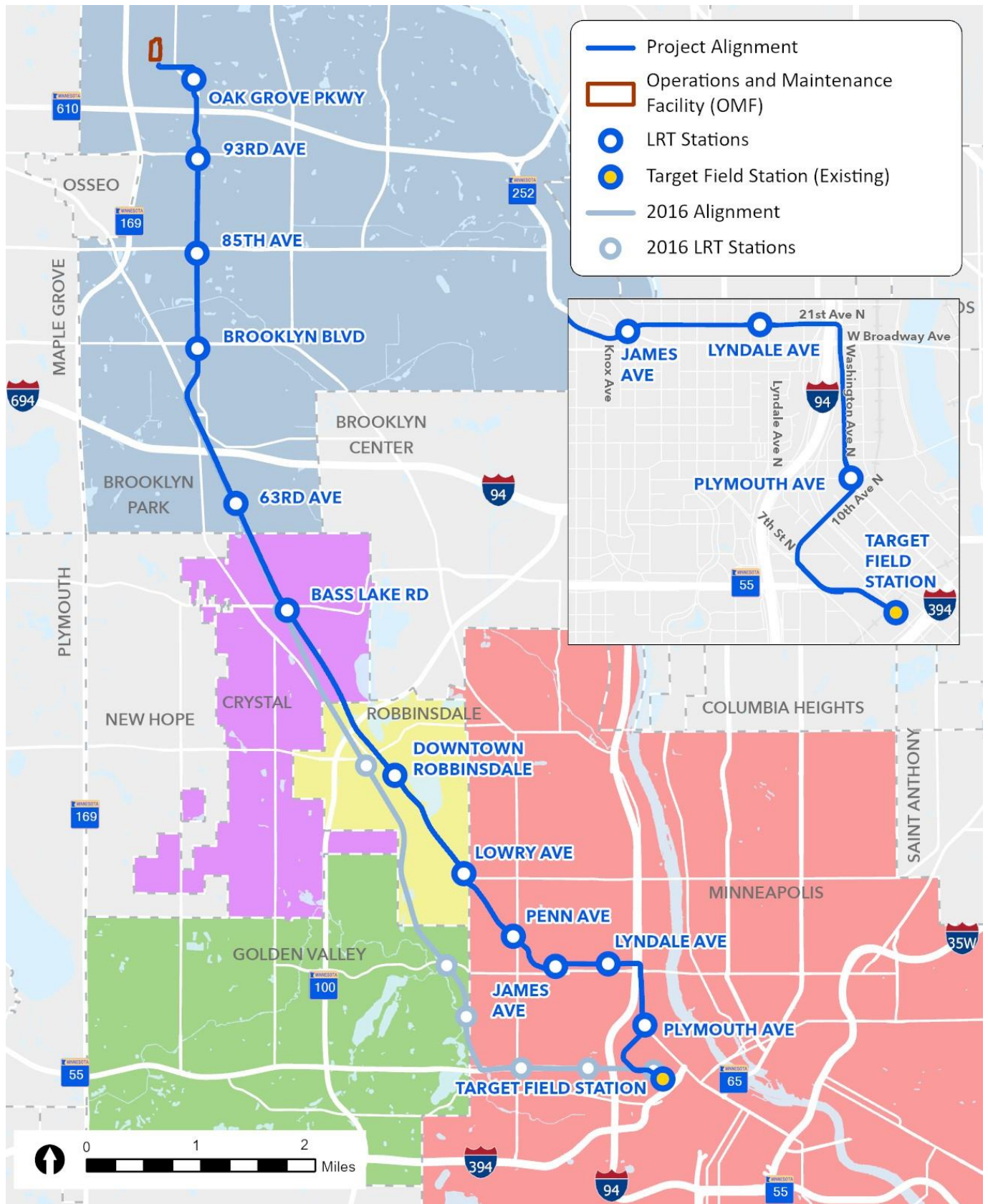
1.2.1 Project Location

The Project would be located in Hennepin County and is an extension of the existing METRO Blue Line LRT that would serve a broader area, including the communities of Golden Valley, New Hope, Brooklyn Center, Maple Grove, Osseo, Champlin, and Dayton while passing through and directly serving the Cities of Minneapolis, Robbinsdale, Crystal, and Brooklyn Park. Figure 1-1 shows the Project area. Key transportation facilities within the Project area include the highways shown as well as W Broadway Ave in the City of Brooklyn Park (County State Aid Highway [CSAH] 103), Crystal Airport, County Road (CR) 81, W Broadway Ave in the City of Minneapolis, Lyndale Ave N, and Washington Ave N.

The Project Alignment is also depicted in Figure 1-1 and is defined as the Project in its linear configuration, including the LRT stations, the guideway (LRT tracks and catenary system), and all other components necessary to provide for a fully functional LRT project (see the summary list of Project components in Section 1.2 and a complete description in greater detail in Chapter 2).



Figure 1-1 Project Area and Project Alignment





1.2.2 Project Setting

The character of the Project area transitions from a moderately dense urban setting in North Minneapolis to a less dense suburban setting starting in the City of Robbinsdale and extending through the City of Brooklyn Park at the north end of the Project Alignment. The Project area includes a variety of land use patterns that have been influenced by the transportation-oriented history of the Project area. Low-density, auto-oriented land uses have heavily influenced existing development patterns in the Project area, which primarily reflect highway-oriented and traditional suburban development forms.

Development in North Minneapolis and the City of Robbinsdale reflects the history of W Broadway Ave as a commercial streetcar corridor, with portions of auto-oriented commercial activity developed more recently. Residential neighborhoods are also located along the Project Alignment in the Cities of Minneapolis, Robbinsdale, Crystal, and Brooklyn Park. In the City of Brooklyn Park, south of 73rd Ave N, and in Northern Crystal, development adjacent to the Project includes highway-oriented commercial activity and the Crystal Airport. In the City of Brooklyn Park, north of 73rd Ave N, development adjacent to W Broadway Ave includes mixed commercial and retail, commercial office/corporate campus (Target North Campus), residential, and institutional use (North Hennepin Community College and Hennepin County Library).

Several activity centers and community-identified important places are adjacent to the Project Alignment, including Downtown Minneapolis, the W Broadway Ave business district in North Minneapolis, Victory Memorial Park, Downtown Robbinsdale, the Crystal Shopping Center, the City of Brooklyn Park commercial strip, and North Hennepin Community College. In addition, large business-park and mixed-use development areas with potential for substantial employment concentrations are anticipated by 2040 in the City of Brooklyn Park (surrounding the Target North Campus and along United States Highway 169 [US 169] north of TH 610 and Downtown Robbinsdale along W Broadway Ave near 42nd Ave N).

1.2.3 Regional Transit System

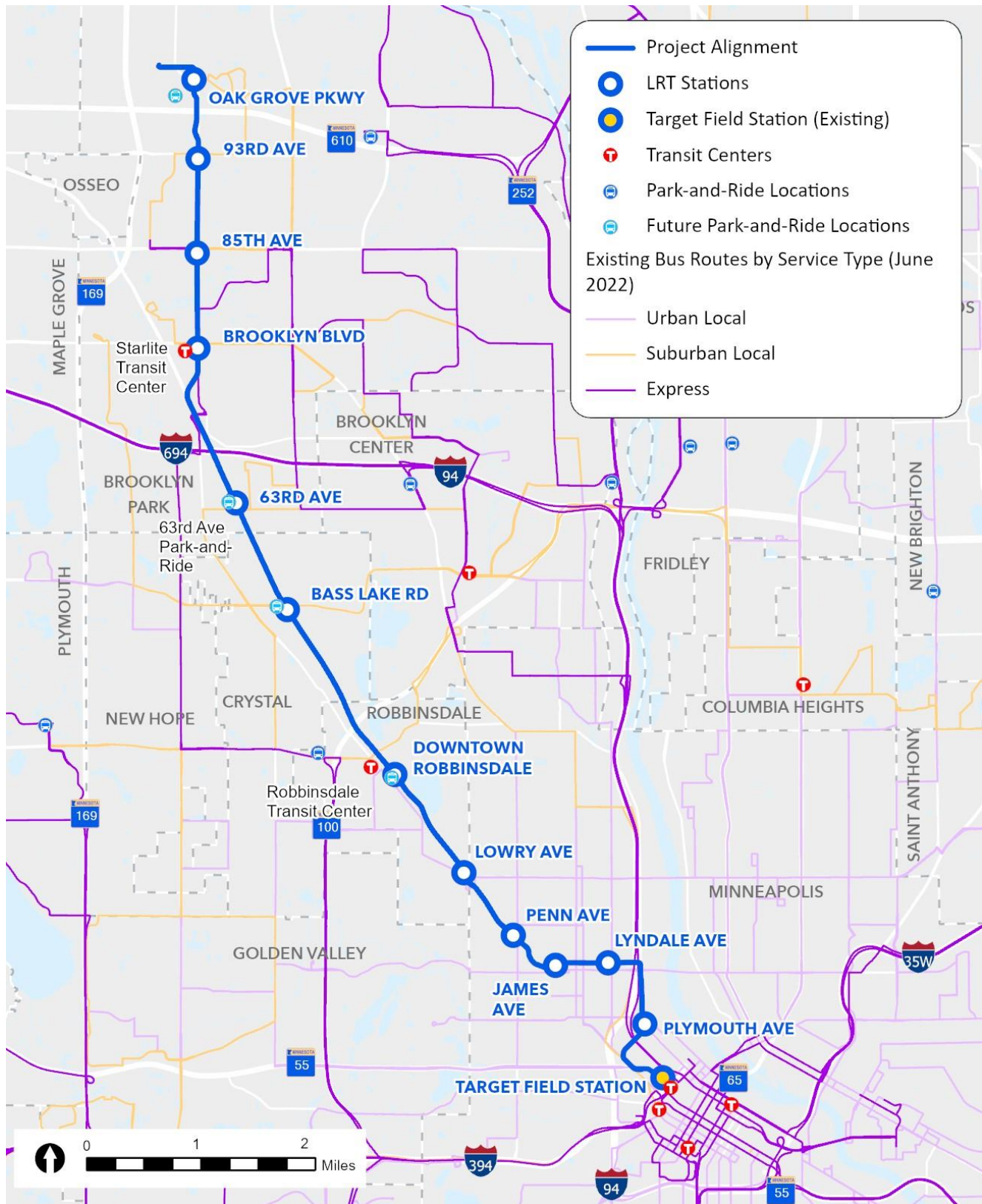
The Project area is presently served by local and limited express bus service provided by Metro Transit, the region's largest transit provider. Key existing transit facilities within the Project area, shown in Figure 1-2, include the Starlite Transit Center on Brooklyn Blvd in the City of Brooklyn Park, the 63rd Ave N park-and-ride in the City of Brooklyn Park, and the Robbinsdale Transit Center at Hubbard Marketplace in the City of Robbinsdale. Additional transportation infrastructure in the Project area includes bus-only shoulders on most of Interstate 94 (I-94) in both directions between the City of Minneapolis and Northern Maple Grove.

Metro Transit service in the Project area consists of urban and suburban local routes serving North Minneapolis and the Cities of Robbinsdale, Crystal, and Brooklyn Park. Suburban local routes serve communities to the north and west. No bus routes currently operate on CR 81 north of N 29th Ave in the City of Minneapolis or serve mid-length trips in the general northwest-southeast direction in the Project area.

The Metropolitan Council's (Council's) 2020 update to the *2040 Transportation Policy Plan*¹ (2040 TPP) envisions further development of the regional transit system, with opportunities for the expansion and improvement of bus service and transit facilities.² In addition, the 2020 update to the 2040 TPP shows the Twin Cities metropolitan area moving toward a regional multimodal system, including transitways, to improve service in high-demand corridors, improve the availability and quality of travel options to meet mobility needs, and increase transit system ridership. A transitway is a combination of infrastructure and transit service improvements that allows transit customers to avoid congestion on roadways and connect to regional activity centers and that boosts the potential for transit-oriented development (TOD).



Figure 1-2 Existing Area Transit Services and Facilities



Source: Metropolitan Council and NCompass Technologies, Minnesota Geospatial Commons. <https://gisdata.mn.gov/dataset/us-mn-state-metc-trans-transit-routes> (2020).



The Project would connect North Minneapolis and the region’s northwest suburbs with the region’s system of transitways that consist of existing LRT on the METRO Blue Line and METRO Green Line; bus rapid transit (BRT) on the METRO Red Line (Cedar Ave), METRO Orange Line (Interstate 35W [I-35W]), METRO C Line, and METRO D Line; the Northstar Commuter Rail; and express bus routes, as well as planned BRT transitways (Gold and Purple Lines) and planned arterial BRT transitways (B, E, and F Lines), as shown in Figure 1-3. Development of the Project would include bus service restructuring focused on maintaining and enhancing overall transit service in the Project area.

1.3 Project Background

This section describes the background of the Project, including early planning efforts, alignment modification evaluation, and the environmental review process.

1.3.1 Overview

An Alternatives Analysis (AA), *Bottineau Transitway Alternatives Analysis Study Final Report*, was completed in 2010, and the Draft EIS was completed in 2014.^{3,4} Following publication of the Draft EIS, the Project was renamed “BLRT Extension” to signify that it is an extension of the existing Blue Line light rail. FTA and the Council completed a Final EIS and ROD in 2016.^{5,6} The Council issued a Determination of Adequacy pursuant to the Minnesota Environmental Policy Act (MEPA) the same year. Approximately 8 miles of the 2016 Alignment were proposed to operate in BNSF Railway (BNSF; formerly known as Burlington Northern Santa Fe Railway) freight rail carrier right-of-way. Negotiations to secure needed right-of-way and other commitments to allow construction of the Project in freight rail carrier right-of-way were unsuccessful. Local Project sponsors—the Council and Hennepin County—worked with Project stakeholders (including Project city partners and organizations), advisory committee members (Technical Project Advisory Committee [TPAC], Business Advisory Committee [BAC], Community Advisory Committee [CAC], and Corridor Management Committee [CMC]), and leadership from Project partners including the Council, Hennepin County, and FTA to identify an alignment that would avoid use of the freight rail carrier rights-of-way.

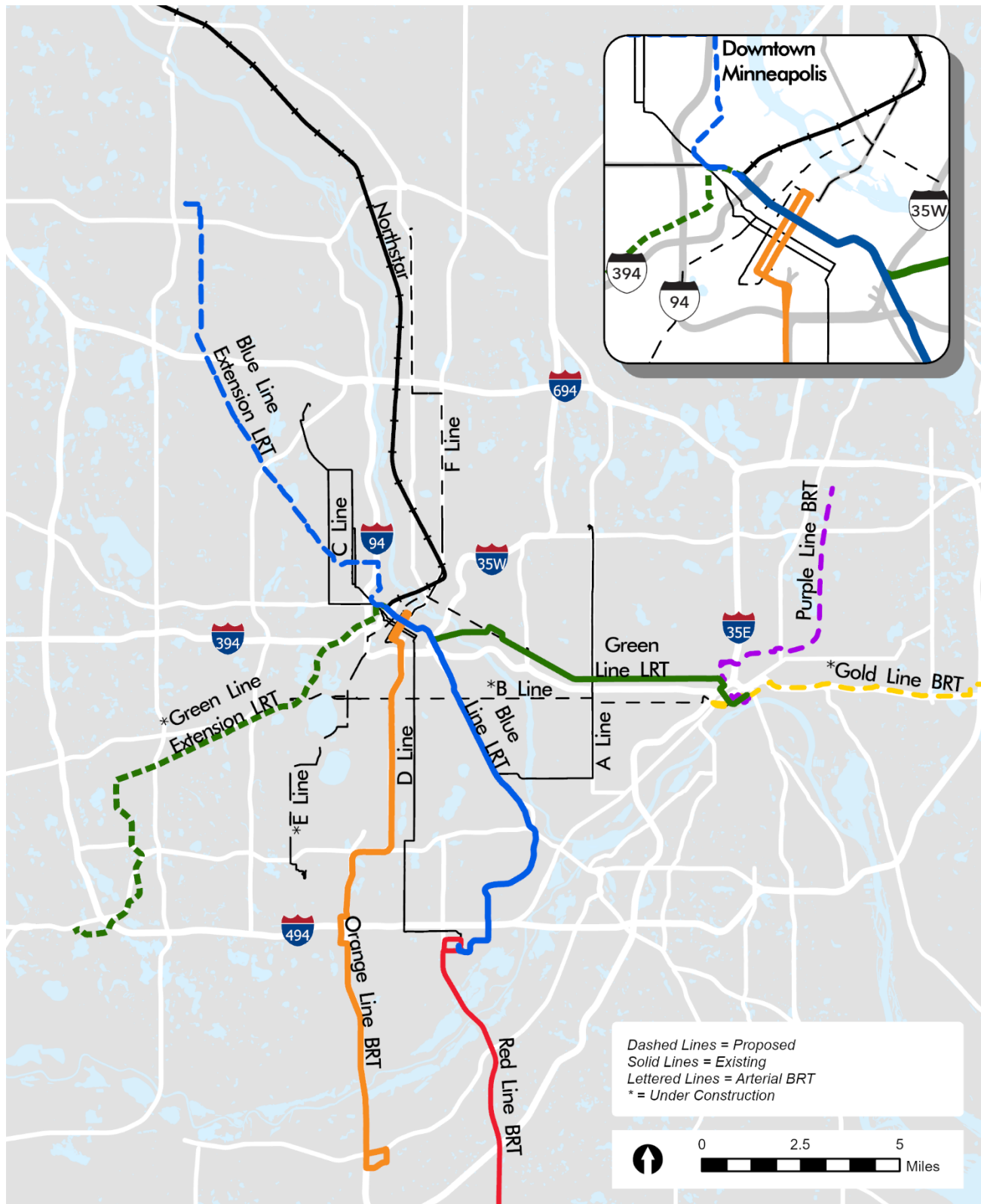
1.3.2 Early Planning Efforts

Transportation and land use studies in the Project area date back to the late 1980s. Previous studies included regional system studies, area studies, and site-specific studies. The Project (previously identified as the Bottineau Transitway and before that, as the Northwest Transitway) has consistently been included in local and regional transportation system plans. Many alignments and modes, including BRT, LRT, and commuter rail, have been considered and evaluated in area-specific plans and studies. Previous studies provide a valuable base of information for the Project EIS process. Chapter 1 of the 2016 Final EIS summarized the studies conducted in the CR 81/Northwest Project area prior to the Final EIS. Figure 1-4 summarizes the studies and engagement completed since publication of the Final EIS in 2016.

The region’s current long-range transportation plan, the 2040 TPP, targets the completion of the Project and initiation of operations prior to 2030. The recommendation for the Project is based on findings from the Council’s *2030 Transit Master Study*⁷⁸ to address and accommodate the transit travel demand in the Bottineau (Northwest) Transitway. These findings are consistent with previous regional transportation system plans including the *Regional Transit Board LRT Plan*, *Transit 2020 Master Plan*, *2025 Transportation Policy Plan (amended 2002)*, *2030 Transportation Policy Plan*, and 2040 TPP (updated 2020).^{9,10,11,12,13}



Figure 1-3 METRO Regional Transitway System



Source: Metropolitan Council, Minnesota Geospatial Commons. <https://gisdata.mn.gov/dataset/us-mn-state-metc-transitways-generalized> (2022).



Figure 1-4 Summary of Project Environmental Review and Related Studies

2010	<ul style="list-style-type: none"> • Bottineau Transitway Alternatives Analysis (AA) (Hennepin County)
2013	<ul style="list-style-type: none"> • Climate Action Plan (City of Minneapolis)
2014	<ul style="list-style-type: none"> • Bottineau Transitway Draft EIS (FTA, HCRRA and Metropolitan Council)
2015	
2016	<ul style="list-style-type: none"> • METRO Blue Line Light Rail Extension Final EIS (FTA, Metropolitan Council), Record of Decision (FTA) and Determination of Adequacy (Metropolitan Council)
2017	<ul style="list-style-type: none"> • Statewide Multimodal Transportation Plan (MnDOT)
2018	
2019	<ul style="list-style-type: none"> • 2040 Comprehensive Plan (Hennepin County) • Spatial Direct Demand Model (Metropolitan Council)
2020	<ul style="list-style-type: none"> • Metropolitan Council and Hennepin County issue joint statement on advancing the METRO Blue Line Light Rail Extension project without BNSF right-of-way • Thrive MSP Transportation Policy Plan – 2020 Amendment (Metropolitan Council) • Sustainable Transportation Advisory Council Recommendations Summary (MnDOT) • Minneapolis 2040 (City of Minneapolis) • Transportation Action Plan (City of Minneapolis) • Bus Service Allocation Study Final Report (Metropolitan Council)
2021	<ul style="list-style-type: none"> • METRO Blue Line Light Rail Extension Draft Route Modification Report (Metropolitan Council) • Sustainable Transportation Advisory Council 2021 Recommendations (MnDOT) • Equity Considerations for Place-Based Advocacy and Decisions in the Twin Cities Region (Metropolitan Council) • Long-Range population and jobs forecast (Metropolitan Council)
2022	<ul style="list-style-type: none"> • METRO Blue Line Light Rail Extension Route Modification Report (Metropolitan Council) • Route Modification Report Addendum (Metropolitan Council) • NEPA Re-Evaluation Technical Memorandum (Metropolitan Council) • Statewide Multimodal Transportation Plan (MnDOT) Update • Minnesota Environmental Policy Act (MEPA) Notice of Intent to Prepare Supplemental Draft Environmental Impact Statement Published (EQB Monitor)
2023	<ul style="list-style-type: none"> • METRO Blue Line Light Rail Extension Anti-Displacement Recommendations Report is published • Minnesota State Legislature appropriates a \$50M grant in fiscal year 2024 to Hennepin County for the METRO Blue Line Light Rail Extension including but not limited to predesign, design, engineering, environmental analysis and mitigation • Section 106 Consultation is reopened • National Environmental Policy Act (NEPA) Notice of Intent to Prepare Supplemental Draft Environmental Impact Statement Published (Federal Register) • METRO Blue Line Light Rail Extension Corridor Management Committee issue Action of support for Preferred Alignment



1.3.3 Route Modification Evaluation 2021–2022

FTA and the Council published a Final EIS for the Project on July 15, 2016, and FTA signed a ROD on September 19, 2016. As defined at the time of publication of the Final EIS and issuance of the ROD, the Project consisted of approximately 13.5 miles of new LRT guideway from Downtown Minneapolis to the northwest, serving North Minneapolis and the Cities of Golden Valley, Robbinsdale, Crystal, and Brooklyn Park (see Figure 1-1 above). Approximately 8 miles of the 2016 Alignment would operate in freight rail carrier right-of-way within the Monticello subdivision located between Olson Memorial Highway (TH 55) in the City of Minneapolis and 73rd Ave N in the City of Brooklyn Park. Negotiations to secure needed right-of-way and other commitments to allow construction of the Project in the freight rail carrier right-of-way were unsuccessful, and in 2020 local Project sponsors determined that it was necessary to advance the Project, identifying an alignment that would avoid any use of the freight rail carrier rights-of-way.

The route modification process began in 2020 with local Project sponsors partnering with Project stakeholders and jurisdictions to identify and evaluate alignments that would avoid use of the freight rail carrier rights-of-way. This process was documented in the following series of reports:

- *Initial Route Evaluation Report* (March 2021)¹⁴
- *Draft Route Modification Report* (Dec. 13, 2021)¹⁵
- *Final Route Modification Report* (April 18, 2022)¹⁶
- *Route Modification Report Addendum* (June 2, 2022)¹⁷

Additional information about the route modification process and the identification of the scope of this Supplemental Draft EIS is provided in Chapter 2 of this Supplemental Draft EIS.

1.3.3.1 Route Modification Report Project Goals

The following Project goals, identified in the *Final Route Modification Report*,¹⁸ were used as metrics with which to identify a recommended ~~modified~~ alignment to move forward into the environmental review phase of the Project. These goals, developed earlier in Project planning, support the environmental review in this Supplemental Draft EIS and will be incorporated where possible into the environmental review:

- Improve transit access and connections to jobs and regional destinations
- Improve frequency and reliability of transit service to communities in the Project area
- Provide transit improvements that maximize transit benefits while being cost-competitive and economically viable
- Support communities' development goals
- Promote healthy communities and sound environmental practices including efforts to address climate change
- Advance local and regional equity and work toward reducing regional racial disparities

1.3.4 Route Modification Evaluation 2022–2023

After publication on the Council's website¹⁹ of the *Final Route Modification Report* in spring 2022, community and stakeholder feedback continued to inform alignment options and the advisory committee decision-making process. This Supplemental Draft EIS assesses the anticipated impacts from the alignments considered on either side of I-94 based on the study published in the June 2022 Route Modification Report Addendum. The criteria used in the analysis of alternatives are based on Project Principles, which are available on the Council's website²⁰. Additional information about the route modification alternatives and the scope of this Supplemental Draft EIS is provided in Chapter 2 of this Supplemental Draft EIS.



1.3.5 Environmental Review Process

The Council is pursuing federal funding from FTA through the Capital Investment Grants (CIG) program for the Project and, as a result, FTA is required to undertake environmental review in compliance with the National Environmental Policy Act (NEPA). The Council is the local public agency and is required to comply with the requirements of MEPA (Minnesota Statutes [Minn. Stat.] 116D.04 and 116D.045). In coordination with local Project partner Hennepin County, the Council is the Project sponsor and federal grantee and is leading the process for preliminary engineering, final design, and construction. FTA, as the federal lead agency, and the Council, as the local Project sponsor, have prepared this Supplemental Draft EIS to satisfy the requirements of NEPA. The Council has prepared this Supplemental Draft EIS also in compliance with the requirements of MEPA. See Chapter 9 for more information about cooperating and participating agencies and ongoing coordination.

The intent of the NEPA and MEPA processes is to ensure that potential social, economic, and environmental impacts are identified and considered in the decision-making process. A Draft EIS was completed in 2014 and a Final EIS was completed in 2016 for the 2016 Alignment. After the Council and Hennepin County completed the route modification recommendation in 2022, FTA determined that a Supplemental Draft EIS was the appropriate NEPA class of action for assessing the impacts of the Project Alignment.²¹ Subsequently, the Council published a Supplemental Draft EIS preparation notice in the Minnesota Environmental Quality Board (EQB) publication, *EQB Monitor*, on October 18, 2022. FTA published a Notice of Intent to Prepare a Supplemental Draft EIS in the Federal Register on August 18, 2023.

This Supplemental Draft EIS documents the purpose and need for the Project; presents a discussion of the alternative alignments considered; identifies potential social, economic, and environmental impacts; and proposes potential mitigation measures. The primary purpose of this Supplemental Draft EIS is to communicate the preliminary impacts and benefits associated with the Project.

NEPA also requires engaging the public in the environmental review process. In addition, federal law requires the development of a coordination plan to outline how the environmental process for the Project would engage the public; tribal governments; and local, State of Minnesota (State), and federal agencies with an interest in the Project. This Supplemental Draft EIS will be published for review by interested parties, including individuals, community groups, the business community, elected officials, and public agencies in accordance with federal and State requirements.

A 45-day public comment period will begin at publication of the Supplemental Draft EIS. Responses to substantive comments received during circulation of this Supplemental Draft EIS will be developed, and both the comments and responses will be documented in the Supplemental Final EIS. A public hearing will be held to provide a forum for agency and public participation and comment.

1.3.5.1 Cooperating and Participating Agencies

Certain State, local, and tribal agencies were also invited to have a more formal role in the environmental review process as Cooperating and/or Participating Agencies. A complete discussion of the public and agency engagement process, including the identification of Cooperating and Participating Agencies for the Project, is provided in Chapter 9.



1.4 Project Need Factors

This section presents detailed descriptions of the six factors informing Project need.

1.4.1 Factor 1: Growing Travel Demand

Between 2020 and 2040, the Cities of Minneapolis, Robbinsdale, Crystal, and Brooklyn Park (the cities that the Project directly serves, which are referred to herein as “Project cities”) are forecast to collectively grow by an estimated 66,000 people and 37,000 jobs (see Table 1-1, Figure 1-5, and Figure 1-6). The areas within one-half mile of the Project Alignment are projected to attract a greater share of the growth within the Project cities, resulting in more than 20,000 new people. The Cities of New Hope, Brooklyn Center, Golden Valley, Maple Grove, Osseo, Champlin, and Dayton (herein referred to as “contributing cities”) are not directly served by the Project but are expected to contribute to ridership connected by local bus or paratransit, park-and-ride facilities, and bicycle trips. Most of the contributing cities are projected to experience population growth at about the same rate as the Twin Cities metropolitan area. Notably, the Cities of Maple Grove and Dayton are expected to far surpass the average growth rate of the metropolitan area, growing by 82 percent and 26 percent, respectively.

Employment growth, especially within one-half mile of the Project Alignment, is forecast to exceed the average Twin Cities metropolitan area employment growth rate. Concentrated areas along the Project Alignment in Downtown Minneapolis, Downtown Robbinsdale, the City of Brooklyn Center, and the City of Brooklyn Park are forecast to experience more than a 25 percent increase in employment by 2040, adding 22,000 new jobs, as shown in Figure 1-6. The Project is poised to connect those employment centers to each other and to the potential employees in areas that are projected to experience large population growth.

Table 1-1 Population and Employment Forecasts

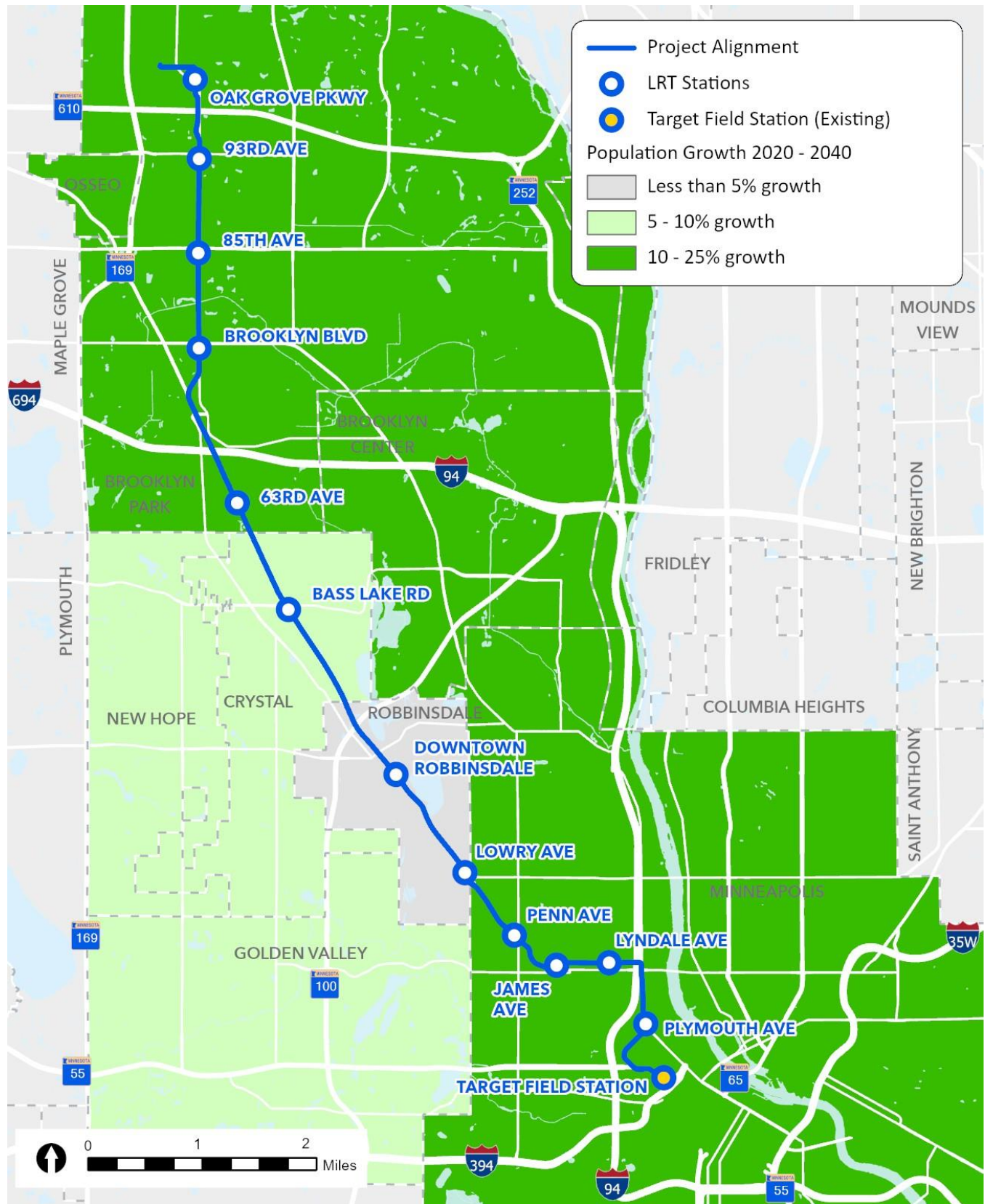
Area	2020 Population	2040 Population	Percentage Change	2020 Employment	2040 Employment	Percentage Change
Project cities	554,410	623,100	12%	334,096	412,500	24%
Minneapolis	429,956	485,000	13%	294,467	360,000	22%
Robbinsdale	14,646	16,400	12%	6,402	7,400	16%
Crystal	23,330	23,800	2%	3,466	4,900	41%
Brooklyn Park	86,478	97,900	13%	29,761	40,200	35%
Contributing cities	182,392	213,870	17%	90,287	121,300	34%
New Hope	21,986	23,100	5%	10,460	12,600	21%
Brooklyn Center	33,782	35,400	5%	12,585	14,600	16%
Golden Valley	22,552	26,700	18%	28,845	37,000	28%
Maple Grove	70,253	89,700	28%	31,786	47,000	48%
Osseo	2,688	3,170	18%	1,694	2,300	36%
Champlin	23,919	25,400	6%	3,854	4,800	25%
Dayton	7,212	10,400	44%	1,063	3,000	182%
Project area^a	121,197	141,514	17%	148,574	171,280	15%
Hennepin County	1,281,565	1,463,410	14%	811,001	1,060,660	31%
Twin Cities metropolitan area	3,163,104	3,653,000	16%	1,543,594	2,016,000	31%

Source: Metropolitan Council Annual Population Estimates as of Jan. 1, 2023.

^a For resident population and demographics information, “Project area” is defined as the Transportation Analysis Zones within one-half mile of the rail alignment.



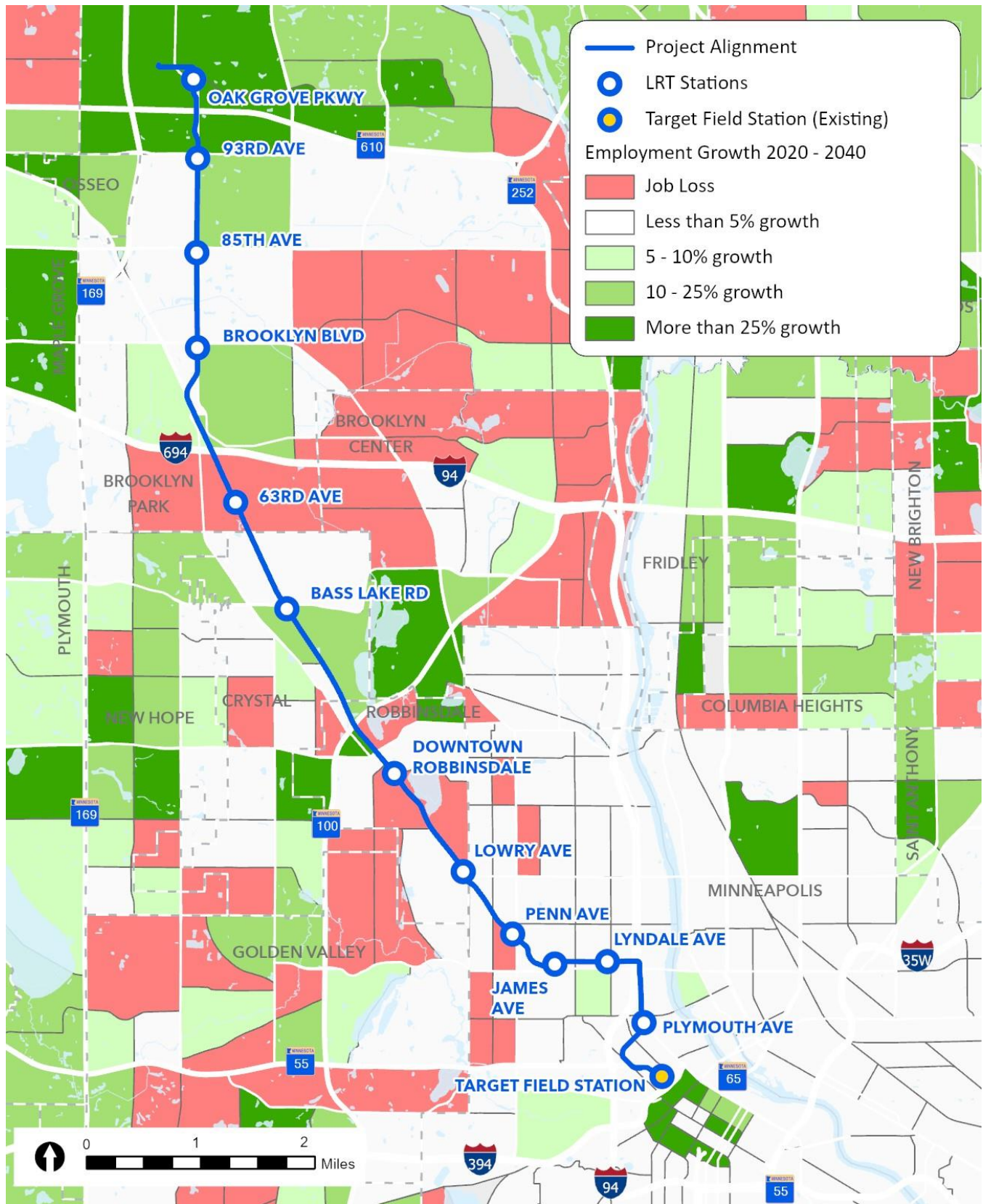
Figure 1-5 Population Forecast in the Project Area, 2020–2040



Source: Metropolitan Council Annual Population Estimates.



Figure 1-6 Employment Forecast in the Project Area, 2020–2040



Source: Metropolitan Council Annual Population Estimates.



1.4.2 Factor 2: Reducing Local Pollution with a Balanced Transportation Network

Statewide, regional, and local transportation planning has undergone a paradigm shift in recent years to focus on a balance between modes that meet transportation needs through a range of transportation options rather than through prioritization of single-occupancy vehicle (SOV) trips. These multimodal goals strive to provide access to jobs and destinations, reliable and efficient movement of goods and people, and equitable access to opportunity. In concert with this focus on modal shift, the State and local governments in the Project area have adopted goals related to decreasing vehicle miles traveled (VMT) through a shift away from SOV trips. Whether framed as a decrease in VMT or an increase in share of walking, biking, and transit trips, these goals strive to reduce the environmental impact of transportation through reduction of emissions that contribute to local pollution and global climate change.

State policy, outlined in the Minnesota Department of Transportation's (MnDOT's) *Statewide Multimodal Transportation Plan (SMTP)*²² and different modal investment plans under the Minnesota GO vision,²³ and regional policy outlined in the Council's 2040 TPP, recognize the importance of a balanced approach to addressing travel demand that includes maintaining the existing transportation system and public transportation improvements.

Specifically, the SMTP, most recently updated in 2022, includes the overarching key objective of "Critical Connections," which highlights the importance of a multimodal system essential for Minnesotans' prosperity and quality of life. Key strategies in support of this objective include working with other regional and local agencies to:

- Provide equitable access to destinations and services
- Ensure efficient, affordable, reliable, and safe movement of goods to support a vibrant and growing economy
- Provide transportation options to connect people to services, employment, neighborhoods, and other destinations
- Support economic vitality through transportation investment
- Follow a tiered, phased approach to addressing mobility and safety
- Encourage modal shifts away from SOVs through infrastructure improvements, education, programs, and services

The need to optimize mobility through multimodal strategies is relevant to the Project. The Project would provide an alternative to the SOV travel option to areas of the Twin Cities Metropolitan Area currently underserved by transit.

Additionally, the SMTP notes that the transportation sector generates the greatest share of greenhouse gas (GHG) emissions in the State and lower-emissions modes of travel (such as walking, rolling, bicycling, and taking transit), electric vehicles, alternative fuels, and innovative technologies and solutions can help reduce GHG emissions.²⁴

To further support reduced emissions, the SMTP includes a goal of reducing the number of VMT across Minnesota per capita by 15 percent by 2040.

At the regional level, the Council addresses a modal shift in transportation in its 2040 TPP.²⁵ To achieve its goal of "supporting the prosperity of people and businesses in the region by connecting them to destinations throughout the region and beyond," the 2040 TPP identifies the following objectives related to multimodal transportation and increasing the share of trips in non-SOVs:

- Increase the availability of multimodal travel options, especially in congested highway corridors
- Increase the number and share of trips taken using carpools, transit, bicycling, and walking
- Improve the availability and quality of multimodal travel options for people of all ages and abilities to connect to jobs and other opportunities, particularly for historically disadvantaged populations



Additionally, the 2040 TPP identifies increasing the availability and attractiveness of multimodal transportation options, including transit, as an important step in advancing equity, livability, and sustainability while protecting the natural, cultural, and developed environments.

A modal shift in transportation is also identified at the local level. The City of Minneapolis comprehensive plan, *Minneapolis 2040*, identifies Goal 9: Complete Neighborhoods, which states that “[i]n 2040, all Minneapolis residents will have access to employment, retail services, healthy food, parks, and other daily needs via walking, biking, and public transit.” In addition to building new parks and encouraging commercial and housing development close to transit, the city will work with Metro Transit to “increase the frequency, speed and reliability of the public transit system” to achieve Goal 9.²⁶ Additionally, *Minneapolis 2040* contains Policy 16, which aims to address the environmental impacts of transportation through reducing “the energy, carbon, and health impacts of transportation through reduced single-occupancy vehicle trips and phasing out of fossil fuel vehicles.” Increasing the availability and attractiveness of public transit is one action step that the City of Minneapolis intends to take to address Policy 16. Additionally, the City of Minneapolis *Transportation Action Plan* (TAP), which supports the critical transportation component of *Minneapolis 2040*, explains that every effort of the TAP “will support reducing vehicle miles traveled in single occupancy and high carbon vehicles.”²⁷ This will also help the City of Minneapolis achieve its goal of an 80 percent emissions reduction by 2050.²⁸

Plans put in place by Hennepin County also contribute to balancing modal needs and VMT reduction at the local level. Hennepin County identifies the challenge of accommodating projected population growth, the pressure this will place on existing transportation systems, and the need to provide access to alternative modes in its *2040 Comprehensive Plan*.²⁹ The County also notes that transportation preferences are shifting, and county residents expect “new and diverse mobility options that are affordable and available throughout the county.” Hennepin County also identifies the importance of VMT reduction in its *2040 Comprehensive Plan*. The County aims to reduce VMT from 2.14 billion to 2.06 billion by 2040 by encouraging alternative modes of transportation and shorter commutes.³⁰

The Project plays a critical role in supporting stated goals identified at the local, regional, and State levels to balance transportation modes and reduce VMT. The quality, high-frequency transit service the Project would provide has the potential to convert SOV trips to transit trips in an area of the Twin Cities Metropolitan Area that is not currently served by similar transit service.

1.4.3 Factor 3: Increased Reliance on Transit

The Project would serve and connect communities in the Twin Cities metropolitan area that are likely to use or rely on public transit to meet their transportation needs. According to U.S. Census estimates,³¹ more than 500,000 people live in the municipalities that the Project would directly serve, and an additional 177,000 people live in adjacent municipalities served by local transit connections and park-and-ride locations (see Table 1-1 above).



Several sociodemographic indicators help inform where people are most likely to use or rely on transit. Table 1-2 shows how the following indicators are correlated with transit propensity: age, disability, zero-car households, poverty, renter status, housing cost-burdening (spending more than 30 percent of household income on housing costs), and race.³² For the populations in the Project area, these variables indicate more transit usage when compared to the Twin Cities metropolitan area. A total of 14 percent of households in the Project area do not have access to a private vehicle, compared to only 8 percent of households in the metropolitan area. Large concentrations of these zero-car households exist near station areas in North Minneapolis and Downtown Robbinsdale, as shown in Figure 1-7, areas that would be directly served by LRT stations.

The Cities of Osseo and New Hope house a considerably higher percentage of people who are disabled than the region at large. The Cities of New Hope, Osseo, and Golden Valley house a considerably higher percentage of people more than 65 years old than the metropolitan area at large, as shown in Table 1-2. Seniors and transit customers with disabilities are aided by Metro Transit's paratransit, dial-a-ride, and vanpool services, but it is important that regularly scheduled transit be accessible for all customers.

The communities within and around the Project area have a greater proportion of renting residents than Hennepin County or the entire Twin Cities metropolitan area.³³ Generally, renters are more likely to be housing cost-burdened than are residents who own their homes. This pattern holds true throughout the Project area and the Twin Cities metropolitan area, and rates of rent-burdening and overall housing cost-burdening are higher in the Project area than the metropolitan area at large. More than half of the renting households in the Project area are housing cost-burdened (see Table 1-2). North Minneapolis households specifically—both renting and owning—are cost-burdened at a much higher rate than the metropolitan area, as shown in Figure 1-8. More than 30 percent of the households in the Project area meet the U.S. Census definition of poverty, compared to 19 percent of all households in the metropolitan area.³⁴

Half of the residents in the Project area identified themselves in the 2020 Census as BIPOC.³⁵ Additional details about the identification of BIPOC populations are provided in Chapter 7, subsection 7.2.1.2. Comparatively, the Twin Cities metropolitan area has an average of 27 percent BIPOC residents. The Council has found that transit customers are consistently more racially diverse than the Twin Cities metropolitan area population as a whole.³²

The ability to navigate an area on foot, often called walkability, is another strong predictor of transit ridership. It is important that LRT stations provide walkable access to a large service area. Figure 1-9 shows the areas that can be accessed from each proposed LRT station in a 5-, 10-, and 15-minute walking trip. These LRT stations are within a 15-minute walk of several major commercial and office districts, regional parks, and the North Memorial Medical Center.

Sociodemographic indicators for populations of disabled people more than 65 years old, housing cost-burdened, and BIPOC residents present in the Project area represent populations who may rely on transit for mobility and may benefit by supporting the need defined in Factor 3.



Table 1-2 Factors Influencing Public Transit Use

Area	Percentage of Renting Households	Percentage of Zero-Vehicle Households	Percentage of People over 65	Percentage of People with Any Disability	Percentage under 185% Federal Poverty Threshold	Percentage of Renting Households That Are Rent-Burdened ^a	Percentage of All Households That Are Cost-Burdened ^b	Percentage of BIPOC Residents	Percentage of People with Limited English Proficiency ^c
Project cities	47%	14%	10%	11%	29%	45%	33%	43%	5%
Minneapolis	52%	16%	10%	11%	31%	44%	33%	40%	5%
Robbinsdale	31%	13%	17%	14%	24%	54%	30%	35%	2%
Crystal	27%	5%	13%	10%	15%	48%	25%	31%	1%
Brooklyn Park	30%	7%	11%	9%	24%	53%	31%	61%	5%
Contributing cities	23%	4%	14%	9%	16%	46%	25%	29%	3%
New Hope	45%	10%	17%	16%	23%	58%	38%	39%	3%
Brooklyn Center	40%	7%	11%	11%	33%	47%	33%	65%	5%
Golden Valley	26%	6%	21%	11%	12%	43%	25%	16%	3%
Maple Grove	15%	2%	13%	6%	9%	38%	19%	19%	1%
Osseo	48%	6%	22%	15%	10%	43%	33%	15%	1%
Champlin	10%	2%	13%	7%	12%	53%	25%	17%	3%
Dayton	3%	2%	13%	9%	13%	38%	16%	24%	2%
Project area	45%	13%	11%	12%	30%	49%	34%	52%	4%
Hennepin County	37%	9%	14%	10%	20%	44%	29%	13%	3%
Twin Cities metropolitan area	31%	7%	14%	10%	18%	45%	27%	29%	3%

Source: U.S. Census American Community Survey 2017–2021.

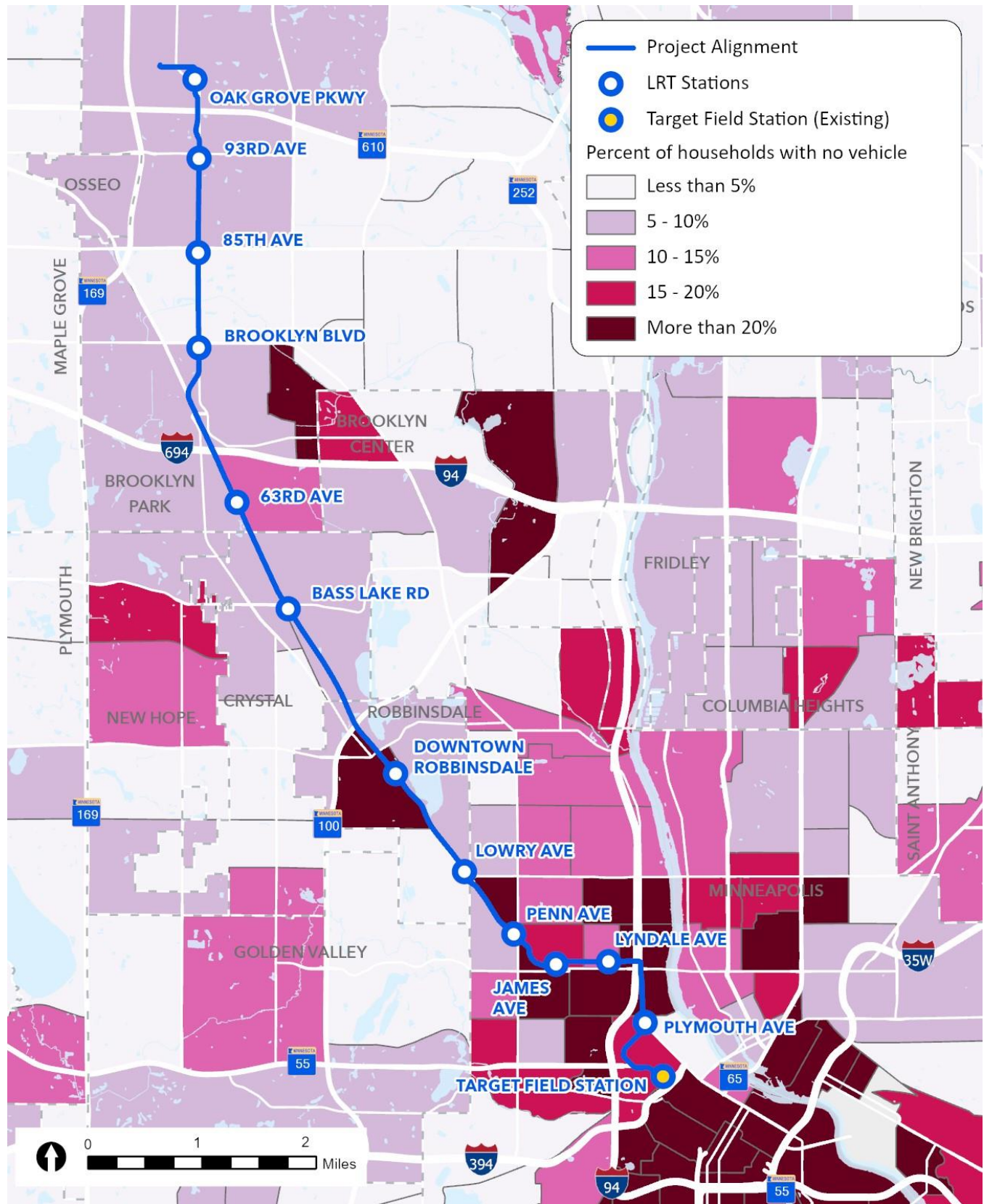
^a “Rent-burdened” means that a household spends more than 30 percent of its income on rent.

^b “Cost-burdened” in this context means that a household spends more than 30 percent of its income on housing costs, including mortgage, property tax, home repairs, and rent.

^c People with limited English proficiency are those who indicate in the American Community Survey that they speak English at a level less than “very well.”



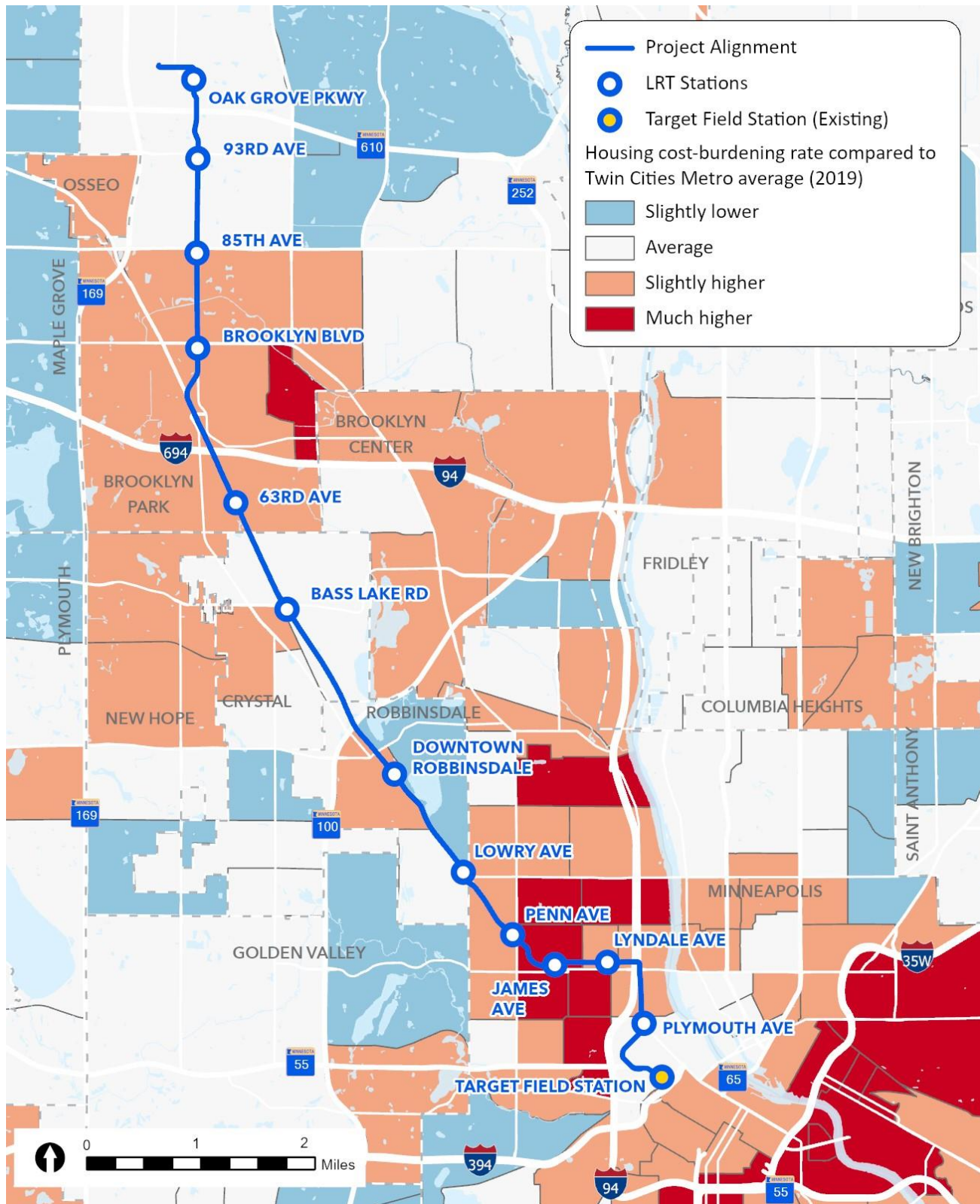
Figure 1-7 Percentage of Zero-Car Households by Census Tract



Source: U.S. Census American Community Survey 2015–2019, Metropolitan Council.



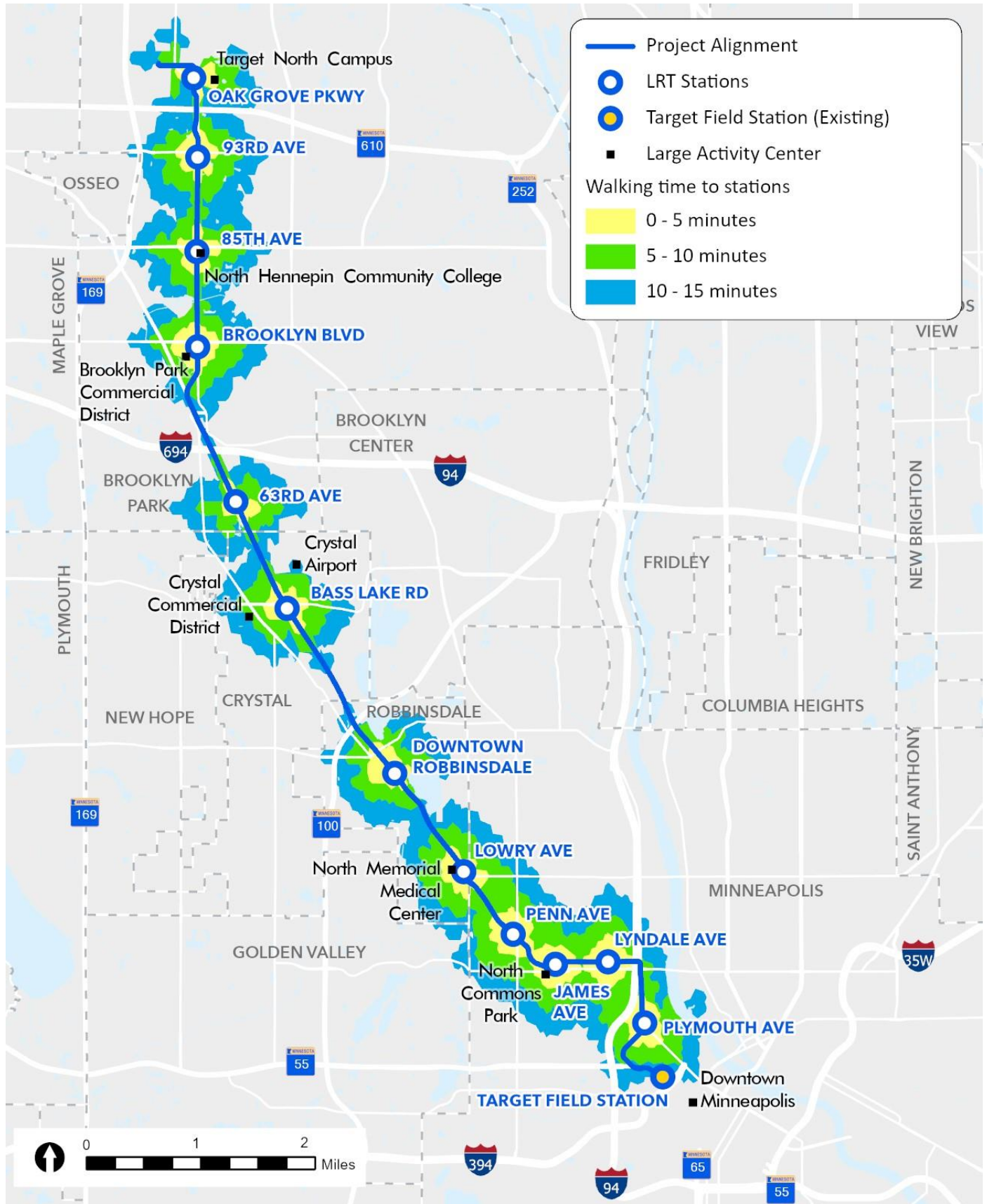
Figure 1-8 Housing Cost-Burdened Households in the Project Area



Source: U.S. Census American Community Survey 2015–2019, Metropolitan Council: White tracts are within 0.5 standard deviation of mean Twin Cities Metropolitan Area cost-burdening rate (28 percent). Light red/blue tracts are within 2 standard deviations of the mean. Dark red tracts are more than 2 standard deviations greater than the mean.



Figure 1-9 Walksheds Around Proposed LRT Stations





1.4.4 Factor 4: Improved Transit Service in BIPOC Communities

BIPOC communities have historically experienced disinvestment along the Project Alignment and within the Twin Cities metropolitan area as a region, particularly related to property ownership. The Council has published data since 2019 tracking two measures of historical disinvestment in the Twin Cities metropolitan area: redlining and racially restrictive covenants. The Council compiled these data in response to criticism from community advocates and academic research arguing that linking poverty and race in a single metric erases the complexity of factors that create both poverty and racial segregation and especially the role that explicitly racist policies and practices have had on shaping the social geography of the Twin Cities metropolitan area. Notable among these practices are redlining and racially restrictive covenants.

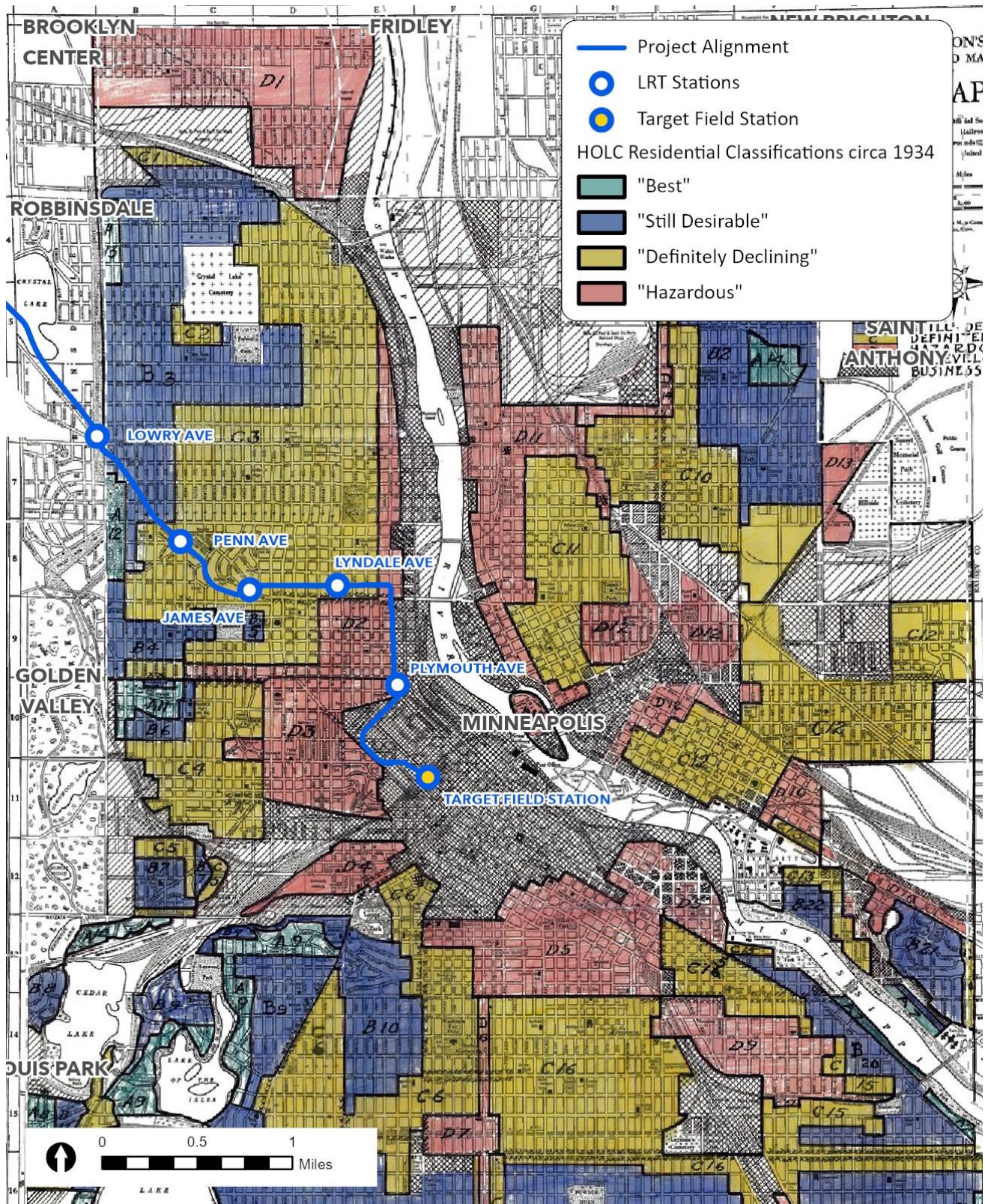
Redlining was a practice spurred by the federally funded Home Owners' Loan Corporation (HOLC) in the early twentieth century. Redlining involved classification of neighborhoods in major U.S. cities into levels of "desirability" based largely on the proportion of white residents: neighborhoods where white residents dominated were assigned favorable classification, and neighborhoods with concentrations of people of color and Jewish residents were assigned "declining" or "hazardous" classifications (demarcated by yellow and red lines on maps). Many banks used the HOLC classifications to justify the denial of housing loans and homeowners' insurance to residents in "declining and hazardous" neighborhoods, resulting in inequitable rates of home ownership and wealth. North Minneapolis was especially affected by the practice and as a result did not receive the same level of economic investment as neighborhoods in South Minneapolis with higher concentrations of white residents (see Figure 1-10 and Figure 1-11). Legislation in 1968³⁶ and 1977³⁷ forced increased transparency in lending, which brought an end to the use of HOLC neighborhood classifications.

Racially restrictive covenants were clauses written into the deeds of homes and property that forbade the sale of the property to some or all nonwhite racial groups, explicitly barring residents of color from owning certain properties based on race. Homes with racially restrictive covenants were often appraised and sold at higher prices than similar homes without these restrictive covenants. Figure 1-11 shows BIPOC residents in the Project area and racially restrictive covenants in Hennepin County. The practice of drafting and enforcing racially restrictive covenants was outlawed in 1948, but the discriminatory language remains in many property deeds today. The Mapping Prejudice Project³⁸ at the University of Minnesota reports that, on average, homes in the Twin Cities metropolitan area that historically had an enforceable racially restrictive covenant still retain 14 percent higher value than homes that did not have racial covenants.³⁹ Some concentrations of homes with historically enforceable racial covenants are located along the Project Alignment in the Cities of Robbinsdale and Crystal.

Though redlining and racially restrictive covenants are no longer actively used practices in housing, their legacy continues to influence where BIPOC and white people live in the Twin Cities metropolitan area. The Just Deeds Project helps property owners remove "shameful and discriminatory language from property titles" by providing free legal and title services. The Cities of Brooklyn Park, Robbinsdale, Crystal, and Minneapolis are all participating communities. Additional details about Just Deeds is available online.⁴⁰ In addition to such efforts, the Project has the potential to bring more mobility and economic resilience to communities in North Minneapolis and other neighborhoods that were explicitly barred from mobility and wealth throughout the 20th century. The Project Alignment also has the potential to connect historically disinvested communities with Downtown Minneapolis and adjacent suburbs that are currently experiencing expansions in housing and employment opportunities. To capture the potentially beneficial effects of new transit system, the 2040 TPP proposes "prioritizing criteria for transitways include providing access to regional jobs and activity centers..., including historically underrepresented communities and promoting equity through increased access to opportunity."⁴¹



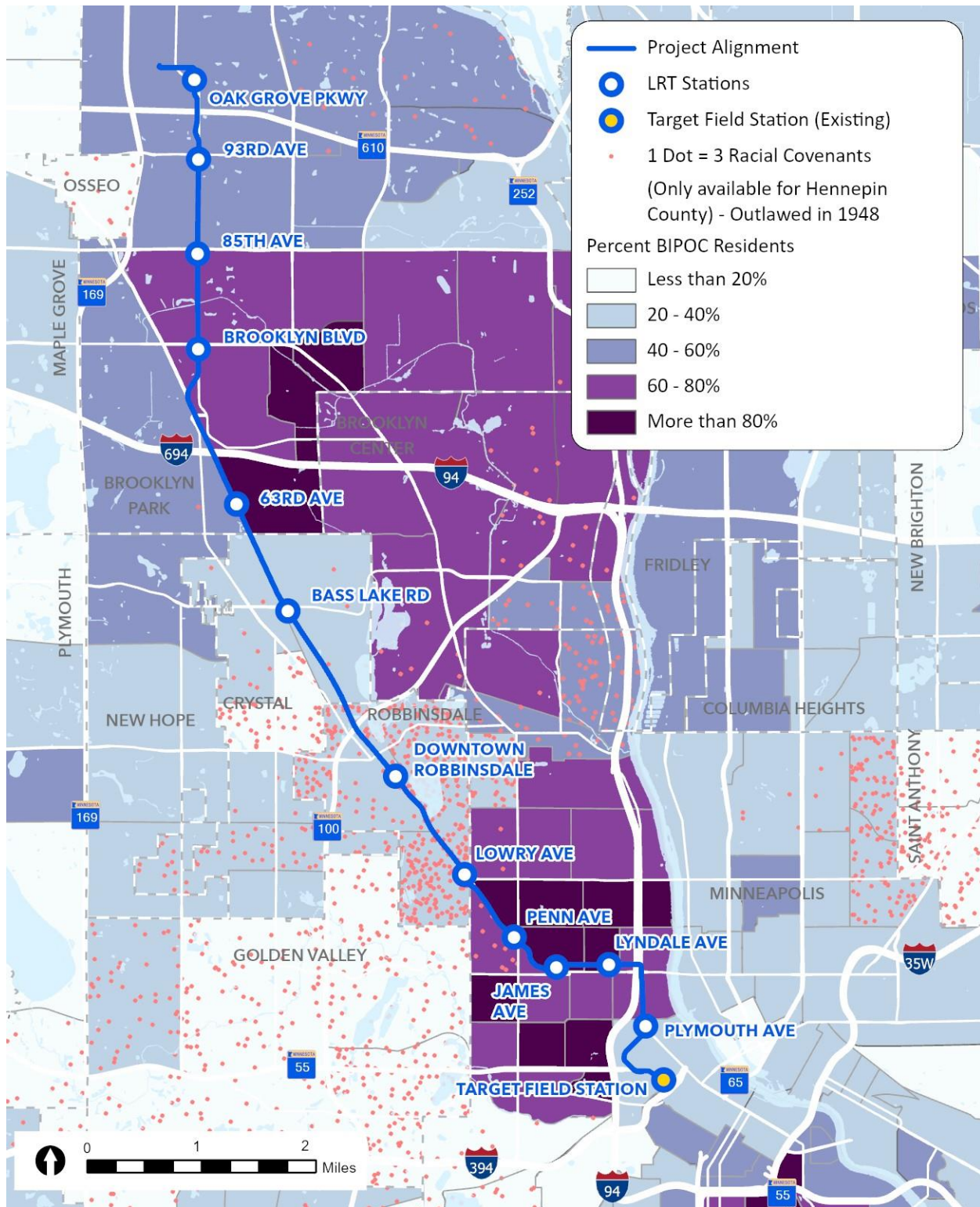
Figure 1-10 Prevalence of Redlining in the Project Area



Source: Metropolitan Council, "Historic Home Owners Loan Corporation Neighborhood Appraisal Map" (Minnesota Geospatial Commons (accessed September 2022).



Figure 1-11 BIPOC Residents in the Project Area and Racially Restrictive Covenants in Hennepin County



Source: U.S. Census American Community Survey 2015–2019, University of Minnesota, Metropolitan Council: Racially restrictive covenants forbade the sale of a building or parcel to some or all nonwhite racial groups. The practice of creating or enforcing racially restrictive covenants was outlawed in 1948, but homes that had racial covenants are still assessed as more valuable, on average, than those that did not.

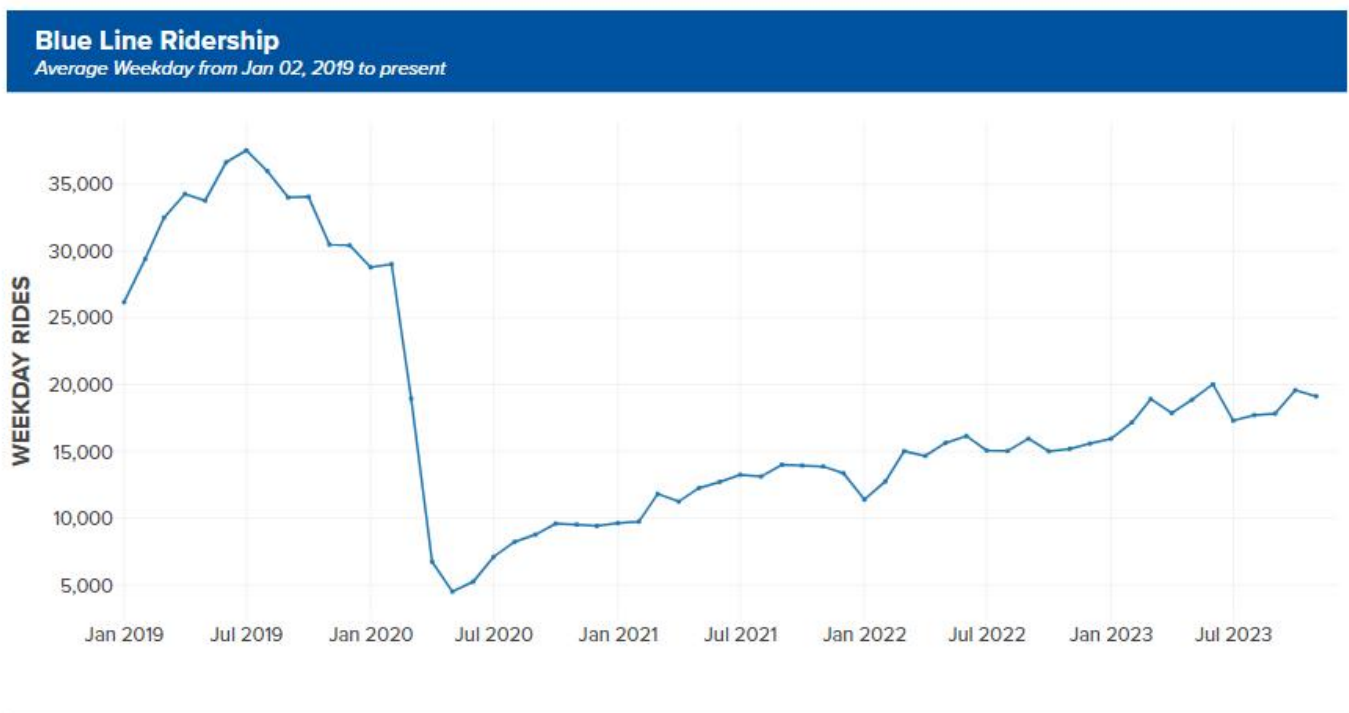


1.4.5 Factor 5: Changing Travel Patterns from the COVID-19 Pandemic

The COVID-19 pandemic drastically changed the way people travel, the types of trips they take, and the types of modes they use in the Twin Cities metropolitan area. Transit ridership includes fewer morning and afternoon peaks of commuter travel to and from work, and instead there is steadier demand throughout the day and for local trips within corridors. LRT is a transit mode that can reliably meet the need for an “all-day, all-purpose” type of trip.

Stay-at-home orders issued in 2020 in response to the COVID-19 pandemic immediately affected how many people were traveling, which was reflected in a decrease in transit ridership across all Metro Transit service types. LRT experienced decline from 2019 conditions, between 90 percent and 75 percent, respectively, which occurred during summer 2020. LRT is experiencing a recovery with an upward trend in ridership as published on the Metro Transit website for all services, as shown in Figure 1-12.

Figure 1-12 Average Weekday Ridership from January 2019 to present (December 2023) on Blue Line



Source: Performance, Metro Transit Ridership, Metro Transit Website (accessed December 2023)

<https://www.metrotransit.org/performance#blueline>.

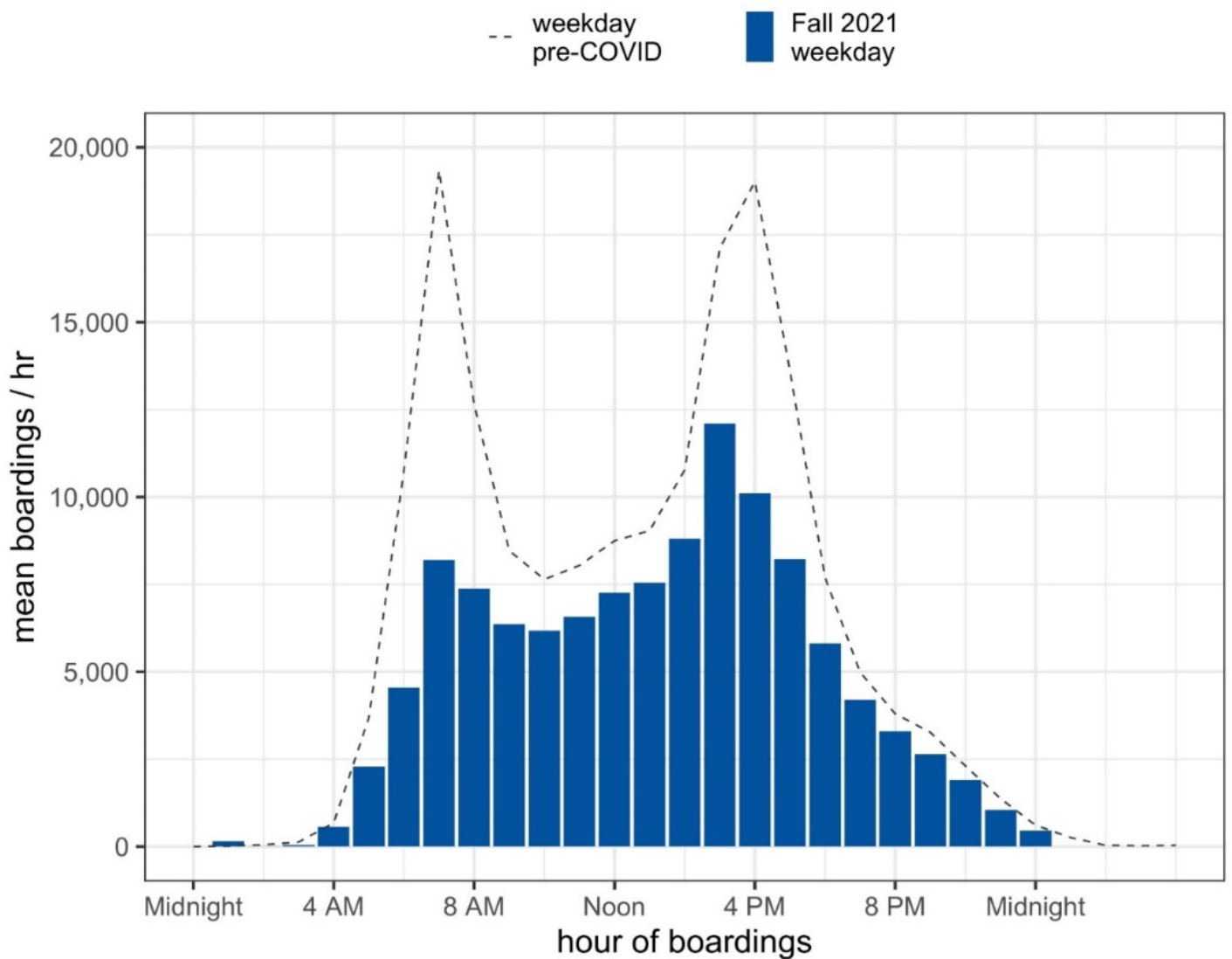
Daily transit demand has also changed because of the COVID-19 pandemic. Pre-pandemic transit demand peaked in the morning and evening around standard work and school commute times. Since the COVID-19 pandemic, transit demand has been more stable throughout the day and is no longer dominated by demand peaks in the morning and evening commute times, as shown in Figure 1-13. This change in transit demand is likely due to changes in work-from-home policies, which has enabled remote work options. Because express transit service is often developed to meet these morning and evening commute demand spikes, much of Metro Transit’s express bus service remains suspended or limited at the time that this Supplemental Draft EIS was prepared. However, steady transit demand throughout the day during the COVID-19 pandemic highlights that all-purpose trip types and commutes outside the standard morning and afternoon workday transit trips are happening and will continue to be made despite significant global events. While it remains to be seen how travel behavior, particularly transit demand, will moderate as the effects of the COVID-19 pandemic lessen, it is likely that a more stable demand for transit throughout the day will persist.



The frequent, reliable, high-quality transit service that the Project would provide is well suited to meeting the demand of people running errands, transporting children, commuting to second- and third-shift jobs, or otherwise traveling during nonpeak hours. The resurgence in demand for Metro Transit’s frequent, regular service modes such as BRT, local bus, and LRT in a post-COVID-19-pandemic recovery phase as compared to commuter express bus routes and the Northstar Commuter Rail line demonstrate the demand for all-day, all-purpose trips, as shown in Figure 1-13.

The COVID-19 pandemic revealed the transit requirements of those who are transit dependent as compared to those who have other travel options, such as a personal vehicle or telecommuting. Beyond the COVID-19 pandemic, these transit-dependent populations will still need to take all-day, all-purpose trips, and the Project can provide this type of transit service. Provision of all-day, all-purpose trips also helps to address Factor 2: Reducing Local Pollution with a Balanced Transportation Network and Factor 3: Increased Reliance on Transit, contributing to Project need.

Figure 1-13 Changes in Daily Metro Transit Ridership due to the COVID-19 Pandemic



Source: Kristin Thompson, Assistant Director of Service Development, Metro Transit, “Transit and the Future of Remote Work” (Webinar, Center for Transportation Studies, June 29, 2021), Transit and the Future of Remote Work (umn.edu).



1.4.6 Factor 6: Regional Objectives for Growth

The Council is working to ensure the orderly economic development of its seven-county area and the efficient use of four regional systems: transportation, aviation, water resources (including wastewater collection and treatment), and regional parks and open space. The 2040 TPP establishes a regional policy of five desired outcomes that define the regional vision:

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

The Project, as part of a regional transitway system, would be a step toward achieving these desired outcomes.

¹ Metropolitan Council, *2040 Transportation Policy Plan* (Saint Paul: Metropolitan Council, 2020), <https://metro council.org/Transportation/Planning-2/Key-Transportation-Planning-Documents/Transportation-Policy-Plan.aspx>.

² Metropolitan Council, *2040 Transportation Policy Plan* (Saint Paul: Metropolitan Council, 2020), <https://metro council.org/Transportation/Planning-2/Key-Transportation-Planning-Documents/Transportation-Policy-Plan.aspx>.

³ Hennepin County Regional Railroad Authority, *Bottineau Transitway Alternatives Analysis Study Final Report* (Minneapolis: Hennepin County Regional Railroad Authority, 2010).

⁴ Federal Transit Administration, Hennepin County Regional Railroad Authority, Metropolitan Council, *Bottineau Transitway Draft Environmental Impact Statement* (Minneapolis: Federal Transit Administration, 2014), <https://metro council.org/Transportation/Projects/Light-Rail-Projects/METRO-Blue-Line-Extension/Environmental/DEIS.aspx>.

⁵ Federal Transit Administration, Metropolitan Council, *METRO Blue Line Light Rail Transit Extension Final Environmental Impact Statement* (Chicago: Federal Transit Administration, 2016), <https://metro council.org/Transportation/Projects/Light-Rail-Projects/METRO-Blue-Line-Extension/Environmental/Final-EIS.aspx>.

⁶ Federal Transit Administration, *Record of Decision METRO Blue Line Light Rail Transit Extension Project* (Chicago: Federal Transit Administration, 2016), <https://metro council.org/Transportation/Projects/Light-Rail-Projects/METRO-Blue-Line-Extension/Environmental/Final-EIS.aspx>.

⁷ Metropolitan Council, *2030 Transit Master Study Twin Cities Metropolitan Area* (Saint Paul: Metropolitan Council, 2008), <https://metro council.org/Transportation/Publications-And-Resources/Transit/SYSTEM/2030TransitMasterStudy-pdf.aspx>.

⁸ The 2030 Transit Master Study indicated that “[t]wo corridors had sufficiently high ridership, available right-of-way, and satisfactory costs that showed potential for transitway implementation. The Southwest and Bottineau [the BLRT Extension project] Transitways should continue advanced study towards implementation.” Other corridors were also recommended for additional study.

⁹ Metropolitan Council, *Regional Transit Board LRT Plan* (Saint Paul: Metropolitan Council, 1990).

¹⁰ Metropolitan Council, *Transit 2020 Master Plan* (Saint Paul: Metropolitan Council, 2000).

¹¹ Metropolitan Council, *2025 Transportation Policy Plan* (Saint Paul: Metropolitan Council, 2001).

¹² Metropolitan Council, *2030 Transportation Policy Plan* (Saint Paul: Metropolitan Council, 2004).



- ¹³ Metropolitan Council, *2040 Transportation Policy Plan* (Saint Paul: Metropolitan Council, 2020), <https://metro council.org/Transportation/Planning-2/Key-Transportation-Planning-Documents/Transportation-Policy-Plan.aspx>.
- ¹⁴ Metropolitan Council, *Metro Blue Line Extension Initial Route Evaluation Report* (Minneapolis: Metropolitan Council, 2021), [METRO Blue Line LRT Extension Initial Route Evaluation Report \(metro council.org\)](https://metro council.org/METRO-Blue-Line-LRT-Extension-Initial-Route-Evaluation-Report).
- ¹⁵ Metropolitan Council, *Metro Blue Line Extension Draft Route Modification Report* (Minneapolis: Metropolitan Council, 2021), https://metro council.org/Transportation/Projects/Light-Rail-Projects/METRO-Blue-Line-Extension/Web-Docs/20211213_DaftReport.aspx.
- ¹⁶ Metropolitan Council, *METRO Blue Line Extension Route Modification Report* (Saint Paul: Metropolitan Council, 2022), <https://metro council.org/Transportation/Projects/Light-Rail-Projects/METRO-Blue-Line-Extension/Route.aspx>.
- ¹⁷ Metropolitan Council, *Route Modification Report Addendum* (Saint Paul: Metropolitan Council, 2022), <https://metro council.org/Transportation/Projects/Light-Rail-Projects/METRO-Blue-Line-Extension/Route.aspx>.
- ¹⁸ <https://metro council.org/Transportation/Projects/Light-Rail-Projects/METRO-Blue-Line-Extension/Publications-And-Resources/Design/Route-Modification-Report-April-2022.aspx>, page 46.
- ¹⁹ Metropolitan Council, [Route Modification Reports](https://metro council.org/Transportation/Projects/Light-Rail-Projects/METRO-Blue-Line-Extension/Route.aspx) (Saint Paul: Metropolitan Council, 2022), <https://metro council.org/Transportation/Projects/Light-Rail-Projects/METRO-Blue-Line-Extension/Route.aspx>
- ²⁰ Metropolitan Council, [Route Modification Reports](https://metro council.org/Transportation/Projects/Light-Rail-Projects/METRO-Blue-Line-Extension/Route.aspx) (Saint Paul: Metropolitan Council, 2022), <https://metro council.org/Transportation/Projects/Light-Rail-Projects/METRO-Blue-Line-Extension/Route.aspx>
- ²¹ William Wheeler (FTA Region V), email to Kelcie Young (Metropolitan Council), July 14, 2022.
- ²² Minnesota Department of Transportation, *Statewide Multimodal Transportation Plan December 2022* (Saint Paul: Minnesota Department of Transportation, 2022), <https://minnesotago.org/final-plans/smtf-final-plan-2022>.
- ²³ Minnesota Department of Transportation, *MINNESOTA GO Planning Minnesota's Transportation Future*, (Saint Paul: Minnesota Department of Transportation, 2023), <https://www.minnesotago.org/>
- ²⁴ Minnesota Department of Transportation, *Statewide Multimodal Transportation Plan December 2022*. Page 208 (Saint Paul: Minnesota Department of Transportation, 2022), <https://minnesotago.org/final-plans/smtf-final-plan-2022>.
- ²⁵ Metropolitan Council, *2040 Transportation Policy Plan* (Saint Paul: Metropolitan Council, 2020), <https://metro council.org/Transportation/Planning-2/Key-Transportation-Planning-Documents/Transportation-Policy-Plan.aspx>.
- ²⁶ City of Minneapolis, *Minneapolis 2040* (Minneapolis: City of Minneapolis, 2019), <https://minneapolis2040.com/>.
- ²⁷ City of Minneapolis, *Transportation Action Plan* (Minneapolis: City of Minneapolis, 2020), <https://go.minneapolismn.gov/>.
- ²⁸ City of Minneapolis, *Climate Action Plan* (Minneapolis: City of Minneapolis, 2013), <https://www2.minneapolismn.gov/media/content-assets/www2-documents/government/Minneapolis-Climate-Action-Plan.pdf>.
- ²⁹ Hennepin County, *Hennepin County 2040 Comprehensive Plan* (Minneapolis: Hennepin County, 2019), <https://www.hennepin.us/2040plan>.
- ³⁰ Hennepin County, *Hennepin County 2040 Comprehensive Plan* (Minneapolis: Hennepin County, 2019), <https://www.hennepin.us/2040plan>.
- ³¹ Metropolitan Council, *US Census Data and Census 2020* (Saint Paul: Metropolitan Council, 2020), <https://metro council.org/Data-and-Maps/Research-and-Data/Census-Data.aspx>.
- ³² Raven I McKnight and Eric M Lind, *Analyzing Bus Ridership with a Spatial Direct Demand Model* (Conference presentation, Transportation Research Board Annual Meeting, 2019), <https://trid.trb.org/view/1759202>.
- ³³ Metropolitan Council, *US Census Data and Census 2020* (Saint Paul: Metropolitan Council, 2020), <https://metro council.org/Data-and-Maps/Research-and-Data/Census-Data.aspx>.
- ³⁴ The Census definition of poverty applied for residents is income below 185 percent federal poverty threshold or \$45,510 annual income for a family of four in 2017.
- ³⁵ Given that BIPOC populations represent a majority of residents, rather than a minority, in much of the environmental justice study area, this document uses “Black, Indigenous, and People of Color” (BIPOC) to refer to FTA’s definition of “minority” persons, which includes persons who are American Indian and Alaska Native, Asian, Black or African American, Hispanic or Latino, and Native Hawaiian and other Pacific Islander.
- ³⁶ Fair Housing Act, 42 United States Code (USC) § 3601 et seq. 1968. Accessed Oct. 11, 2022. <https://www.justice.gov/crt/fair-housing-act-1>.



³⁷ Community Reinvestment Act, 12 USC § 2901 et seq. 1977. Accessed Oct. 11, 2022. <https://www.congress.gov/bill/95th-congress/senate-bill/406>.

³⁸ Mapping Prejudice. University of Minnesota. Accessed Aug. 17, 2022. <https://mappingprejudice.umn.edu/>

³⁹ Aradhya Sood, William Speagle, and Kevin Ehrman-Solberg, "Long Shadow of Racial Discrimination: Evidence from Housing Covenants of Minneapolis," *SSRN*, 2019. https://papers.ssrn.com/sol3/papers.cfm?abstract_id=3468520.

⁴⁰ Just Deeds Project. 2024. <https://justdeeds.org/>.

⁴¹ Metropolitan Council, *2040 Transportation Policy Plan* (Saint Paul: Metropolitan Council, 2020), <https://metro council.org/Transportation/Planning-2/Key-Transportation-Planning-Documents/Transportation-Policy-Plan.aspx>.