

**REVISED**

**Committee Report**

Item 2008-236

**Consent**

# Transportation Committee

For the Metropolitan Council meeting of September 10, 2008

## **ADVISORY INFORMATION**

**Date Prepared:** ~~August 26~~ September 10, 2008

**Subject:** Adoption of Draft 2030 Transportation Policy Plan for Purposes of a Public Hearing

### **Proposed Action:**

That the Metropolitan Council adopt the Draft 2030 Transportation Policy Plan incorporating recommended modifications (attached as part of Business Item) and attached technical corrections distributed at the September 10, 2008 Council meeting for purposes of a public hearing on October 22, 2008, with continued acceptance of public comments until 5 pm, November 10, 2008.

### **Summary of Committee Discussion / Questions:**

Motion was made, seconded and passed with the stipulation that one comment be added to the list and the proposed responses to two existing comments be changed. The changed proposed responses and new comment has been added to the list and are shown in bold on the attached business item.

Hearing no objection, Chair Smith stated that this item could move forward to the full Council as a Consent Item.

**Staff Note:** On September 9, 2008, MnDOT submitted the attached technical corrections to the new draft plan after the Draft 2030 TPP had been transmitted to the Council members. Staff recommends these changes be included in the draft document adopted for public hearing purposes.

# Transportation Committee

Meeting date: August 25, 2008

Council meeting September 10, 2008

## ADVISORY INFORMATION

<b>Date:</b>	August 21, 2008
<b>Subject:</b>	Adoption of Draft 2030 Transportation Policy Plan for Purposes of a Public Hearing
<b>District(s), Member(s):</b>	All
<b>Policy/Legal Reference:</b>	Regional Transportation Policy Plan
<b>Staff Prepared/Presented:</b>	Arlene McCarthy, Director MTS (651-602-1754) Amy Vennewitz, Deputy Dir. Finance & Planning (651-602-1058)
<b>Division/Department:</b>	Metropolitan Transportation Services

### Proposed Action

That the Metropolitan Council adopt the Draft 2030 Transportation Policy Plan incorporating recommended modifications (attached) for purposes of a public hearing on October 22, 2008, with continued acceptance of public comments until 5 pm, November 10, 2008.

### Background

The Council as the region's Metropolitan Planning Organization is required by both State and Federal law to prepare and update a long-range transportation plan for the region every four years. The current Transportation Policy Plan was adopted in December of 2004 and therefore a new version must be adopted by the Council during 2008. The proposed plan meets the federal and state requirements and supports the Council's adopted Regional Development Framework.

Federal law requires the Council to prepare a plan in conformance with federal transportation and air quality requirements. The plan must follow federal guidance and has been drafted to address the federal requirements. A review by the Minnesota Pollution Control Agency has indicated that the plan meets air quality conformance requirements.

During July and August, the preliminary draft plan was reviewed by the Council's Transportation Advisory Board (TAB) and its policy committee along with review by the TAB's Technical Advisory Committee (TAC) and its planning committee. The Metropolitan Council reviewed the preliminary draft plan at its August 13<sup>th</sup>, 2008 meeting and completed its review at the Committee of the Whole meeting on August 20<sup>th</sup>. A summary of the comments from Council members and the TAB and TAC along with the proposed response by staff are shown on the attached page. Staff will incorporate the recommended modifications and edits into the preliminary draft plan generating the Draft 2030 TPP document that will be submitted to the Council. On September 10<sup>th</sup> that Draft 2030 TPP document will be considered for approval by the Council.

### Rationale

The adoption of the Draft 2030 Transportation Policy Plan will allow the plan to move forward for public review and comment as required by law. Staff can then compile and address the comments received and produce a final 2030 Transportation Policy Plan for adoption by the Council in December.

### Funding

None required.

### Known Support / Opposition

No known opposition. Support has been indicated by the TAB and TAC.

## Comments Received on Preliminary Draft TPP

Comments Received	Proposed Response
1. Add a paragraph in Chapter 3 (Finance) on target funding, and check for consistency with a similar section of Chapter 6 (Highways)	A paragraph will be added to address this comment.
2. Check reference to new TH 41 in the plan, including any impacts on the environmental documentation in progress. Also address a new Mississippi River crossing between Hennepin and Anoka counties and associated right-of-way acquisition for each project.	Both the TH 41 river bridge and the Hennepin/Anoka county new river crossing will be shown on maps as major projects in the previous plan that are now on hold for re-scoping.
3. Add a sentence to Chapter 5 (Regional Mobility) clarifying that implementation of the congestion management plan will be the region's federally required congestion management process.	A clarifying sentence will be added.
4. The plan should specify that improvements identified in the congestion management phase 1 plan are not commitments to specific low-cost high-benefit treatments (Table 6-9), but are locations that may benefit from some type of low-cost high-benefit project.	Table 6-9 will note that these projects are representative and are not commitments to the specific work.
5. Safety is a focus of new planning efforts, but the plan does not adequately address safety in policies and plan elements.	A number of references will be added to the plan recognizing the need for safety improvements but also that preservation projects to a large degree include safety improvements that are the highest investment priority for the region.
6. Show the status of the TH 169 & I-494 interchange as a major expansion project to be re-scoped.	The 169/I-494 project will be included on the map showing expansion projects in the previous plan now on hold.

## Comments Received on Preliminary Draft TPP

Comments Received	Proposed Response
7. On maps showing bus-only shoulders, show I-94 between TH 280 and 5th Street (Minneapolis) as an existing bus-only shoulder and not as a planned addition.	The bus only shoulder map will show the I-94 shoulder lanes between TH 280 and 5 <sup>th</sup> Street as existing bus only shoulders.
8. Clarify the status of Lakeville on maps showing the Transit Taxing District.	The Transit Taxing District map will be re-titled to be “Transit Capital Levy Communities” and Lakeville will be included with a footnote that this is effective 1/01/09.
9. Concern was expressed that under the new direction for investment, there is a potential conflict with local road authorities trying to solve congestion problems and accommodating forecasted traffic growth.	The plan must be clear that the investment direction in the plan is applicable to the Principal Arterial system. Local communities will not be prevented from solving congestion problems on the local roadway system.
10. Concern was expressed about how implementation of Strategy 7F could affect fuel availability for freight movement and other uses. Strategy 7F states: In times of limited resources and fuel shortages, the Council will advocate that transit be given high priority for available fuel.	Staff would like feedback from the Transportation Committee regarding retaining or deleting this strategy. <b>The Transportation Committee recommended retaining Strategy 7F with the deletion of the word “high.”</b>
11. The Plan should have a vision of how the transportation system maintains the metro region’s national and global connectivity and competitiveness. The vision should include high-speed passenger and freight rail service to other cities, e.g. Chicago, within the Red Rock Transitway.	A new policy on regional, national and global connections and competitiveness along with modal strategies will be added to the Policies and Strategies and referenced in the modal chapters.

## Comments Received on Preliminary Draft TPP

Comments Received	Proposed Response
<p>12. The Plan should include Tax Increment Financing as a means available to multiple units of government to finance transitway station development and surrounding development that supports the transitway and transit use.</p>	<p>A reference to Tax Increment Financing will be added to the land-use chapter.</p>
<p>13. Expected population growth will contribute to increased transit ridership. The Metropolitan Council should consider expressing future transit ridership in terms, e.g. percent mode share, rather than simply a projected number of rides.</p>	<p>The plan acknowledges that increased ridership will be accomplished through both population growth and increased mode share. Mode share statistics are available only every 10 years as part of the Travel Behavior Inventory done in conjunction with the census.</p>
<p>14. The region needs to build projects and implement programs that reduce congestion, even though it might be a small reduction. For that reason, the TAB suggests consider using the term “congestion management” with “congestion reduction”, acknowledging that completely eliminating congestion is not the goal of the Plan.</p>	<p>Congestion management is the term commonly used by the federal highway administration and MnDOT. The plan focuses on low cost-high benefit projects that will offer spot congestion reduction but not result in system-wide congestion reduction. The plan emphasis is on congestion management and offering alternatives to congestion.</p>
<p>15. The Plan should include preservation of the Minnesota and Mississippi Rivers for freight movement. The Plan should identify the amount and value of commodities moved by river barge.</p>	<p>Waterways are currently included in the Freight chapter existing system description and preservation of the existing system is the highest priority of the plan. In addition a chart on commodity movement by mode is included.</p>
<p>16. There was a general comment that the Plan focuses improvements on existing the traffic and transit problems with little emphasis on foreseeing future investment needs.</p>	<p>Given limited resources and existing needs that can’t all be addressed currently it is difficult to focus on potentially needed future investments.</p>

## Comments Received on Preliminary Draft TPP

Comments Received	Proposed Response
17. The Plan should include a strategy to extend transitways outside the seven-county region.	The transitway map whose lines end with arrows recognizes potential connections outside of the region. The bus improvement section also speaks to the need for long distance express bus service outside of the region. <b>The Transportation Committee also recommended adding language recognizing that the Council does and will continue to work with MnDOT and the adjacent counties on the development of transitways and in determining the appropriate end-points for transitway corridors.</b>
<b>Metropolitan Council Comments</b>	
1. The Finance chapter should emphasize the risk in the assumption that MVST will grow at a rate to maintain the existing system.	References to the risk associated with assuming growth in MVST revenues will cover maintaining the transit will be added in the Finance chapter..
2. The document should include an Executive Summary.	An Executive Summary stand-alone document will be prepared.
3. The document should include information that answers frequently asked basic questions about transportation such as how transportation is financed.	Staff will seek to address these frequently asked questions through additional information available on the web-site and printable materials. The Plan may also include links to these materials.
4. The document seems to have a bias towards transit in that it calls for additional funding for transit expansion but not for highway expansion.	The draft plan will clarify that some highway expansion is funded through the bridge improvements and congestion management projects. In addition, language will be added emphasizing that the System Optimization Strategy will develop a vision for the future improvement and expansion of the metropolitan trunk highway system that will require additional revenues to implement.
5. The Non-motorized chapter should include language that the Council encourages and will fund programs aimed at educating bicyclists on the rules of the road.	Language will be added that speaks to the education of bicyclists on following appropriate driving laws.
6. Highway numbers should be added to the maps to allow for location identification.	Highway identification numbers will be added to maps.

## Comments Received on Preliminary Draft TPP

Comments Received	Proposed Response
7. A suggestion was made that the Transitway map be divided into the separate categories of transitways and shown on individual maps.	The plan currently has the proposed Express Bus with Transit Advantages and Arterial BRT Transitways shown on separate maps. In addition, corridor names will be added to the combined transitways map.
8. A question was raised regarding whether the Council should take a position on the future of the Crystal airport.	MAC has just completed the 3 of the long-range reliever airport plans, including the plan for the Crystal airport. These plans will be before the Council for review and comment this fall and any comments can be approved at that time.
Comment Added at Transportation Committee:	
<b>9. The document should recognize that Right of Way Acquisition Loan funds (RALF) may still be spent by the local governments to preserve right of way for the major highway expansion projects in the current TPP that are being put on hold (this includes the Anoka/Hennepin river crossing and the TH 412 bridge projects).</b>	<b>Sentences will be added acknowledging that the expenditure of RALF funds may still take place on these projects.</b>

**Table 6-23: Major Tier I Bridges – Metro Area**

Bridge	Cost Estimates (in millions)	Current Program Year	Project Description	Status/ Comments
TH 52 - Lafayette Bridge over Mississippi River	\$170-200	2010	Replace four-lane bridge	In 2008-2011 TIP
TH 61 - Hastings Bridge over Mississippi River	\$275-335	2010	Replace four-lane bridge	
TH 36 - St. Croix River Bridge at Stillwater	\$300-400	2012	Build new four-lane bridge	
I-35E- Cayuga Bridge in St. Paul	\$175-275	2014	Replace bridges and provide access to Phalen Blvd.	
<b>TOTAL</b>	<b>\$900-1,250</b>			

tract by 2018. This represents a very large percentage of the new funding, with over \$700 million of the bond funds estimated to go to Tier I and II bridges in the metro area. In addition Mn/DOT will spend over \$300 million of federal money from its Statewide Bridge Preservation fund on these bridges.

In addition, Mn/DOT was directed to adequately invest in the preservation of the existing highway system facilities to meet established performance targets. A legislative auditor's report found the level of preservation funding had been decreasing in recent

years. The investments needed to preserve trunk highways in the metro area also include storm water drainage and treatment, signs, lighting, signals, and ITS. This will require a very large percentage of the current funds coming to Mn/DOT.

Chapter 152 provides a 3.5 cent gas tax to pay for bonds to repair or replace bridges and various other allocations, such as transit advantages and interchanges. Because of the legislative direction, the need to appropriately direct the bonds and to account for the payback of bonds, this budget activity has been separated from the normal Mn/DOT District planning and programming process.

Mn/DOT examined the needs of bridge investments and other directives and structured a program to meet the deadlines and to fully utilize the available bonding. Tables 6-26 to 6-28, showing metro area resources, do not include all of the funds for these bridge investments. Although the tables do include the \$131 million of target funds that the Metro District must contribute through 2018 to the Tier I and II bridges.

There are 30 Tier I and II bridges in Mn/DOT's Metro District that will need to be repaired, replaced or prioritized for rehabilitation (Figure 6-25). The four major metro Tier I bridges must be repaired or replaced to meet the 2018 deadline. The current cost estimates of these bridges, with approaches, range from \$900 million to \$1.25 billion (see Table 6-23), although more detailed scoping reports and cost estimates will be prepared on these bridges. The remaining Tier I bridges and the Tier II bridges which require additional investment before 2018 in the Metro Area are listed in Table 6-24. The specific treatment and scope of work required is still being analyzed.

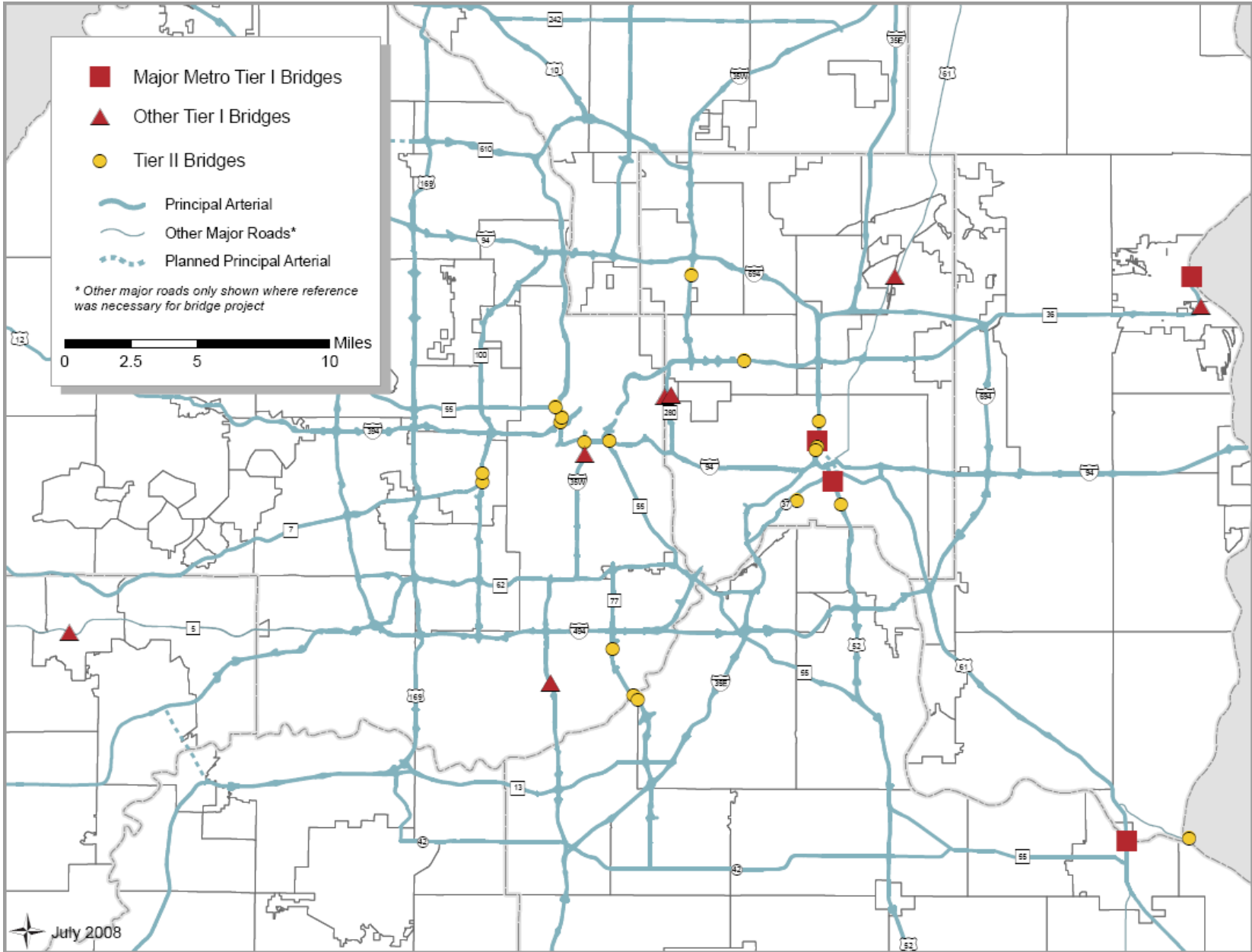


**Table 6-24: Other Tier I and Tier II Bridges Requiring Investment before 2018**

Bridge	Tier
TH 5 over recreation trail	Other Tier I
I35W SB over TH 65 NB	Other Tier I
W 94TH St over I 35W	Other Tier I
TH 280 - Hennepin Ave over MT RAIL	Other Tier I
US 61 over BNSF RR	Other Tier I
TH 280 - Larpenteur (CSAH30) over TH 280	Other Tier I
TH 36 EB over TH 95 (part of St Croix)	Other Tier I
TH 243 (Osceola) over St Croix River *	Tier II
TH 77 SB Coll Rd over Killebrew Dr	Tier II
I 94 SB off ramp over Lyndale Ave N & RR	Tier II
I 94 SB on ramp over Glenwood Ave & RR's	Tier II
I 94 WB on ramp over I 94 & TH 65	Tier II
I 94 WB off ramp over CP RAIL & City St	Tier II
TH 7 (CSAH 25) over TH 100	Tier II
TH 100 - Minnetonka Blvd over TH 100	Tier II
TH 55 over Bassett Creek	Tier II
TH 77 NB over Minnesota River & Black Dog	Tier II
TH 77 SB over Minnesota River & Black Dog	Tier II
TH 36 over Lexington Ave	Tier II
US 52 (Lafayette) over UP RR & Eaton St	Tier II
TH 149 (Smith Ave) over Mississippi River & RR	Tier II
I 35E - Maryland (CSAH 31) over I 35E (part of Cayuga)	Tier II
I 35E over BNSF RR (part of Cayuga)	Tier II
I 35E over Pennsylvania Ave (part of Cayuga)	Tier II
I 35W - Co Rd E2 (CSAH 73) over I 35W	Tier II
US 10 (Prescott) over St Croix River	Tier II

\* Project in Chisago County (part of Mn/DOT Metro District) - not shown on map of Required Bridge Investments (Figure 6-25)





**FIGURE 6-25: REQUIRED BRIDGE INVESTMENTS**



**Table 6-26: Total Metro Area Target Funds Available**  
(in millions)\*

	Federal Target Funds	State Target Funds	Total
2009-2012	\$ 676	\$ 482	\$ 1,158
2013-2018	\$ 1,035	\$ 823	\$ 1,859
2019-2030	\$ 2,445	\$ 1,914	\$ 4,539
<b>TOTAL</b>	<b>\$ 4,157</b>	<b>\$ 3,219</b>	<b>\$ 7,376</b>

\*These funds are exclusive of Tier I & II bridge repair or replacement and other bridge preservation.

**Target Funds**

Mn/DOT has established a basis for distributing state and federal highway funds among the Area Transportation Partnerships and CATP and the eight Mn/DOT districts throughout the state. The amount of money “targeted” for each area of the state is often referred to as the “target funds” for that district. These funds are forecasted by Mn/DOT Central Office and represent the best estimate of future funds at this time. The target funds available to the Metro District are shown in the next several tables.

**Table 6-27: Portion of Federal Target Funds Available for Regional Solicitation**  
(Estimated in millions)

2013 - 2018	\$ 569
2019 – 2030	\$ 1,345
<b>TOTAL</b>	<b>\$ 1,884</b>

In Table 6-26, the total federal and state target dollars are shown for three time frames, including the current 2009-2012 TIP, the highway improvement program to 2018 and the long range plan period to 2030.

The portion of the federal target funds are forecast to be constant for the next six years. After that, the estimates are increased by 1.6 percent per year. The state target dollars reflected in these tables do not reflect the Tier I and II bonding funds. After 2018, the estimates of state funding sources are also increased by 1.5 percent per year.

**Table 6-28: State Road Construction Funds, MnDOT Metro**  
(in millions)

	Federal *	State	Total
2009-2012	\$ 304	\$ 482	\$ 786
2013-2018	\$ 466	\$ 823	\$ 1,289
2019-2030	\$ 1,110	\$ 1,914	\$ 3,014
<b>TOTAL</b>	<b>\$ 1,870</b>	<b>\$ 3,219</b>	<b>\$ 5,089</b>

\*MnDOT Metro receives an average 45% of the federal funds that come to the region.

The federal funds available for allocation by TAB and the Council through the regional solicitation are found in Table 6-27. These are approximately 55 percent of the traditional federal highway formula funds that come to the region. Table 6-28 shows the federal and state target dollars that are available to the State Road Construction fund, which is allocated by Mn/DOT.

