

City Council & Transportation Commission Work Session

Transportation Framework Discussion

February 1, 2023

Transportation Framework Discussion

The purpose of today's work session is to discuss a framework approach for evaluating, supporting, and prioritizing regional investments to the transportation system.

1. Richfield Transportation Framework (DRAFT)

Discussion Items

- a) Regional Guidance - 2040 Transportation Policy Plan (TPP)
- b) Local Guidance - Richfield Goals & Policies
- c) Transportation Framework & Approach
- d) Staff Recommendation

2. Introduce Corridors of Commerce Projects

Discussion Items

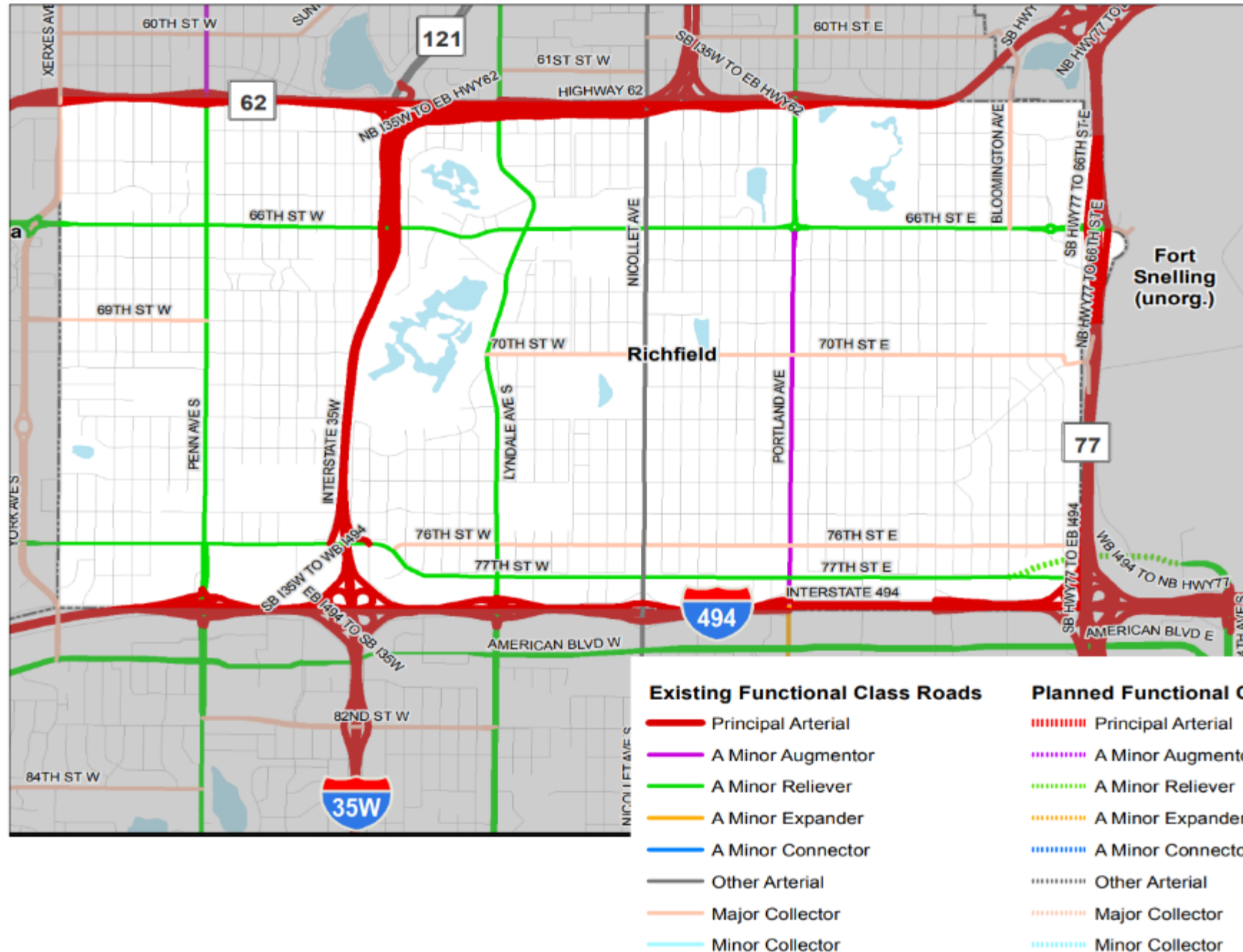
- a) **Richfield Application:** Auxiliary lane on EB Hwy. 62 from Portland Ave to Cedar Ave and Hwy. 77/Hwy. 62 interchange improvements.
- b) **Bloomington Application:** I-494 railroad bridge at Pleasant Ave and 82nd Street interchange at I-35W.
- c) **494 Corridor Commission Application:** E-ZPass lanes on 494 between I-35W and Hwy. 77 and I-494 railroad bridge at Pleasant Ave.

Regional Context

Transportation Partners

- Community Members and Stakeholders
- Adjacent municipalities (Bloomington, Minneapolis, and Edina)
- Transit Providers
- MnDOT
- Met Council
- MSP Airport
- Businesses
- Freight and Rail Stakeholders
- Organizations and Advocates (e.g., RDAP)

We are all working together to find transportation solutions that improve safety, congestion, and mobility needs for all users.

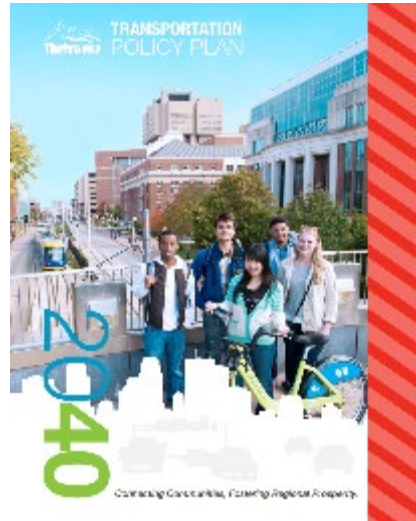


Regional Guidance



Thrive MSP 2040 is the vision for our region over the next 30 years. It reflects our concerns and aspirations, anticipates future needs in the region, and addresses our responsibility to future generations. Focus: Stewardship, Prosperity, Equity, Livability, and Sustainability

Transportation



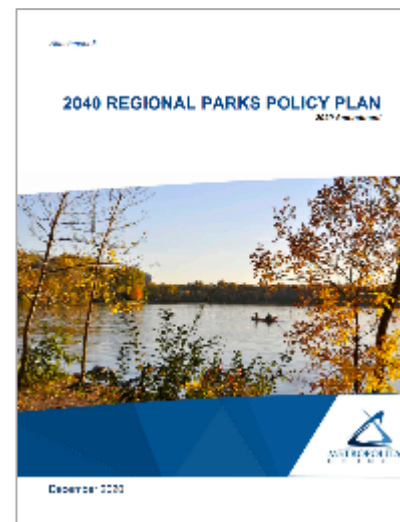
Housing



Water Resources



Parks



2040 TPP Goals

- **Transportation System Stewardship:** Sustainable investments in the transportation system are protected by strategically preserving, maintaining, and operating system assets.
- **Safety & Security:** The regional transportation system is safe and secure for all users.
- **Access to Destinations:** A reliable, affordable, and efficient multimodal transportation system supports the prosperity of people and businesses by connecting them to destinations throughout the region and beyond.
- **Competitive Economy:** The regional transportation system supports the economic competitiveness, vitality, and prosperity of the region and state.
- **Health & Equitable Communities:** The regional transportation system advances equity and contributes to communities' livability and sustainability while protecting the natural, cultural, and developed environments.
- **Leveraging Transportation Investments to Guide Land Use:** The region leverages transportation investments to guide land use and development patterns that advance the regional vision of stewardship, prosperity, livability, equity, and sustainability.

Regional Guidance



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The 2040 TPP Guides and Shapes:

- Comprehensive Plans
- Regional Studies and Plans
- Capital Improvement Programs
- Regional Solicitation Process and other Competitive Funding Sources
- Regional Investments
 - ☐ Highway Investments
 - ☐ Transit Investments
 - ☐ Freight Investments
 - ☐ Aviation Investments
 - ☐ Bike/Ped Investments

State & Regional Guidance

State Plans (examples)

- Minnesota GO Vision
- Statewide Multimodal Transportation Plan
- Minnesota State Highway Investment Plan
- Strategic Highway Safety Plan
- Metro District Bike Plan
- Statewide Pedestrian System Plan
- State Freight Plan
- State Legislative Transportation Goals
- Climate Action Framework
- Healthy Minnesota 2022: Statewide Health Improvement Framework
- Department of Employment and Economic Development Racial Equity Commitments

Met Council Transportation Plans (examples)

- Twin Cities Highway Mobility Needs Analysis
- Pedestrian Safety Action Plan
- Mobility Hub Planning Guide
- Regional Travel Demand Management Study
- Transit Service Allocation Study
- Regional Bicycle and Barrier System Study
- Congestion Management Process
- Regional Truck Freight Corridors and 2021 Update
- Transportation Needs in Daily Life
- Regional Solicitation Before and After Study



A vast amount of research and studies have helped shape regional goals and policies pertaining to transportation investments and priorities.



Regional Guidance

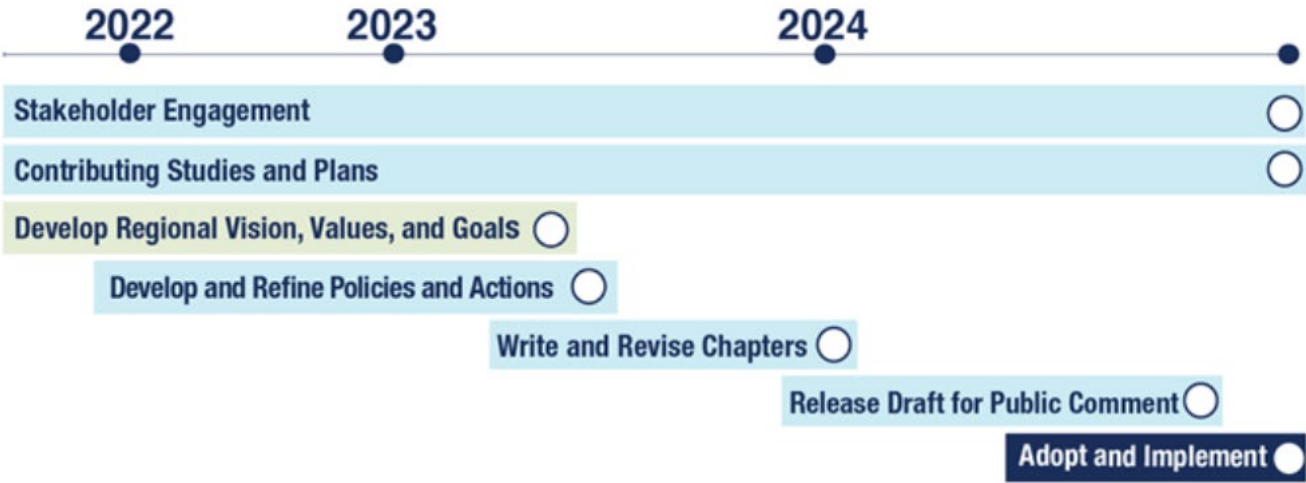
2040 TPP Highway System Investment Principles (excerpts)

1. The **highest priorities** for the region are to **operate, maintain, and preserve** the existing Regional Highway System along with investing in **safety improvements**.
2. Given the projected population and job growth of the region, **mobility projects must also be planned and constructed** to ensure that people and freight can efficiently move throughout the region.
3. Since most of the total **funds available** are being used on preservation of the system, these preservation **projects should be used as the catalyst to address other identified safety, mobility, freight, bicycle, and pedestrian needs**.
4. **Where mobility needs are identified, agencies should first explore lower cost solutions** such as traffic management technologies, travel demand management, or increased transit service in the corridor. **Next, agencies should explore spot mobility improvements** such as turn lanes, alternative intersection designs, auxiliary lanes, frontage roads, or better managing access. If none of these options is sufficient for the level of the problem, **then MnPASS lanes or increasing capacity** on the adjacent local system should be evaluated. If this does not resolve the problem, then other types of additional capacity should be considered.
5. **Investments should be made in lower cost projects** that produce high benefits, even if these projects do not completely resolve the existing problem.
6. **Funding should focus on addressing today's problems** given the limited funding and the backlog of existing, unresolved transportation needs.
7. The **existing infrastructure and right-of-way should be used to the maximum extent possible** when projects are designed and implemented.
8. The timing of regional **projects should be coordinated with local projects** (including utility projects and private sector developments when possible) to combine multiple projects where appropriate and in other cases to avoid having multiple projects along nearby parallel corridors at the same time.

Regional Guidance



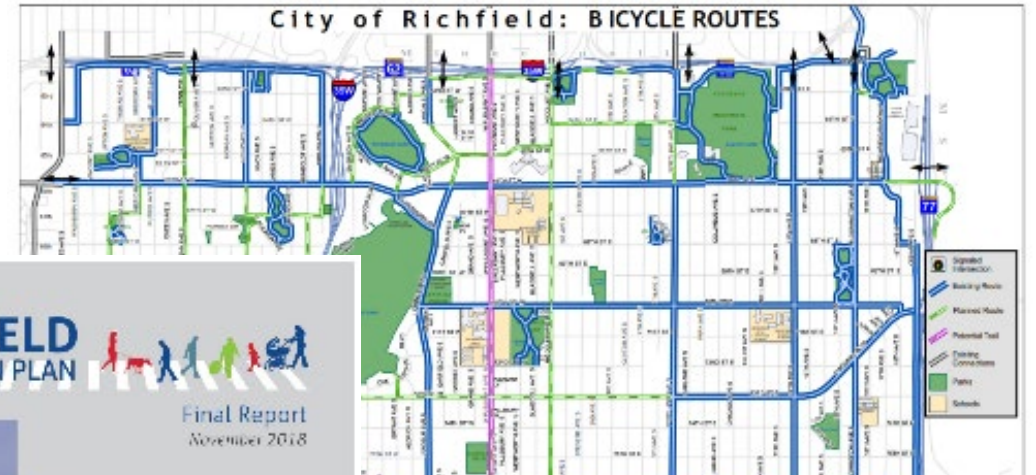
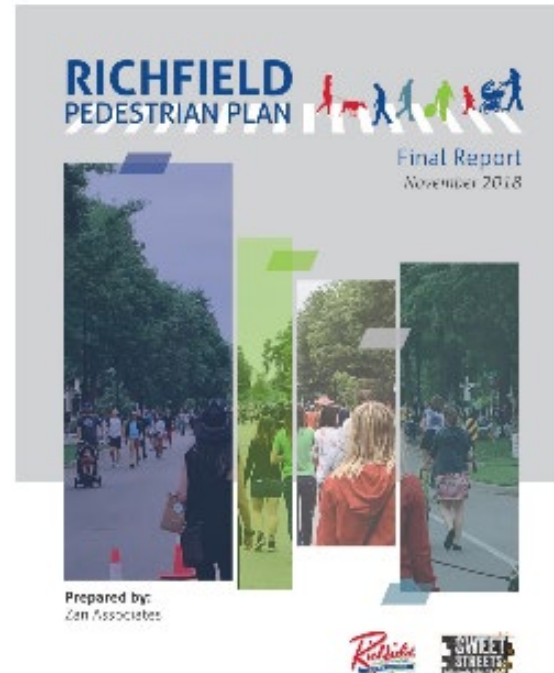
The 2040 TPP Update >>> 2050 TPP



Local Guidance

Richfield Plans and Studies (examples)

1. 2040 Comprehensive Plan (2018)
2. Bicycle Master Plan (2012)
3. Pedestrian Plan (2018)
4. Richfield Safe Routes to School Comprehensive Plan (2014 & 2021)
5. Active Transportation Action Plan (in progress)
6. Complete Streets Policy (2013)
7. SRTS Demonstration Projects (ongoing)
8. Sweet Streets Initiatives (ongoing)
9. Climate Action Plan (2020)
10. Capital Improvement Program



Local Guidance



Local Plans

1. 2040 Comprehensive Plan (2018)
2. Bicycle Master Plan (2012)
3. Pedestrian Plan (2018)

Goals (examples)

1. Improve pedestrian and bicycle travel in the City.
2. Explore opportunities to enhance mass transit systems.
3. **Improve regional and local mobility and safe access to the City.**
4. Making design for pedestrians the first priority when planning roadways and streets.
5. Coordinating multimodal transportation networks and land use decisions to improve characteristics of the built environment that impact walking.

Transportation Policies (examples)

1. **Continue to work with MnDOT and the State Legislature to improve the operations of I-35W, I-494 and TH 62.**
2. Create safe road crossings in high traffic areas.

Local Guidance: Richfield Transportation Commission Guiding Principles

I. Multimodal Design

Multimodal Design of public rights of way will be consistent with the City's Complete Streets policy and will utilize innovative and non-traditional design standards in a way that is equitable for all modes/users, inter-modal activities, and is respectful of the surrounding community.

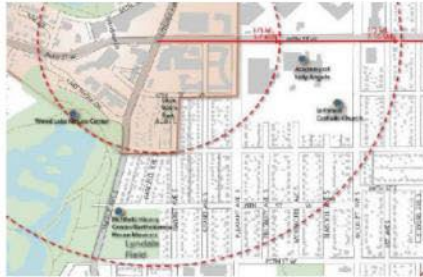
- Provide pedestrian facilities and amenities within the right of way
- Provide bike lanes at least 5 feet wide
- Include transit facilities, plan for intermodal transfers, and provide bike lockers & racks
- Add bike rentals and Nice Ride stations



II. Connectivity and Public Realm

The street and public right-of-way network will be used to connect various **Public Realm** amenities so that a range of inter-modal activities (walking, biking, driving, etc.) support how neighborhood residents travel to and from destinations such as schools, parks/open space, shops and businesses.

- Provide a well-connected network of streets, paths & transit
- Accommodate multimodal connections to local destinations
- Enhance connections to the regional transit and bicycle networks
- Implement signage and way-finding



III. Local Economy

Community improvements and reinvestment will reinforce and support all businesses in the **Local Economy** and provide a safe and more convenient way to access and connect for neighbors, residents, pedestrians, cyclists and motorists.

- Maintain/improve visibility and convenient access to businesses
- Employ parking strategies that provide safe access for all users and modes of movement
- Provide wider retail sidewalks that support a variety of users and uses
- Promote building use and type that reinforces street enclosure and defines the public realm



IV. Design for People

How people use community amenities and facilities is the most important criteria regarding the planning, engineering, implementation and maintenance of any improvement. **Design for People** will address universal accessibility as well as comfort, safety, and convenience for all users.

- Provide comfortable places to sit and walk
- Employ Complete Streets design that emphasizes all users
- Design streets that are a human scale with narrower lane widths, bump-outs, etc.
- Plant boulevard and shade trees



V. Community Character and Identity

The design and implementation of community facilities and improvements will recognize the **Community Character** of single family residential scale and pattern and will also respond to local features such as natural resources, public art, aesthetics and gateways.

- Respond to residential neighborhood use and scale with appropriate street size and speeds
- Design wayfinding that represents local character
- Maintain a mature tree canopy
- Incorporate opportunities for public art



VI. Sustainable Solutions

New improvements, growth and development will utilize **Sustainable Solutions** that are adaptable, flexible, built to last and that consider implications of long term maintenance to ensure the future economic, environmental and social health of the community.

- Understand the environmental setting and context of the area
- Incorporate green stormwater practices such as rain gardens, tree trenches and pervious pavers
- Bury utilities where possible
- Accommodate future maintenance and operations with dedicated funding sources



VII. Healthy and Active Lifestyles

Elements will be incorporated into planning and design efforts to encourage comfortable corridors and places to walk and bike to, safe and well-landscaped routes that inter-connect the community, and promote **Healthy and Active Lifestyles**.

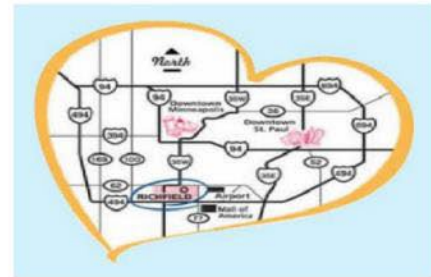
- Create safe, convenient, and fun non-motorized travel opportunities
- Design a safe, well-defined network of routes to walk and bike to school
- Provide well-marked, designed, and visible street crossings
- Implement signage and way-finding



VIII. Unique Location

Community and transportation improvements will support a well-designed and functional regional system which complements local land uses, and capitalizes on Richfield's **Unique Location** through enhanced access to the regional multimodal transportation system to improve livability and convenience.

- Emphasize design that accommodates local traffic over through traffic
- Enhance regional transit and trail connections
- Maintain convenient freeway access

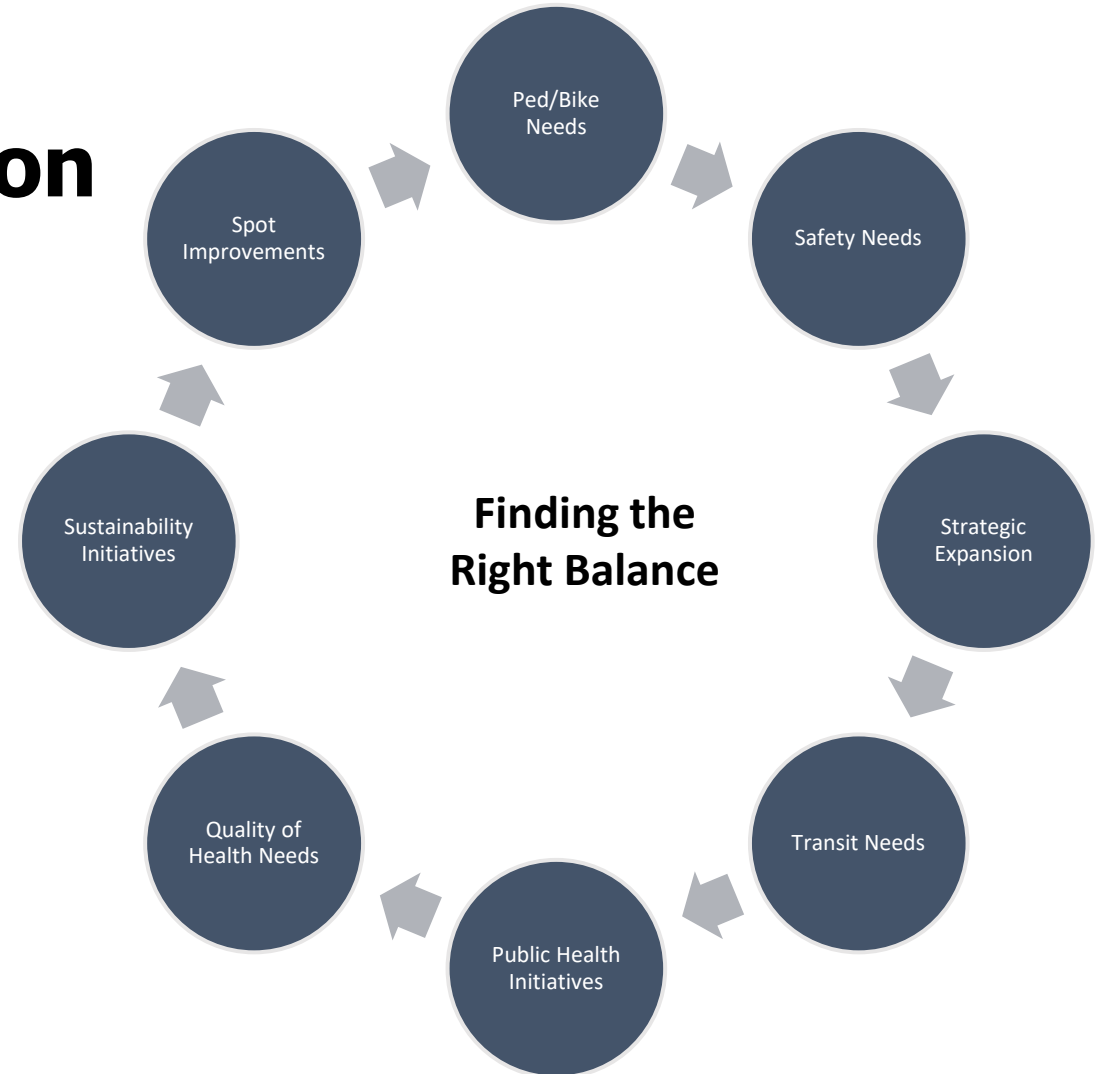


Local Guidance: Framework Approach for Future Regional Transportation Investment Decisions

Discussion Items

- ☐ How should we prioritize future investments to the regional transportation system?
- ☐ How do we balance a variety of transportation needs?
- ☐ When and why will we support a project?

In order to answer these questions, we need to establish a framework that provides the City the flexibility to determine a project's benefit and value to the community.



Framework Approach

Draft Framework | Purpose Statement

The City of Richfield acknowledges that improvements on the regional system are necessary and are an opportunity to provide benefit to the local system, as well as enhance mobility for populations that have traditionally been overlooked with these types of projects.

The purpose statement is consistent with the City's adopted goals and policies found in our 2040 Comprehensive Plan, Pedestrian Plan, and Bicycle Plan.



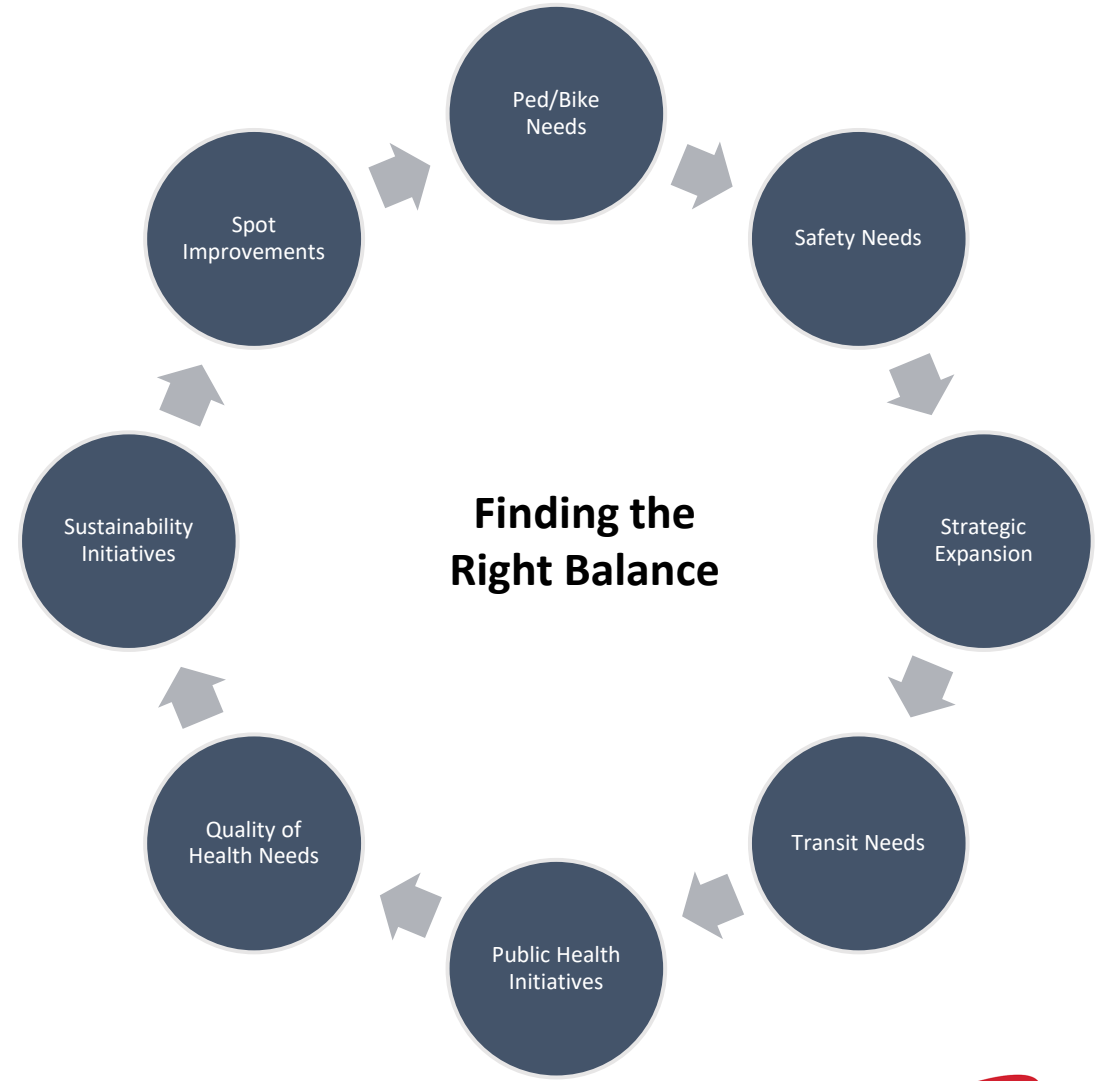
Framework Approach

Draft Framework | Consideration Factors

The following factors can be used as a guide to understand, holistically, the trade-offs for a regional project and are meant to assist the City in its decision-making process for a specific project. Ideally, a local, regional, or state agency would strive to meet the desires of this policy to obtain approval from the City.

- Fills a Gap or Need
- Enhances Sustainability Initiatives
- Reduce Inequities
- Cost Effective (low cost/high benefit)
- Safety Benefits
- Congestion/Mobility Benefits
- Reduction in Greenhouse Gas Emissions
- Project Support
- Operations and Maintenance
- Funding Alignment

The draft consideration factors will provide the City the flexibility to evaluate a project's benefits, while determining if it is a priority project for the community.



Framework Approach

What other consideration factors should we consider?

Draft Framework | Consideration Factors

Consideration Factors	Description
Fills a Gap or Need	The project fills a gap or documented need in the existing network.
Promotes Multimodal Transportation Options	The project helps enhance multimodal transportation options.
Reduce Inequities	The project will help improve the quality of life for underrepresented populations.
Cost-Effective (low cost/high benefit)	The project is a cost-effective solution that provides safety, congestion, and mobility benefits.
Local Safety Benefits	The project will help mitigate safety issues and conflicts between users.
Local Congestion/Mobility Improvements	The project will provide congestion relief to the local system.
Project Support	The project has received community support (e.g., municipal consent) and/or approval from local, regional, and state agencies.
Reduction Greenhouse Gas Emissions	The project will help reduce ongoing greenhouse gas emissions.
Right-of-Way Impacts	The project minimizes impacts to properties.
Operations and Maintenance	The City's anticipated operation and maintenance responsibilities are reasonable.
Funding	The project aligns with known funding opportunities (e.g., grants). The type of funding may influence when a project is built - shifting its priority.

Notes

1. Intended to help guide regional transportation investment conversations
2. Every project will have its own benefits and tradeoffs
3. The factors are directly/indirectly helping address our existing goals and policies
4. The framework will be a work in progress

Framework Approach

Staff Recommendations

The framework will provide needed flexibility to accomplish the following:

1. Evaluate projects on a case-by-case basis to determine their benefits.
2. Evaluate projects for their alignment with Richfield Goals and Policies.
3. Partner, coordinate and collaborate on projects with local and state agencies.
4. Leverage outside funding when appropriate.
5. Have a voice to shape projects without limiting ourselves with a policy that narrowly defines the type of projects we support.



Applying the Draft Framework to Evaluate Corridors of Commerce Projects

Projects for Discussion

1. Richfield Application

Auxiliary lanes on Hwy. 62 from Portland Ave to Cedar Ave

2. Bloomington Application

I-494 railroad bridge at Nicollet Ave and 82nd Street interchange at I-35W

3. Bloomington Application:

E-ZPass lanes on 494 between I-35W and Hwy. 77

Corridors of Commerce Program

Program Goal

The goal of the COC program is to focus additional transportation investments in state highway projects that directly and indirectly **foster economic growth** for the State through the provisioning of construction jobs, enabling of goods to be transported through a commerce friendly network of corridors, and **providing additional mobility to its citizens.**

COC Notes

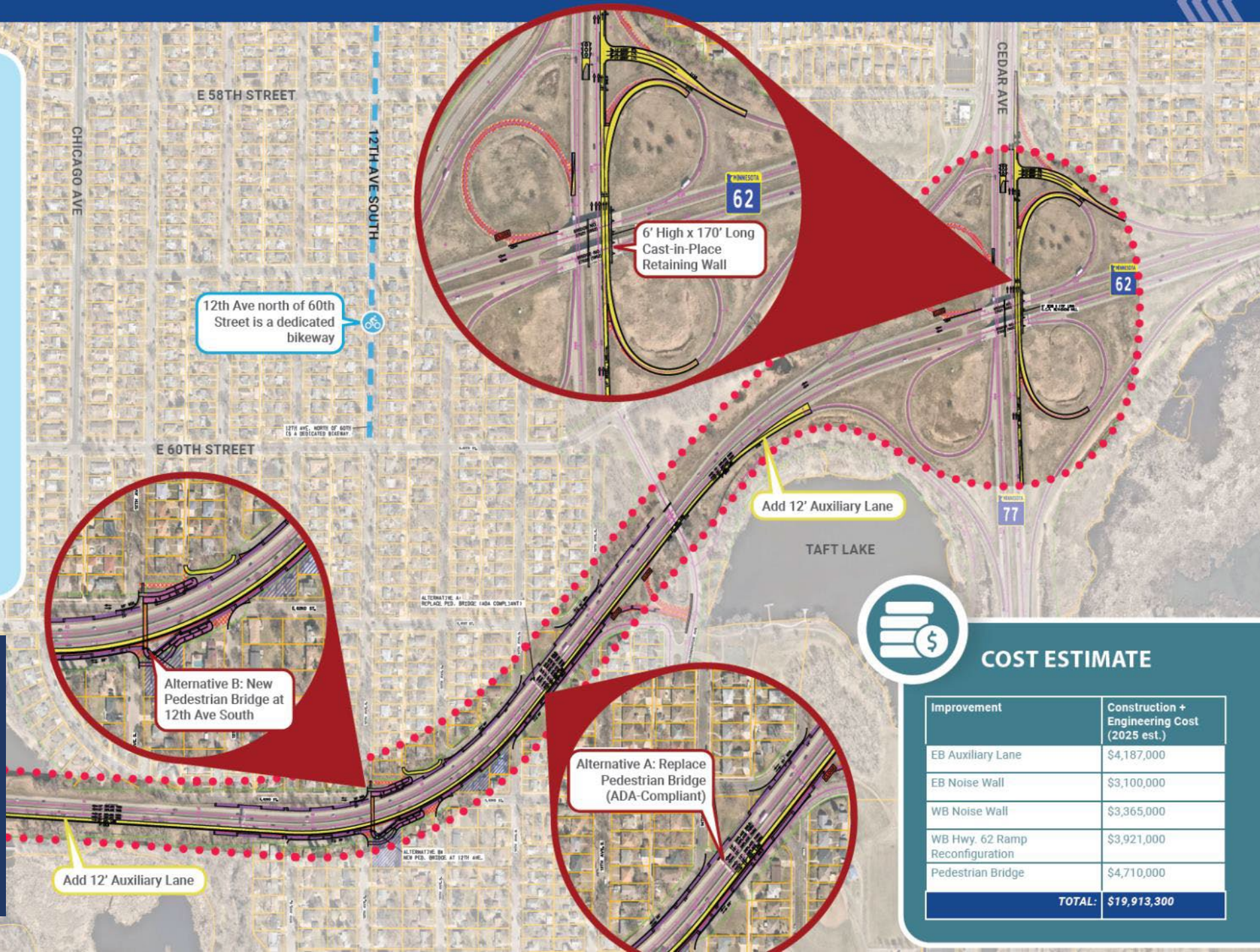
- 44 projects are being evaluated
- \$250 million available in funding
- Letters of Support and Resolutions are due March 1, 2023

Project Evaluation Criteria	Points available
Return on investment	100
Economic impact	100
Freight efficiency	100
Safety improvements	100
Regional connections	100
Policy objectives	100
Community consensus	100
Project readiness	100
Maximum points	800

PROPOSED IMPROVEMENTS

The proposed project includes the following elements:

- Add an auxiliary lane to eastbound Highway 62 between Portland Ave. and Highway 77 (Cedar Ave.) and a deceleration lane on northbound Highway 77 to the eastbound Highway 62 loop ramp (\$4.8m).
- Reconfigure the westbound Highway 62 ramp to northbound Highway 77 to a controlled intersection (signalized/roundabout) and close the westbound Highway 62 to southbound Highway 77 loop ramp. (\$3.9m).
- Construct noise walls on the north and south side of Highway 62 from 11th Ave. to Bloomington Ave. (\$6.4m).
- Replace and relocate a pedestrian/bicycle bridge at 14th Ave. to 12th Ave. to accommodate the eastbound auxiliary lane and be ADA compliant (\$4.7m).



COST ESTIMATE

Improvement	Construction + Engineering Cost (2025 est.)
EB Auxiliary Lane	\$4,187,000
EB Noise Wall	\$3,100,000
WB Noise Wall	\$3,365,000
WB Hwy. 62 Ramp Reconfiguration	\$3,921,000
Pedestrian Bridge	\$4,710,000
TOTAL:	\$19,913,300

**Richfield
Application:
Auxiliary lanes on
Hwy. 62 from
Portland Ave to
Cedar Ave**

Project Evaluation

Draft Framework | Consideration Factors

Consideration Factors	Benefits/Tradeoffs
Fills a Gap or Need	Addresses documented needs in the MnDOT Congestion Management Safety Plan Phase IV.
Promotes Multimodal Transportation Options	Replaces an obsolete and non-ADA compliant pedestrian and bicycle bridge over Highway 62.
Reduce Inequities	Will help mitigate Highway 62 noise that is negatively impacting the quality of life for residents living in adjacent neighborhoods. These neighborhoods are located in census tracts that are classified as “Areas of Concentrated Poverty” and a “Regional Environmental Justice Area.” There are also approximately 855 publicly subsidized rental housing units within a ½ mile of the proposed improvements.
Cost-Effective (low cost/high benefit)	Preliminary findings demonstrate this project is a low cost/high benefit project. It is considered one of the lower cost/higher benefits projects being considered for Corridors of Commerce funding.
Local Safety Benefits	MnDOT Congestion Management Safety Plan Phase IV identified the proposed improvements will have a 50% effectiveness on highway safety and a 93% effectiveness on highway congestion/delay.
Local Congestion/Mobility Improvements	City and MnDOT currently performing further evaluations on highway AND local benefits; we anticipate showing that local operations and safety will both improve if less highway traffic diverts to local roadways.
Project Support	(see next slide)
Reduction Greenhouse Gas Emissions	Will help improve air quality by mitigating traffic delays along Highway 62 impacting adjacent neighborhoods.
Right-of-Way Impacts	There is the potential for right-of-way impacts to adjacent neighborhoods with the construction of noise walls and the relocation of the ped/bike bridge.
Operations and Maintenance	Roadway operations and maintenance will continue to be the responsibility of MnDOT.
Funding	Corridors of Commerce does not require a local funding match. This funding program would cover construction costs of \$19.9m. Right-of-way acquisition and staff time to help administer the project may be required.

Corridors of Commerce Application/Project Support

Richfield Application	Richfield	Minneapolis	Bloomington	Edina	MnDOT	Hennepin County	MVTA	Metro Transit	Met Council
Auxiliary lanes on Hwy. 62 from Portland Ave to Cedar Ave	?	Pending	Yes	NA	Yes	Yes	Supports Interchange Improvements		Yes
Bloomington Applications	Richfield	Minneapolis	Bloomington	Edina	MnDOT	Hennepin County	MVTA	Metro Transit	Met Council
I-494 railroad bridge at Nicollet Ave and 82nd Street interchange at I-35W	?	NA	Yes	Yes	Yes	Yes	NA	Yes	Yes
E-ZPass lanes on 494 between I-35W and Hwy. 77	?	NA	Yes	Yes	Yes	Yes	NA	Yes	Yes

Proposed Project

- Reconstruct the existing Railroad Bridge over 494 just west of Nicollet Avenue.
- The Railroad bridge replacement would help to preserve and improve existing freight movement over I-494 by reconstructing the RR bridge at a width that can accommodate the future E-ZPass lanes that will be added to I-494 in both the eastbound and westbound directions between I35W and TH 77.
- Reconstruct the 82nd Street interchange at I-35W and make I-35W grade changes.
- The railroad bridge is the last bridge on this section of 494 that needs to be re-built to accommodate the E-ZPass lanes.
- ~ \$57 million project cost

Bloomington Application: I-494 railroad bridge at Nicollet Ave and 82nd Street interchange at I- 35W



Proposed Project

- Funds would construct E-ZPass lanes on 494 between 35W and TH77.
- The scope of this project is identified in the I-494: Airport to Hwy 169 Vision (494 Vision).
- The proposed project would include the reconstruction of the existing Railroad Bridge over 494 just west of Nicollet Avenue
- ~ \$204 million project cost



**494 Corridor Commission Application:
E-ZPass lanes on 494 between I-35W
and Hwy. 77**

Next Steps

1. Transportation Framework Discussion

- a) Continue our discussion
- b) Adopt a framework approach at a future City Council meeting

2. Seek Resolutions and Letters of Supports for Corridors of Commerce Projects:

- a) Richfield Application: Auxiliary lanes on Hwy. 62 from Portland Ave to Cedar Ave
- b) Bloomington Application: I-494 railroad bridge at Nicollet Ave and 82nd Street interchange at I-35W
- c) 494 Corridor Commission Application: E-ZPass lanes on 494 between I-35W and Hwy. 77

Additional Background Information

Regional Context

2040 TPP: Preservation of the Existing Highway Assets

1.) A high capital investment priority is to rebuild or replace the existing principal and A-minor arterial system. Like operations and maintenance, these investments are essential for highway safety, access, and mobility for the traveling public and freight. These kinds of activities are often called preservation, resurfacing, asset management, or modernization investments.

Primary highway asset management activities include:

- Pavement rehabilitation and replacement
- Bridge rehabilitation and replacement
- Roadside infrastructure rehabilitation and replacement

2.) Highway safety is a high priority for all improvements made to the highway system.

Regional Solicitation Definitions

Spot Mobility and Safety

Purpose: To fund lower-cost, at-grade intersection projects that reduce delay and crashes.

Definition: An at-grade intersection or corridor-level intersection improvement project that focuses on mobility and safety (described as a Regional Mobility project under Spot Mobility in the TPP). New interchanges or projects that add new thru lane capacity (e.g., two-lane to four-lane expansions) should apply in the Strategic Capacity application category. Projects that address mobility and safety at multiple intersections on a corridor are encouraged. However, projects that propose to reconstruct the roadway for the length of the corridor should apply in the Roadway Reconstruction/Modernization application category.

Examples of Spot Mobility and Safety Projects:

- New or extended turn lanes at one or more intersections
- New intersection controls such as roundabouts or traffic signals
- Unsignalized or signalized reduced conflict intersections
- Other innovative/alternative intersection designs such as green t-intersections

Regional Solicitation Definition

Strategic Capacity (Roadway Expansion)

Purpose: To fund regionally significant highway mobility projects, as prioritized in the Principal Arterial Intersection Conversion Study and the Congestion Management Process (CMP), that reduce delay and crashes and improve multimodal travel options.

Definition: A roadway project that adds thru-lane capacity (described as a Regional Mobility project under Strategic Capacity Enhancements in the TPP). Projects must be located on a non-freeway principal arterial or A-minor arterial functionally classified roadway, consistent with the latest TAB approved functional classification map. However, A-minor connectors cannot be expanded with new thru-lane capacity with these federal funds per regional policy.

Examples of Roadway Expansion Projects:

- New roadways
- Two-lane to four-lane expansions
- Other thru-lane expansions (excludes additions of a continuous center turn lane)
- Four-lane to six-lane expansions
- New interchanges with or without associated frontage roads
- Expanded interchanges with either new ramp movements or added thru lanes
- New bridges, overpasses and underpasses