



*Gold Line*

BUS RAPID TRANSIT PROJECT ENVIRONMENTAL ASSESSMENT

Environmental Assessment Appendix A Technical Report

# **Purpose and Need**

September 2019



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## ACRONYMS AND ABBREVIATIONS

2040 TPP (2018 Update)	<i>2040 Transportation Policy Plan (2018 Update)</i>
BRT	Bus Rapid Transit
Council	Metropolitan Council
CSAH	County State Aid Highway
EA	Environmental Assessment
EB	Eastbound
EAW	Environmental Assessment Worksheet
FTA	Federal Transit Administration
I-	Interstate
LRT	Light Rail Transit
MEPA	Minnesota Environmental Policy Act
MnDOT	Minnesota Department of Transportation
NEPA	National Environmental Policy Act
NB	Northbound
Project	METRO Gold Line Bus Rapid Transit Project
RCRRA	Ramsey County Regional Railroad Authority
SB	Southbound
TH	Trunk Highway
TOD	Transit-Oriented Development
USC	U.S. Code
vpd	Vehicles per Day
WB	Westbound



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# 1. PURPOSE AND NEED

This report describes the location and setting of the METRO Gold Line Bus Rapid Transit (BRT) Project (Project), the purpose of the Project, the needs driving the study of the Project, and the parameters the Metropolitan Council (Council) used to evaluate the Project. This report also provides an overview of previous planning studies and the environmental review process.

## 1.1. Project Description

### 1.1.1. Project Location

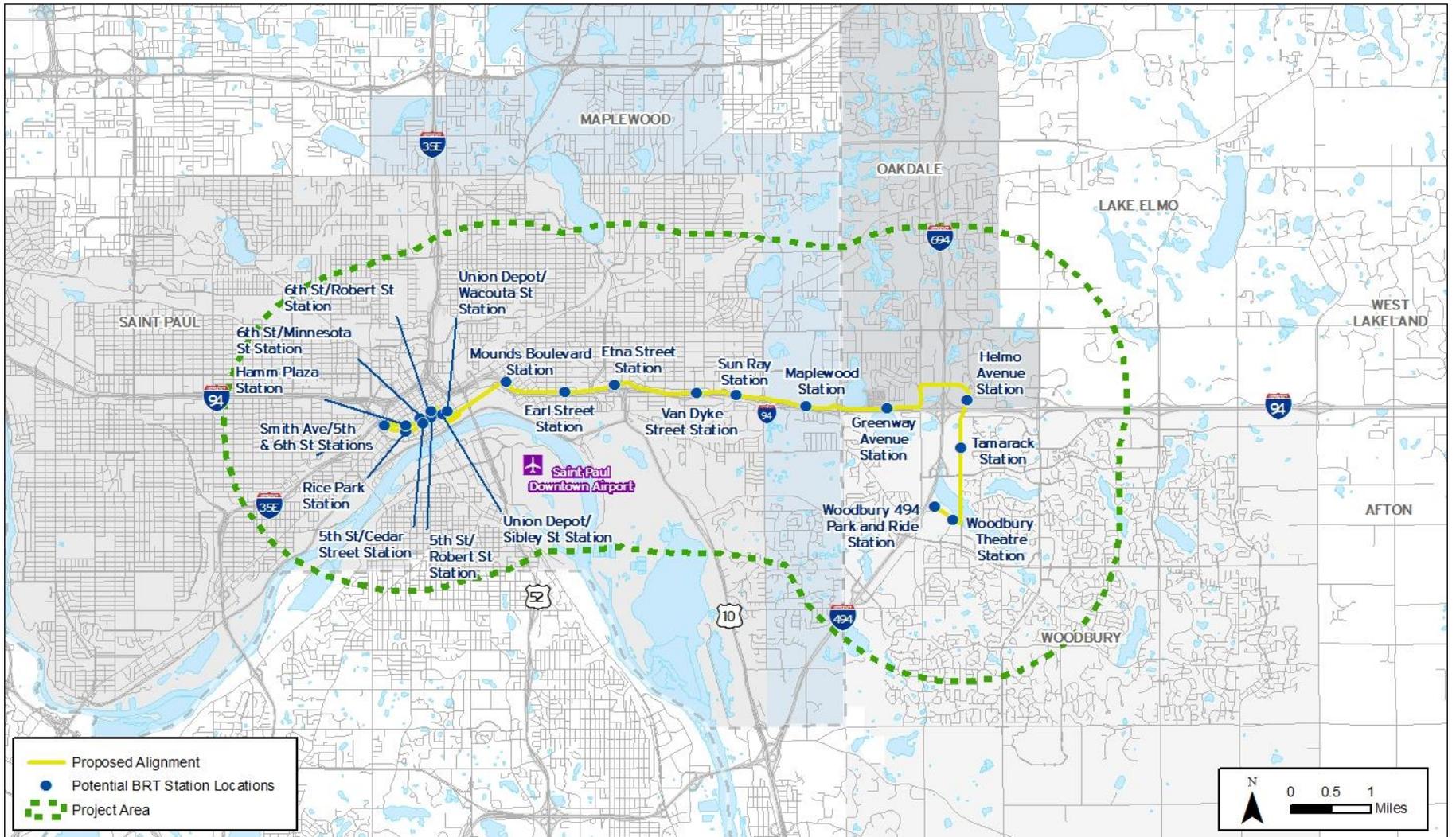
The Project is a planned 9- to 10-mile transitway located in Ramsey and Washington counties in the eastern part of the Twin Cities Metropolitan Area (see **Figure 1.1-1**). The Project generally would operate parallel to Interstate 94 (I-94) and would better connect downtown Saint Paul with the suburban cities of Maplewood, Landfall, Oakdale and Woodbury.

More broadly, the Project would better connect the eastern Twin Cities Metropolitan Area to the regional transit network via the Union Depot multimodal hub in downtown Saint Paul. The Project also intends to serve and draw ridership from other portions of the metropolitan area, including portions of eastern Washington County, Dakota County to the south, and the City of Minneapolis and Hennepin County to the west.

While the intended service area for the Project is larger, the documentation of the Project purpose and need focuses on those communities the Project expects to serve most directly: the communities within 2 miles of the proposed Build Alternatives. These are either communities in which the Project is physically located (Saint Paul, Maplewood, Landfall, Oakdale and Woodbury) or a community within 2 miles of the proposed alignment (Lake Elmo). Together, these communities make up the Project area discussed below.



FIGURE 1.1-1: METRO GOLD LINE BUS RAPID TRANSIT PROJECT





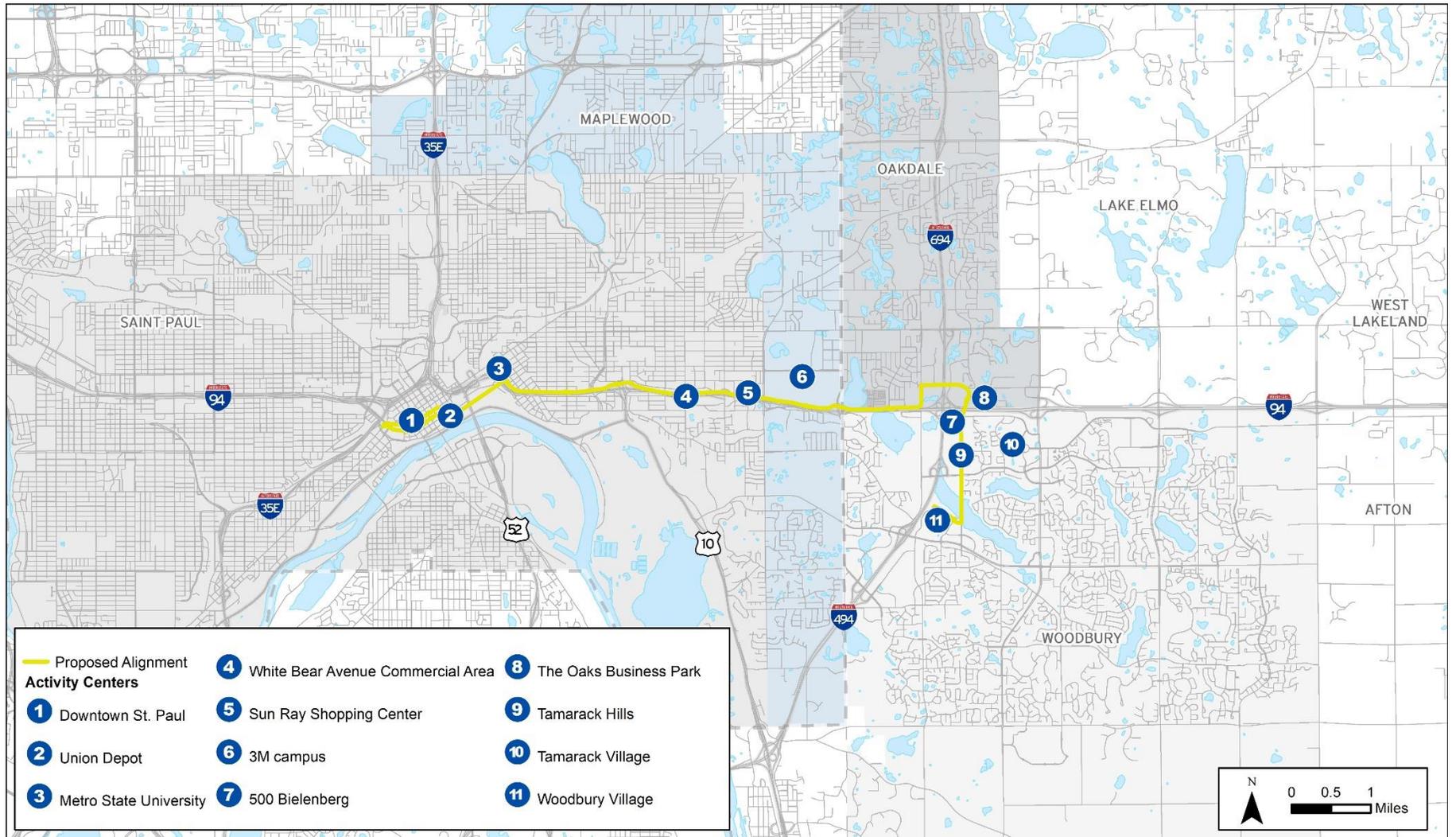
## 1.1.2. Project Setting

The character of the Project area changes from an urban setting in downtown and the east side of Saint Paul to a transitional suburban setting as it extends further east. The Project area includes a wide range of land uses including single-family, multifamily and mixed use residential; retail and other commercial; office; mixed use commercial; industrial; utility; parks; and undeveloped areas. Low-density, auto-oriented land uses heavily influenced much of the area's existing development patterns, which primarily reflect highway-oriented regulations and traditional suburban development forms.

The communities within the Project area include several key activity centers located along I-94 including downtown Saint Paul, Union Depot, Metro State University, the White Bear Avenue commercial area, Sun Ray Shopping Center, 3M campus, The Oaks Business Park, Tamarack Hills, 500 Bielenberg, and the Tamarack and Woodbury Villages (see **Figure 1.1-2**). This report defines key activity centers as employment, education and shopping destinations. Key transportation facilities in the Project area include the I-94 corridor, Saint Paul Downtown Airport shown in **Figure 1.1-1**, the regional transitway system shown in **Figure 1.1-3**, and multiple freight railways.



FIGURE 1.1-2: PROJECT AREA AND ACTIVITY CENTERS





### 1.1.3. Regional Transit System

A mix of local and express bus service provided by Metro Transit currently serves the Project area. Service in the western portion of the Project area consists of urban local routes serving densely populated areas, the Sun Ray Shopping Center in Saint Paul, and the 3M campus in Maplewood. Commuter express service during peak travel periods, primarily provided through park-and-ride facilities, serves the eastern portion of the Project area.

Key transit facilities on the Project alignment include the Smith Avenue Transit Center located on Smith Avenue<sup>1</sup> and Union Depot, both located in downtown Saint Paul; the Sun Ray Transit Center located on Pedersen Street in east Saint Paul;<sup>2</sup> and the Woodbury Theatre Park-and-Ride on Queens Drive in Woodbury. Additional transit infrastructure in the Project area includes other park-and-ride facilities farther from I-94 and bus-only shoulders on most of I-94 in both directions. Metro Transit is also planning a new park-and-ride facility in the northwest quadrant of the I-94/Manning Avenue interchange in Lake Elmo to open in late 2019.

The Council's *2040 Transportation Policy Plan (2018 Update)* (2040 TPP (2018 Update))<sup>3</sup> envisions the bus system will continue to be the workhorse of the regional transit system by providing the majority of transit trips, providing essential connections to transitways, and providing options throughout the entire region. The region will also continue development of a regional system of transitways 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).

The Project would provide additional transit access and reliability between the region's eastern suburbs and the growing regional transitway system (see **Figure 1.1-3**). Key among these is the METRO Green Line, which began operations in 2014 and connects Union Depot in downtown Saint Paul to downtown Minneapolis and several other transitways.

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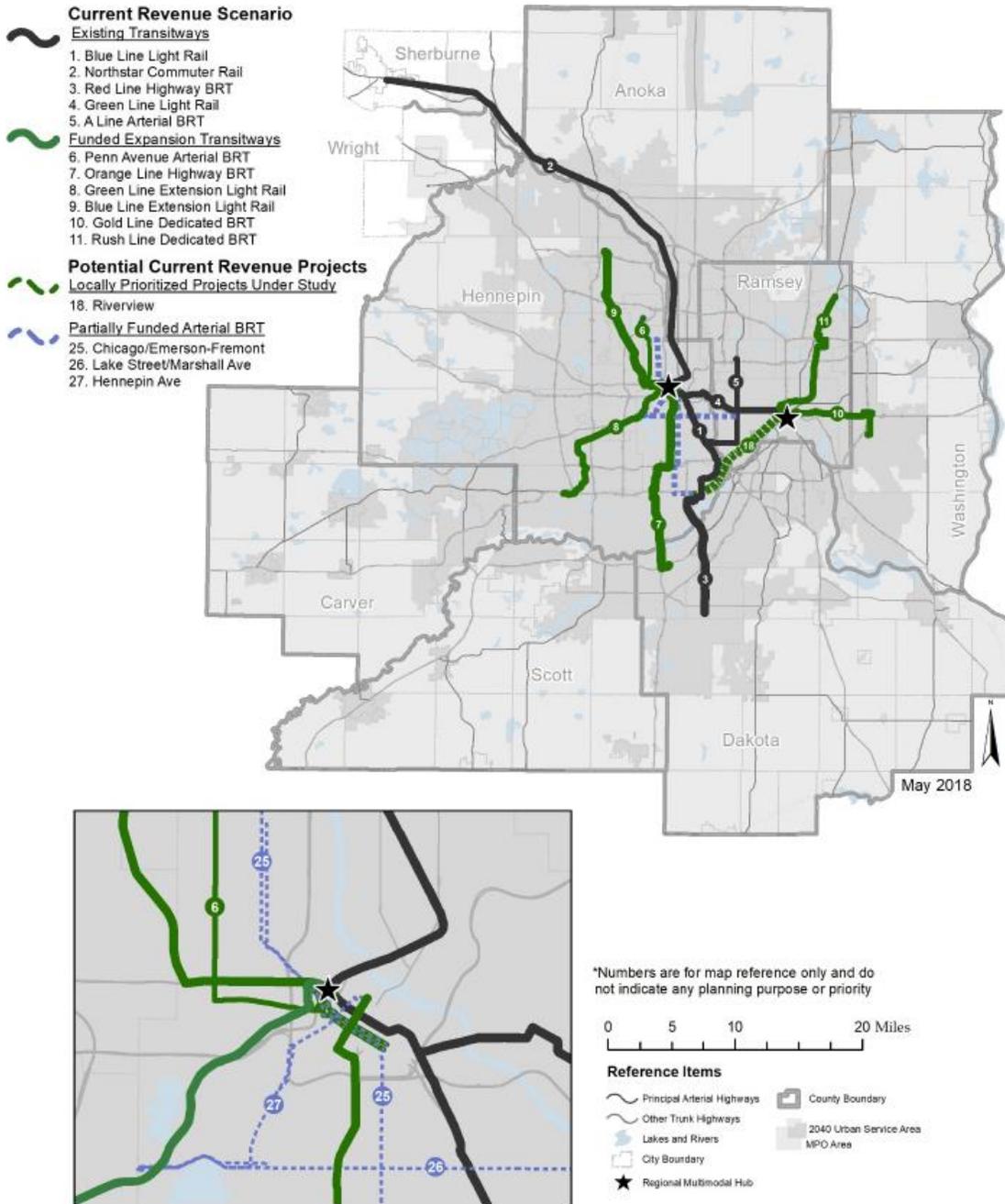
<sup>1</sup> Metro Transit. *Smith Avenue Transit Center*. Available at: <https://www.metrotransit.org/smith-avenue-transit-center>. Accessed March 2019.

<sup>2</sup> Metro Transit. *Sun Ray Transit Center*. Available at: <https://www.metrotransit.org/sun-ray-transit-center>. Accessed March 2019.

<sup>3</sup> Metropolitan Council. *2040 Transportation Policy Plan (2018 Update)*. Adopted October 24, 2018. Available at: <https://metro council.org/tpp-update.aspx?source=child>. Accessed October 2018.



FIGURE 1.1-3: REGIONAL TRANSITWAY SYSTEM



Source: Metropolitan Council<sup>4</sup>

<sup>4</sup> Metropolitan Council. 2040 Transportation Policy Plan (2018 Update). Adopted October 24, 2018. Available at: <https://metrocouncil.org/tpp-update.aspx?source=child>. Accessed October 2018.



Table 1.1-1 identifies existing and planned transitways with connections to the Project that are included in the 2040 TPP (2018 Update).

**TABLE 1.1-1: TRANSITWAYS WITH CONNECTIONS TO THE PROJECT AREA**

Transitway	Connection Point	Status
<b>Connections in Saint Paul</b>		
METRO Green Line (Light Rail Transit (LRT))	Union Depot/Downtown Saint Paul	<ul style="list-style-type: none"> <li>Existing</li> </ul>
Riverview Corridor (Modern Streetcar)	Union Depot/Downtown Saint Paul	<ul style="list-style-type: none"> <li>Planned</li> <li>Pre-project development study completed</li> </ul>
Rush Line Corridor (Dedicated BRT)	Union Depot/Downtown Saint Paul	<ul style="list-style-type: none"> <li>Planned</li> <li>Environmental analysis phase underway</li> </ul>
Robert Street Transitway	Union Depot/Downtown Saint Paul	<ul style="list-style-type: none"> <li>Planned</li> <li>Alternatives study completed in 2015</li> </ul>
Red Rock Corridor (Highway BRT)	Union Depot/Downtown Saint Paul, Mounds Boulevard Station, Earl Street Station, Etna Street Station	<ul style="list-style-type: none"> <li>Planned</li> <li>Implementation plan approved in 2016</li> </ul>
<b>Connections via METRO Green Line</b>		
METRO Blue Line (LRT)	Downtown Minneapolis (Target Field Station)	<ul style="list-style-type: none"> <li>Existing</li> </ul>
METRO Red Line (Highway BRT)	METRO Green Line to METRO Blue Line to Mall of America Station	<ul style="list-style-type: none"> <li>Existing</li> </ul>
Northstar Commuter Rail	Downtown Minneapolis (Target Field Station)	<ul style="list-style-type: none"> <li>Existing</li> </ul>
METRO A Line (Arterial BRT)	Saint Paul (Snelling Avenue Station)	<ul style="list-style-type: none"> <li>Existing</li> </ul>
METRO C Line (Arterial BRT)	Downtown Minneapolis (short walk to Target Field Station)	<ul style="list-style-type: none"> <li>Existing</li> </ul>
METRO D Line (Arterial BRT)	Downtown Minneapolis (short walk to Target Field Station)	<ul style="list-style-type: none"> <li>Engineering underway</li> </ul>
METRO Orange Line (I-35W South BRT)	Downtown Minneapolis	<ul style="list-style-type: none"> <li>Under construction</li> </ul>
Southwest LRT (METRO Green Line Extension)	Downtown Minneapolis (Target Field Station)	<ul style="list-style-type: none"> <li>Under construction</li> </ul>
METRO Blue Line Extension (LRT)	Downtown Minneapolis (Target Field Station)	<ul style="list-style-type: none"> <li>Engineering underway</li> </ul>



## 1.2. Project Background

### 1.2.1. Policy Direction and Prior Planning

Previous studies addressing transit in the Project area include feasibility studies, park-and-ride plans, managed lane studies and long-range transportation plans. The most recent study for the Project was the *Gateway Corridor Alternatives Analysis Final Report*,<sup>5</sup> completed in February 2013. **Figure 1.2-1** summarizes regional transportation plans and past studies in the Project area.

**FIGURE 1.2-1: PREVIOUS RELEVANT STUDIES AND PLANS IN THE PROJECT AREA**

2018	2040 Transportation Policy Plan 2018 Update (Council)		Bus Rapid Transit-Oriented Development plans			
2016	METRO Gold Line BRT Project Locally Preferred Alternative Selection Summary Report		METRO Gold Line BRT Project East End Alignment and Stations Technical Report		Gateway Gold Line Bus Rapid Transit: A Closer Look at Health and Land Use Technical Report	
2015	2040 Transportation Policy Plan (Council)		City of Saint Paul Gold Line Station Area Plans			
2014	Scoping Decision Document					
2013	Gateway Corridor Alternatives Analysis Final Report					
2010	2030 Transportation Policy Plan Update (Council)	2030 Park-and-Ride Plan (Council)	Draft Long-Distance Bus Route Study (Council)	Minnesota Statewide Passenger and Freight Rail Study (MnDOT <sup>a</sup> )	Metro District 20-Year Highway Investment Plan 2011-2030 (MnDOT)	East Metro Railroad Capacity Analysis (RCRRA <sup>b</sup> )
2009	2030 Transportation Policy Plan (Council)	I-94 Managed Lane Study (MnDOT)	Union Depot Environmental Impact Study (RCRRA)			
2008	2030 Transit Master Study (Council)	Transit Feasibility Study, St. Croix River Crossing (MnDOT)				

<sup>a</sup> Minnesota Department of Transportation

<sup>b</sup> Ramsey County Regional Railroad Authority

The 2040 TPP (2018 Update) identifies the Project as one of seven transitway corridors assumed to be funded within the current revenue scenario (see **Figure 1.1-3**).

<sup>5</sup> Gateway Corridor Commission. *Gateway Corridor Alternatives Analysis Final Report*. February 2013. Available at: <http://thegatewaycorridor.com/alternative-analysis>. Accessed October 2018.



## 1.2.2. Environmental Review Process

The Federal Transit Administration (FTA) and the Council prepared this statement of purpose and need as part of the environmental review process for the Project.

The FTA and Council, along with the Ramsey County Regional Railroad Authority and the Washington County Regional Railroad Authority (on behalf of the Gateway Corridor Commission) initiated the environmental review process for the Project in February 2014 with a Notice of Intent to develop an Environmental Impact Statement.<sup>6</sup> The Council is planning to pursue federal funding for the Project through the FTA's Capital Investment Grant Program; therefore, the FTA is the Project's designated lead federal agency, and it is undertaking the environmental review in compliance with the National Environmental Policy Act (NEPA).<sup>7</sup> The Council is the Project's lead local agency and the State's Responsible Governmental Unit for complying with Minnesota Environmental Policy Act (MEPA)<sup>8</sup> requirements.

The FTA and Council together completed this Environmental Assessment (EA) and the Environmental Assessment Worksheet (EAW) for the Project. **Appendix F** of this EA includes the EAW.

The NEPA and MEPA processes identify how the Project could produce potential impacts to the environment, so the FTA and Council can consider these impacts when making Project-related decisions; the EA/EAW will assist decision-makers as they assess potential Project-related impacts. The EA/EAW records the purpose and need for the Project and the alternatives considered for the Project; addresses the Project's anticipated transportation, social and environmental impacts; and defines appropriate avoidance, minimization and mitigation measures.

Federal, state and local agencies, and the public will use this EA/EAW to review the Project. The Council will provide this EA/EAW for review by interested parties including individuals, community groups, the business community, elected officials and public agencies in accordance with federal and state requirements. The Council will conduct public meetings as forums for participation and commenting. The Council will respond to comments it receives about the EA/EAW, and a decision document will record both the comments and the Council's responses.

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<sup>6</sup> In 2017, after the Locally Preferred Alternative was adopted, the Federal Transit Administration rescinded its notice for development of an Environmental Impact Statement, and analysis was instead completed for an Environmental Assessment, which the FTA determined as the appropriate class of action per the National Environmental Policy Act. See the Alternatives Technical Report in **Appendix A** for additional information.

<sup>7</sup> The National Environmental Policy Act of 1969, as amended. ("The Public Health and Welfare," Title 42, USC, Sec. 4321 et seq. (1969)). Available at: <https://www.gpo.gov/fdsys/pkg/USCODE-2011-title42/pdf/USCODE-2011-title42-chap55-sec4321.pdf>. Accessed November 2018.

<sup>8</sup> "Environmental Policy," Chap. 116D., Minnesota Statutes, 2018. Available at: <https://www.revisor.mn.gov/statutes/cite/116D>. Accessed October 2018.



## 1.3. Purpose and Need

### 1.3.1. Project Purpose

The following statement specifically defines the fundamental reasons why the Council is proposing the Project:

*The purpose of the Project is to provide transit service to meet the existing and long-term regional mobility and local accessibility needs for businesses and the traveling public within the Project area.*

### 1.3.2. Project Need

This section outlines the foundation for the Project purpose statement. Project “needs” are the issues and problems that the Project intends to address.

The following primary factors contribute to the need for the Project:

- Limited existing transit service throughout the day and demand for more frequent service over a larger portion of the day
- Policy shift toward travel choices and multimodal investments
- Population and employment growth, increasing access needs and travel demand
- Needs of people who depend on transit
- Local and regional objectives for growth and prosperity

#### 1.3.2.1. Limited Existing Transit Service

*Summary: The Project area and the I-94 corridor lack all-day, bidirectional transit service that would operate from 5 a.m. to midnight on weekdays and weekends, particularly east of Saint Paul and Maplewood, limiting the ability of people in the Project area to use transit to meet their transportation needs.*

#### TRANSIT SERVICE LIMITATIONS

Fixed-service bus routes serve the Project area today including local, high-frequency local and express services. **Table 1.3-1** describes the routes and their respective service characteristics, and **Figure 1.3-1** shows these routes’ geographic coverages.

All-day local bus service that operates during midday, evenings and weekends is concentrated in Saint Paul and primarily serves the western half of the Project area and peak-travel-period-only express service with access at select park-and-ride locations on the I-94 corridor serves the eastern half. The communities served by I-94 have no all-day, bidirectional transit service connection, particularly east of Saint Paul and Maplewood (see **Figure 1.3-2**). Much of the Project area is not accessible to transit or has only peak-period service.



**TABLE 1.3-1: EXISTING TRANSIT SERVICE CHARACTERISTICS**

Route	Span of Service	Frequency (Minutes) (Peak/Mid/Eve/Wknd)	Number of Weekday Trips	Number of Weekend Trips	Cities Served
<b>Urban Local Routes</b>					
61	4:51 AM – 10:27 PM	15-30/30/60/60	Eastbound: 38 Westbound: 36	Saturday EB: 14 Sunday EB: 13	<ul style="list-style-type: none"> <li>• Saint Paul</li> <li>• Minneapolis</li> </ul>
63	4:22 AM – 12:40 AM	10-20/20/20-30/20-30	Eastbound: 56 Westbound: 56	Saturday EB: 49 Saturday WB: 49 Sunday EB: 48 Sunday WB: 48	<ul style="list-style-type: none"> <li>• Saint Paul</li> </ul>
64	4:57 AM – 1:16 AM	9-15/10-15/15-30/15-60	Eastbound: 83 Westbound: 83	Saturday EB: 67 Saturday WB: 66 Sunday EB: 43 Sunday WB: 48	<ul style="list-style-type: none"> <li>• Saint Paul</li> <li>• North St. Paul</li> <li>• Maplewood</li> </ul>
70	5:45 AM – 10:11 PM	30/30/60/60	Eastbound: 30 Westbound: 30	Saturday EB: 10 Saturday WB: 11 Sunday EB: 10 Sunday WB: 10	<ul style="list-style-type: none"> <li>• Saint Paul</li> <li>• Maplewood</li> </ul>
74	3:28 AM – 12:43 AM	15-20/20/30/20-30	Eastbound: 57 Westbound: 60	Saturday EB: 49 Saturday WB: 49 Sunday EB: 37 Sunday WB: 38	<ul style="list-style-type: none"> <li>• Saint Paul</li> <li>• Maplewood</li> </ul>
80	6:42 AM – 7:12 PM	30/60/None/30-60	Southbound: 19 Northbound: 19	Saturday SB: 19 Saturday NB: 18 Sunday SB: 10 Sunday NB: 10	<ul style="list-style-type: none"> <li>• Saint Paul</li> <li>• Maplewood</li> </ul>



Route	Span of Service	Frequency (Minutes) (Peak/Mid/Eve/Wknd)	Number of Weekday Trips	Number of Weekend Trips	Cities Served
<b>Suburban Local Routes</b>					
219	5:48 AM – 9:42 PM	30/30/60/60	Southbound: 30 Northbound: 30	Saturday SB: 14 Saturday NB: 14	<ul style="list-style-type: none"> <li>• Saint Paul</li> <li>• Maplewood</li> <li>• White Bear Lake</li> <li>• North St. Paul</li> <li>• Oakdale</li> <li>• Landfall</li> </ul>
<b>Minneapolis Oriented Express and Limited Stop Routes</b>					
353	5:41 AM – 6:23 PM	1 trip/None/None	Eastbound: 1	None	<ul style="list-style-type: none"> <li>• Minneapolis</li> <li>• Saint Paul</li> <li>• Woodbury</li> </ul>
355	6:04 AM – 6:12 PM	10-20/None/None	Eastbound: 13 Westbound: 13	None	<ul style="list-style-type: none"> <li>• Minneapolis</li> <li>• Woodbury</li> </ul>
365	5:38 AM – 6:12 PM	10-30/None/None	Southbound: 10 Northbound: 10	None	<ul style="list-style-type: none"> <li>• Minneapolis</li> <li>• Cottage Grove</li> </ul>
375	5:51 AM – 5:37 PM	10-30/None/None	Eastbound: 10 Westbound: 9	None	<ul style="list-style-type: none"> <li>• Minneapolis</li> <li>• Oakdale</li> </ul>



Route	Span of Service	Frequency (Minutes) (Peak/Mid/Eve/Wknd)	Number of Weekday Trips	Number of Weekend Trips	Cities Served
<b>Saint Paul Oriented Express and Limited Stop Routes</b>					
294	5:24 AM – 5:39 PM	30-60/None/None	Eastbound: 8 Westbound: 9	None	<ul style="list-style-type: none"> <li>• Saint Paul</li> <li>• Maplewood</li> <li>• Oakdale</li> <li>• Lake Elmo</li> <li>• Stillwater</li> <li>• Oak Park Heights</li> </ul>
350	5:32 AM – 5:47 PM	4 Trips/None/None	Eastbound: 4 Westbound: 4	None	<ul style="list-style-type: none"> <li>• Saint Paul</li> <li>• Maplewood</li> </ul>
351	6:19 AM – 5:46 PM	15-30/None/None	Eastbound: 7 Westbound: 8	None	<ul style="list-style-type: none"> <li>• Saint Paul</li> <li>• Woodbury</li> </ul>
361	6:16 AM – 5:12 PM	5-6 Trips/None/None	Southbound: 6 Northbound: 5	None	<ul style="list-style-type: none"> <li>• Saint Paul</li> <li>• Cottage Grove</li> <li>• Newport</li> </ul>
364	5:53 AM – 5:25 PM	3 Trips/None/None	Southbound: 3 Northbound: 3	None	<ul style="list-style-type: none"> <li>• Saint Paul</li> <li>• St. Paul Park</li> <li>• Newport</li> <li>• Cottage Grove</li> </ul>



FIGURE 1.3-1: EXISTING TRANSIT SERVICE AND FACILITIES (TWIN CITIES METROPOLITAN AREA SYSTEM)

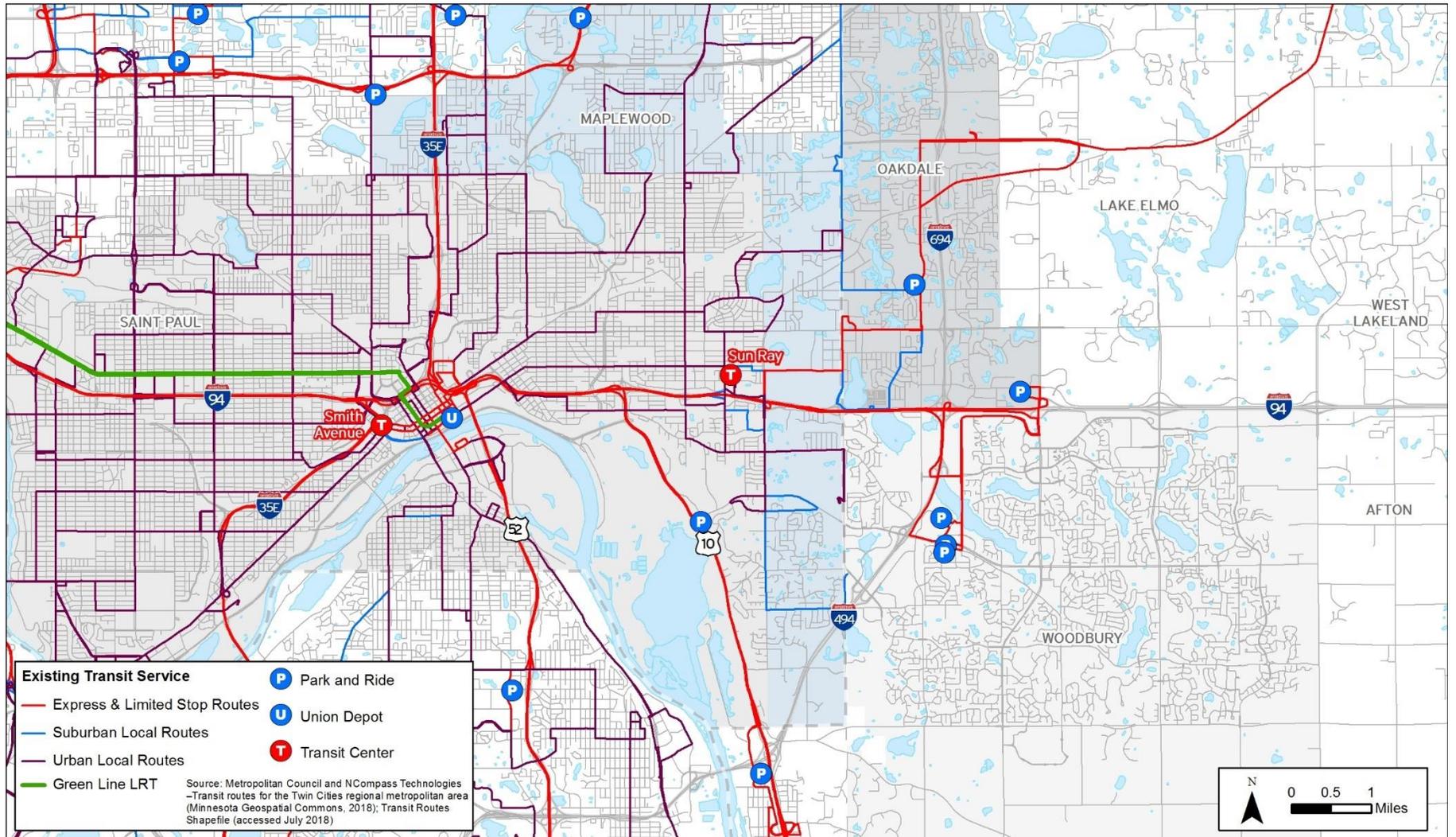
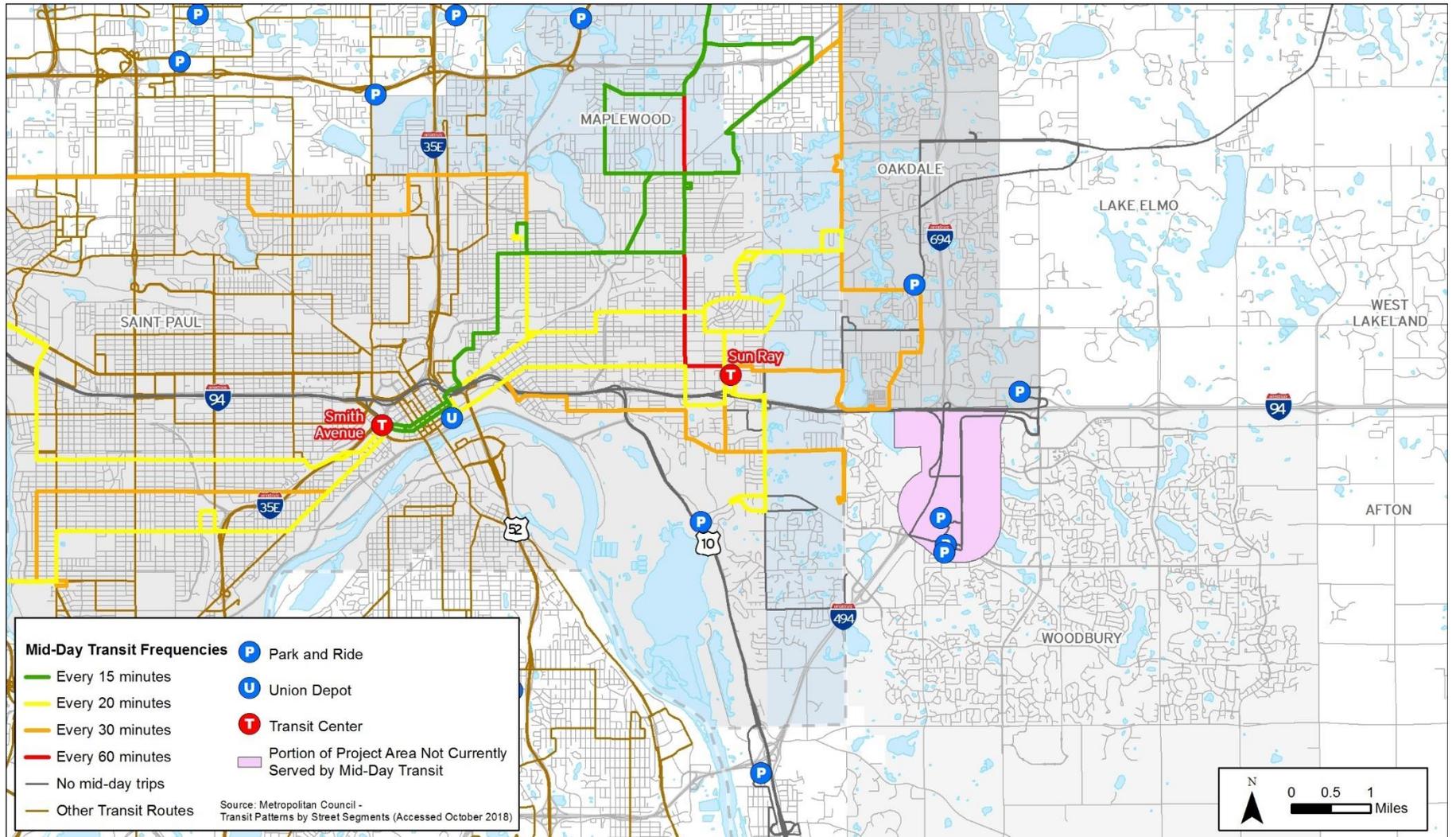




FIGURE 1.3-2: MIDDAY TRANSIT FREQUENCY (TWIN CITIES METROPOLITAN AREA SYSTEM)





As **Figure 1.3-2** shows, Woodbury and Lake Elmo have no off-peak express or local service.

Several routes in the Project area have off-peak frequencies that exceed 30 minutes:

- Route 61 is an urban local service that operates on Larpenteur Avenue, Arcade Avenue and East 7th Street in the Project area. On evenings and weekends, it operates at a 60-minute frequency.
- Route 70 is an urban local service that runs between downtown Saint Paul and Maplewood along East 7th Street, Mounds Boulevard, Burns Avenue, White Bear Avenue and Upper Afton Road. On evenings and weekends, it operates at a 60-minute frequency.
- Route 80 is an urban local service that operates primarily along White Bear Avenue, connecting the Maplewood Mall and Sun Ray Transit Center. It operates at a 30-minute frequency during peak periods; 60-minute frequency during midday; and 30- to 60-minute frequencies on weekends. Route 80 has no evening service.
- Route 219 is a suburban local service that circulates between the Maplewood Mall and Sun Ray Transit Center, and it includes the communities of Saint Paul, Maplewood, White Bear Lake, North Saint Paul, Oakdale and Landfall along the Trunk Highway (TH) 120/Century Avenue corridor. Route 219 operates at a 60-minute frequency during evenings and on Saturdays. The route does not have Sunday service.

## OPPORTUNITY FOR GREATER REGIONAL CONNECTIVITY

Enhanced transit service would improve the ability of people in the Project area to access employment and other destinations in the greater Twin Cities Metropolitan Area. To access the area's rapidly growing regional transitway network, residents, employees and other potential transit-users in the Project area need a reliable and time-competitive option for travel to and from downtown Saint Paul, which serves as a key access point to the regional transitway system (see **Figure 1.1-3**).

The region's extensive bus network that connects Saint Paul to Minneapolis and suburban cities currently serves downtown Saint Paul. The METRO Green Line began operating in 2014, improving access to University Avenue, the State Capitol Complex, the University of Minnesota and downtown Minneapolis.

Union Depot in downtown Saint Paul opened in 2013 as one of two regional multimodal transportation hubs. The facility provides connections to the METRO Green Line and the regional transitway system, Amtrak passenger rail to Chicago and the Pacific Northwest, intercity and regional buses, local bus service, car-sharing service, car-rental service, and bicycle and pedestrian facilities.

**Figure 1.3-2** shows the existing transit service and facilities in the Project area. Downtown Saint Paul also has several planned local and regional transit improvements including the Rush Line BRT, Riverview Corridor, Robert Street Transitway, East 7th Street Arterial BRT, and potential future Saint Paul Streetcar (see **Table 1.1-1**).

Transitways, by definition, provide bidirectional, high-frequency, all-day service. A lack of corresponding service levels in the Project area would limit the benefits of the rest of the regional system.

## GROWING DEMAND

Metro Transit's ridership totaled 81.9 million rides in 2017. Metro Transit has provided more than 80 million rides in each of the past seven years, sustaining the highest ridership the agency has seen in three decades. Ridership in the Project area is part of this regional growth.



Between 2009 and 2015, park-and-ride use at five park-and-rides within the Project area increased by 16 percent.<sup>9</sup> These include Guardian Angels Catholic Church, Walton Park, Christ Episcopal Church, Woodbury Lutheran Church and Woodbury Theatre. Because nearly all park-and-ride users are express bus riders, it follows that express bus ridership in the Project area grew similarly during this period. As of 2017, 78 percent of available spaces at the five-Project area park-and-rides were occupied.

Park-and-ride demand has been growing, particularly in the Woodbury/Lake Elmo area. To address this demand, the Council is planning to build a new 550-space park-and-ride in the northwest quadrant of the I-94/Manning Avenue Interchange in Lake Elmo to open in late 2019, when the Council also plans to extend express bus service to downtown Minneapolis and downtown Saint Paul from the new park-and-ride.

### 1.3.2.2. Policy Shift Toward Travel Choices and Multimodal Investments

*Summary: I-94 and local roadways in the Project area are congested today during peak periods. Modeling forecasts anticipate increased traffic volumes and congestion in the future. Funding for roadway projects will not be adequate to address the congestion problem. State and regional transportation policies identify the need to provide alternatives to traveling in congested conditions.*

#### CONGESTION

I-94 experiences significant recurring congestion, particularly during the morning peak period between downtown Saint Paul and at Century Avenue at the Maplewood/Oakdale border. Morning westbound congestion ranges from one to two hours daily at the eastern end of this segment to two to three hours near downtown Saint Paul. In the evening, three or more hours of recurring eastbound congestion occurs daily on I-94 in downtown Saint Paul.

The Minnesota Department of Transportation (MnDOT) defines congestion as any 15-minute period where travel speeds are less than 45 mph. The speed threshold of 45 mph is significant because it is the speed at which “shock waves” can occur.<sup>10</sup> A shock wave is the phenomenon where most of the vehicles in a traffic stream brake. Several events can create the shock wave condition including a lane ending, large traffic volumes entering the freeway, traffic incidents or weather conditions. As the rate of movement of the shock wave increases, the potential for rear-end or sideswipe collisions increases. Multiple shock waves can spread from one instance of a slowdown in traffic and blend together with other extended periods of congestion upstream.

As with recurring freeway congestion in other locations, the congested locations on I-94 in the Project area result not just in slower traffic and potential safety concerns but also in decreased reliability and predictability of the highway in terms of travel time. **Figure 1.3-3** shows daily freeway congestion.

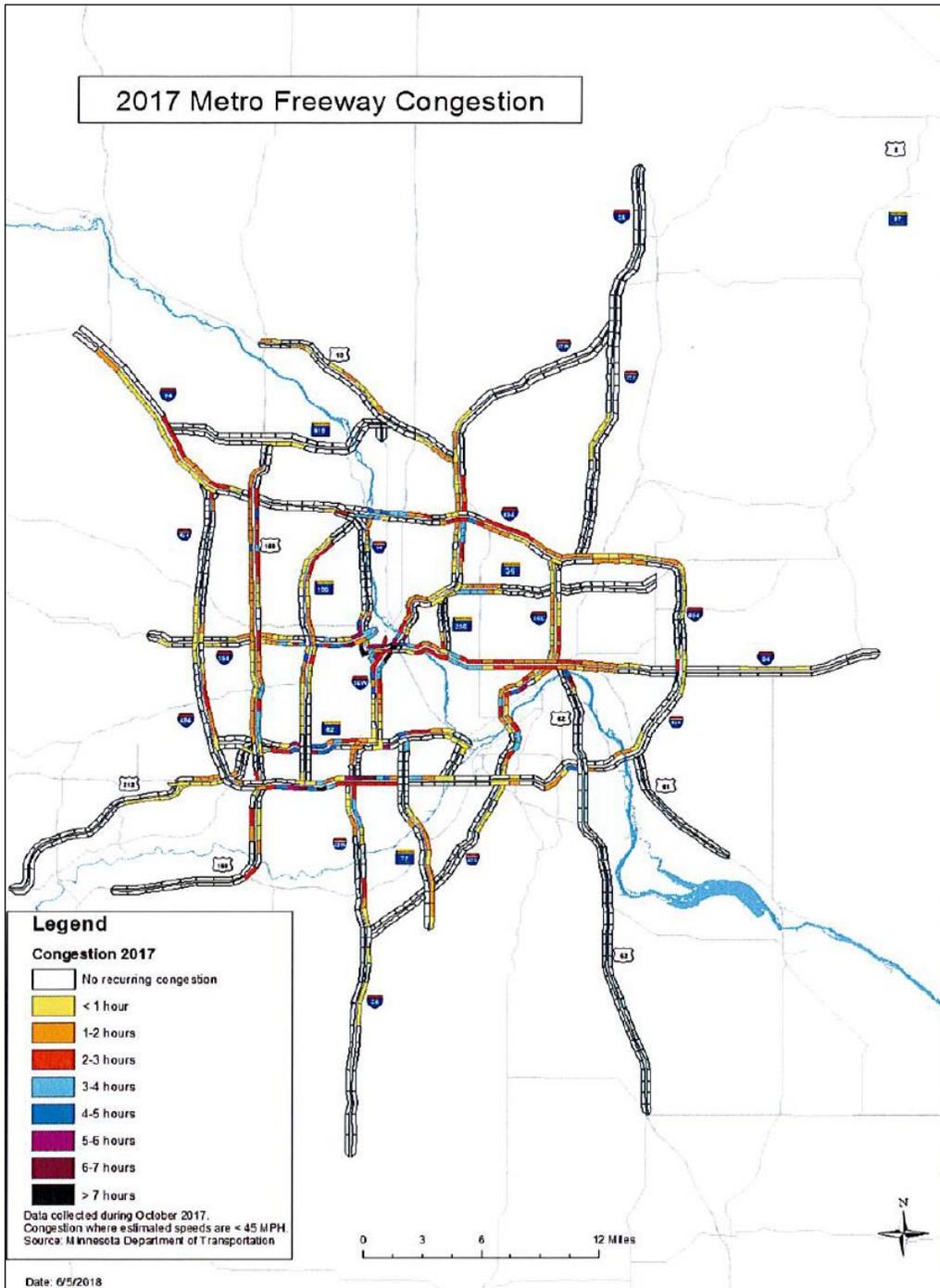
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<sup>9</sup> Metropolitan Council. 2017 Annual Regional Park-and-Ride System Report. January 2018. Available at: [https://www.metrotransit.org/Data/Sites/1/media/park-and-ride/07-013-01-18\\_2017-annual-regional-park-and-ride-report-revised2.pdf](https://www.metrotransit.org/Data/Sites/1/media/park-and-ride/07-013-01-18_2017-annual-regional-park-and-ride-report-revised2.pdf). Accessed October 2018.

<sup>10</sup> Minnesota Department of Transportation. 2017 Congestion Report – Metropolitan Freeway System. January 2017. Available at: <http://www.dot.state.mn.us/rtmc/reports/congestionreport2017.pdf>. Accessed October 2018.



FIGURE 1.3-3: 2017 METRO FREEWAY CONGESTION (DAILY)



Source: Minnesota Department of Transportation

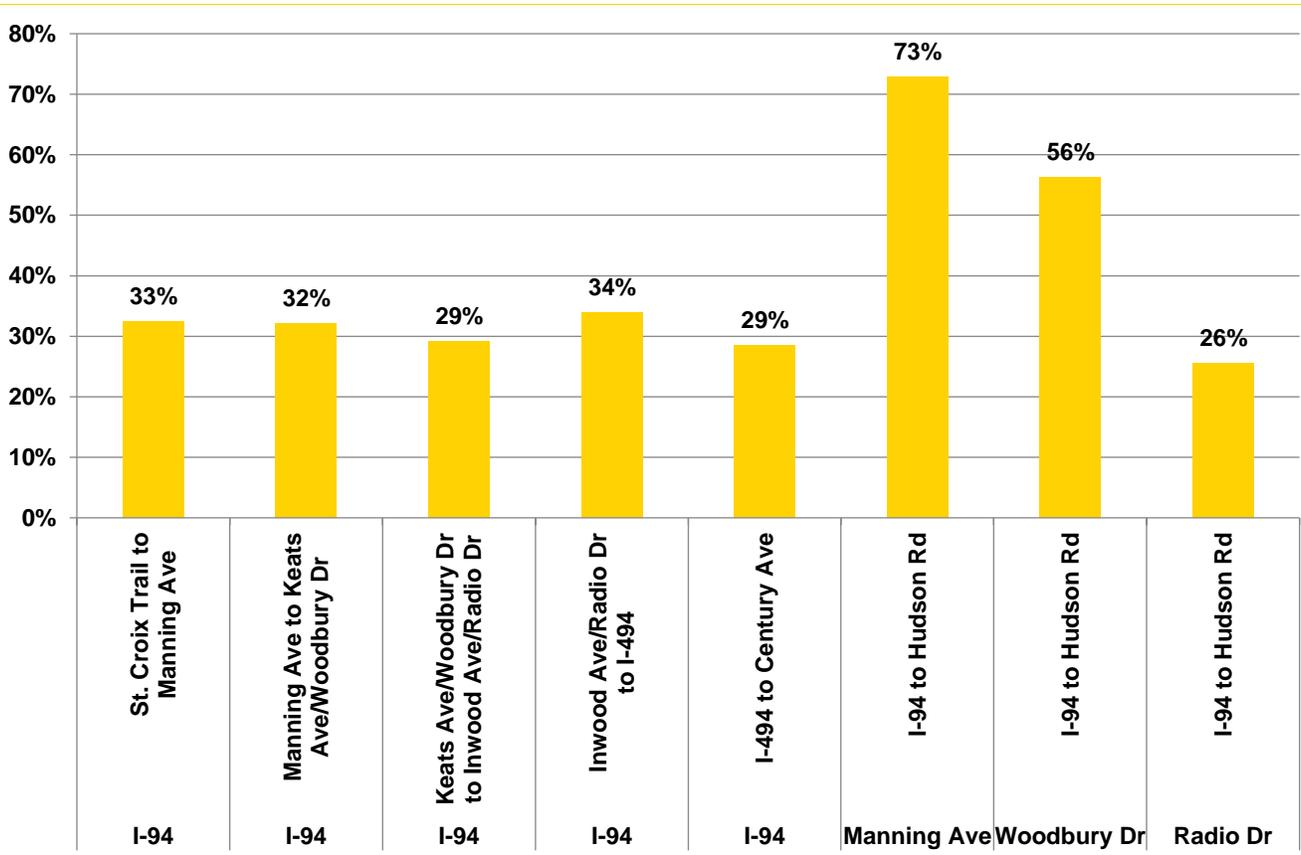


### FORECASTED INCREASES IN TRAVEL VOLUMES

East of Century Avenue, where there is less congestion today than in the rest of the Project area, forecasts anticipate substantial traffic growth over the next 10 years. The Council anticipates the percentage of congested miles on Twin Cities urban freeways will grow by 24 to 34 percent over the next 10 years.

Forecasts also anticipate that arterial roadway volumes in the eastern part of the Project area will grow by 2040. The Council anticipates approach volumes north and south of I-94 at County State Aid Highway (CSAH) 13 (Radio Drive/Inwood Avenue), CSAH 19 (Woodbury Drive/Keats Avenue), and CSAH 15/TH 95 S (Manning Avenue) will reach volumes between 24,200 and 50,800 vehicles per day (vpd), representing growth of 9,200 to 18,300 vpd for each approach (see **Figure 1.3-4**). This growth in arterial volume is anticipated to result in operational deficiencies in both the AM and PM peak hours.<sup>11</sup>

**FIGURE 1.3-4: PERCENT CHANGE IN AVERAGE DAILY TRAFFIC<sup>a</sup> – EXISTING TO 2040**



<sup>a</sup> 2014 average weekday daily traffic on freeways and 2010/2012 annual average daily traffic on arterial roadways.

<sup>11</sup> Minnesota Department of Transportation. *Rethinking I-94 Phase I Report*. August 2018. Available at: <http://www.dot.state.mn.us/I-94minneapolis-stpaul/pdf/vision/phase-1-report.pdf>. Accessed November 2018.



## LIMITED MAJOR INVESTMENTS PLANNED TO ADDRESS CAPACITY NEEDS

MnDOT's 2019-2022 State Transportation Improvement Program<sup>12</sup> does not identify projects that would add capacity within the Project area. There are two MnDOT projects factored in the No-Build Alternative that would add auxiliary lanes in the Project area. These projects increase traffic flow but do not add capacity in the form of additional travel lanes. The first project, completed in October 2018, provides auxiliary lanes on I-94 eastbound between East 7th Street and Mounds Boulevard in Saint Paul. The second project, programmed for 2019, includes auxiliary lanes at the I-694/I-494/I-94 interchange.

Also included in the No-Build Alternative is the managed lanes project along I-94 between Minneapolis and Saint Paul that could overlap the Project between Mounds Boulevard and TH 61. Concepts for this project are currently being studied by MnDOT.

The Minnesota State Highway Investment Plan: 2018-2037<sup>13</sup> includes a 20-year investment direction that focuses on maintaining the existing state highway system while making limited mobility investments. The lack of programmed projects in the Project area is consistent with highway funding constraints locally and nationally.

## REGIONAL AND STATE POLICY EMPHASIS ON MULTIMODAL INVESTMENTS

The State of Minnesota and the Twin Cities Metropolitan Area are shifting away from addressing highway congestion through investments in just a single mode of transportation – automobile – and are instead including multiple travel modes such as transit, bicycling and walking in addition to automobile. This policy shift will provide alternatives to traveling in congested highway conditions. To this end, a key strategy in the Statewide Multimodal Transportation Plan: 2017-2036<sup>14</sup> is:

*Maintain and improve multimodal transportation connections essential for Minnesotans' prosperity and quality of life. Strategically consider new connections that help meet performance targets and maximize social, economic and environmental benefits.... As a state agency, MnDOT, in cooperation with other transportation partners, strives to provide connections that move people and goods across the state and within regions. This includes roadways, waterways, intercity and regional bus, airports, rail and bicycle routes.*

The Council's 2040 TPP (2018 Update) for the Twin Cities Metropolitan Area also prioritizes multimodal investments and the importance of a balanced approach to meeting travel demand. The 2040 TPP (Update 2018) includes the following strategies that emphasize transit and the need for alternatives to traveling on congested highways:

- **C1. Promoting Alternatives:** Regional transportation partners will continue to work together to plan and implement transportation systems that are multimodal and provide connections between modes. The Metropolitan Council will prioritize regional projects that are multimodal and cost-effective and encourage investments to include appropriate provisions for bicycle and pedestrian travel.

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<sup>12</sup> Minnesota Department of Transportation. State of Minnesota 2019-2022 State Transportation Improvement Program. September 2018. Available at: [http://www.dot.state.mn.us/planning/program/pdf/stip/2019\\_22%20Final%20STIP.pdf](http://www.dot.state.mn.us/planning/program/pdf/stip/2019_22%20Final%20STIP.pdf). Accessed December 2018.

<sup>13</sup> Minnesota Department of Transportation. Minnesota State Highway Investment Plan: 2018-2037. January 2017. Available at: [http://minnesotago.org/application/files/7914/8431/7219/MnSHIP\\_Final\\_Jan2017\\_With\\_Appendices.pdf](http://minnesotago.org/application/files/7914/8431/7219/MnSHIP_Final_Jan2017_With_Appendices.pdf). Accessed November 2018.

<sup>14</sup> Minnesota Department of Transportation. Statewide Multimodal Transportation Plan: 2017-2036. January 2017. Available at: [http://minnesotago.org/application/files/7414/8642/7717/SMTP\\_Plan\\_Final\\_Jan2017\\_small.pdf](http://minnesotago.org/application/files/7414/8642/7717/SMTP_Plan_Final_Jan2017_small.pdf). Accessed November 2018.



- C4. Access to Destinations:** Regional transportation partners will promote multimodal travel options and alternatives to single-occupant vehicle travel and highway congestion through a variety of travel demand management initiatives with a focus on major job, activity, and industrial and manufacturing concentrations on congested highway corridors and corridors served by regional transit service.

### 1.3.2.3. Population and Employment Growth

**Summary:** Forecasts anticipate population and employment growth in the Project area. This growth will in turn increase access needs and travel demand, particularly in the I-94 corridor.

#### POPULATION GROWTH

As **Table 1.3-2** shows, the Twin Cities Metropolitan Area population<sup>15</sup> is continuing to grow, with a projected growth rate of 31 percent between 2010 and 2040, according to the 2010 census and the regional forecasts from the Council’s *Thrive MSP 2040* plan.<sup>16</sup> Population growth within Washington County accounts for approximately 10 percent of the region’s 2010 to 2040 projected growth, with approximately 92,064 anticipated new residents. Within the Project area, forecasts anticipate particularly strong population growth in Woodbury, which only has express bus service (see **Figure 1.3-5**).

**TABLE 1.3-2: EXISTING AND FUTURE POPULATION**

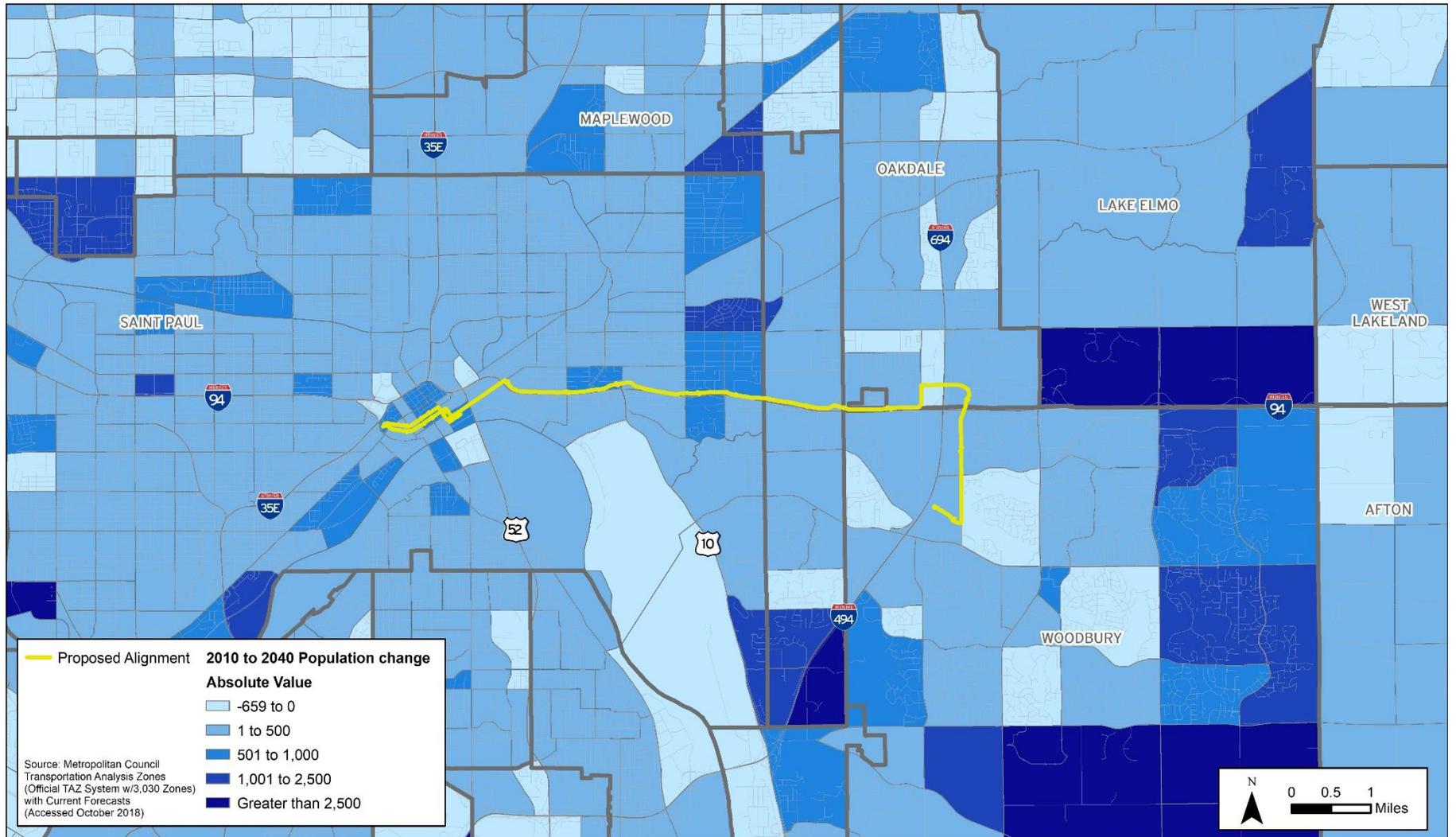
Area	2010	2040	% Change 2010-2040
Ramsey County	508,640	594,120	16.8%
Washington County	238,136	330,200	38.6%
Saint Paul	285,068	334,100	17.2%
Maplewood	38,018	48,600	27.8%
Landfall	663	630	-4.9%
Oakdale	27,401	30,200	10.2%
Woodbury	61,961	87,800	41.7%
<b>City Total</b>	<b>413,111</b>	<b>501,330</b>	<b>21.4%</b>
<b>Twin Cities Metropolitan Area</b>	<b>2,855,245</b>	<b>3,738,047</b>	<b>30.9%</b>

<sup>15</sup> The Metropolitan Council’s 2040 projections formed the basis for the population and employment forecasts, which this Environmental Assessment updated based on input from Project area communities. The Council uses a regional economic model to forecast population, household and employment figures. After the regional forecast is complete, the Council used land use modeling to determine future population, households and employment data to specific communities within the region. Finally, the Council adjusts these results based on input from local governments and planners who supplied information about local development. The Council updates its 30-year regional and local forecasts at least once per decade. (Metropolitan Council. “Census Data, Forecasts, and Population Estimates”. Available at: <http://www.metrocouncil.org/Data-and-Maps/Data/Census-Forecasts-Estimates.aspx>. Accessed September 2018.)

<sup>16</sup> Metropolitan Council. *Thrive MSP 2040: One Vision, One Metropolitan Region*. Adopted May 28, 2014. Available at: <https://metrocouncil.org/Planning/Projects/Thrive-2040/Thrive-MSP-2040-Plan.aspx?source=child>. Accessed October 2018.



FIGURE 1.3-5: 2010-2040 POPULATION GROWTH IN THE PROJECT AREA





## EMPLOYMENT GROWTH

Forecasts anticipate Project-area employment will grow rapidly between 2010 and 2040. In this time frame, Ramsey County expects to add about 76,000 jobs and Washington County expects to add about 33,000 jobs. Together, these numbers account for 20 percent of the seven-county Twin Cities Metropolitan Area’s anticipated employment growth during that period.

**Table 1.3-3** shows current employment and future employment forecasts for the Project area. Net job gains are concentrated in Saint Paul (+37,567), Maplewood (+7,165), and Woodbury (+9,262). Anticipated employment growth in Woodbury and Oakdale is concentrated along the I-94 corridor (see **Figure 1.3-6**).

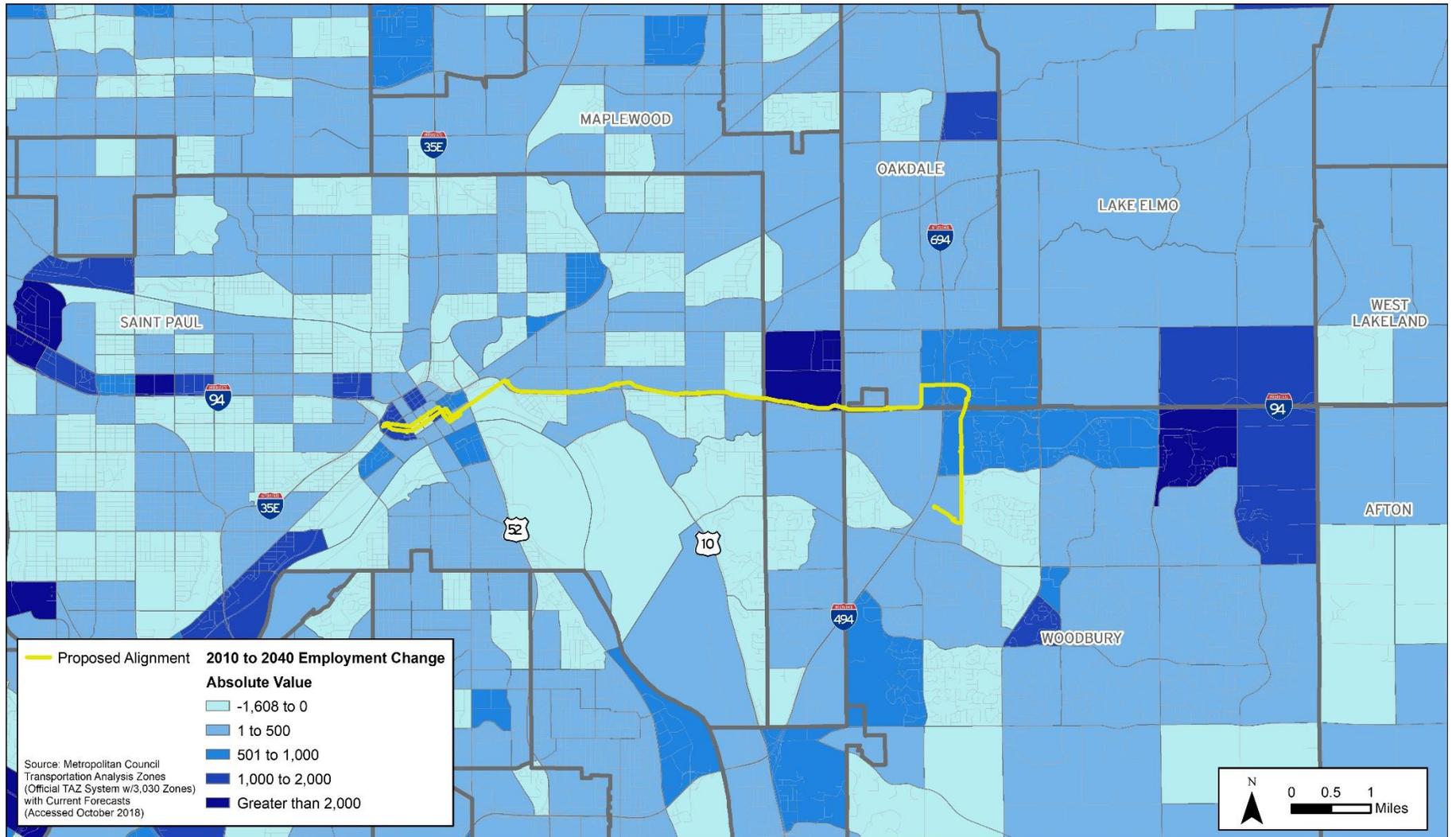
**TABLE 1.3-3: EXISTING AND FUTURE EMPLOYMENT**

Area	2010	2040	% Change 2010-2040
Ramsey County	316,937	393,070	24.0%
Washington County	71,897	105,410	46.6%
Saint Paul	175,933	213,500	31.6%
Maplewood	27,635	34,800	25.9%
Landfall	25	30	20.0%
Oakdale	8,651	14,000	61.8%
Woodbury	19,438	28,700	47.6%
<b>City Total</b>	<b>231,682</b>	<b>291,030</b>	<b>25.6%</b>
<b>Twin Cities Metropolitan Area</b>	<b>1,543,872</b>	<b>2,039,000</b>	<b>32.0%</b>

Source: Minnesota Department of Employment and Economic Development (2013), Thrive 2040 MSP (Metropolitan Council, January 2018), 2010 census, Woods & Poole (2013)



FIGURE 1.3-6: 2010-2040 EMPLOYMENT GROWTH IN THE PROJECT AREA





#### 1.3.2.4. Needs of People Who Depend on Transit

**Summary:** *Deficiencies in transit service limit the ability of people in the Project area who depend on transit for access to employment and other needs.*

The communities in the Project area are home to several populations that depend on transit to meet their transportation needs. These communities have 18,100 households without a vehicle, over one-fifth of the seven-county Twin Cities Metropolitan Area's zero-vehicle population (see **Table 1.3-4**). Most of these households (87 percent) are in Saint Paul, including the City's east-side neighborhoods that the Project would serve.

The following narrative assumes that people who depend on transit would access the Project directly or via other existing transit service; for this reason, the data presented are for the communities within the Project area only and not the community that does not currently have transit access to the Project area.

In these communities, the number of zero-vehicle households is 3.2 percent greater than for the Twin Cities Metropolitan Area as a whole. This is due to significantly higher-than-average numbers in Saint Paul, Maplewood and Landfall.

People who are transit-dependent rely on transit for most or all of their travel needs<sup>17</sup> including work, shopping and social trips. Such trips can occur throughout the day and throughout the week, including in the evenings or on weekends when transit service is often infrequent. The peak-hour express service in the I-94 corridor today does not serve people whose jobs are outside of the traditional workday. People who depend on transit are more likely to require transfers to complete their trips.<sup>18</sup> Thus, the limitations in the existing transit service described in **Section 1.3.2.1** are particularly acute for these populations.

The number of zero-vehicle households (see **Figure 1.3-7**) illustrates the transit dependence of the communities in Ramsey and Washington counties.

The percentage of the population that is low-income is also higher in these communities than it is in Ramsey County, Washington County and the Twin Cities Metropolitan Area (see **Table 1.3-4**). Of these communities, Landfall and Saint Paul have the highest percentages of low-income individuals at approximately 35 percent and 22 percent, respectively. The section addressing environmental justice in the *Community and Social Resources Technical Report* in **Appendix A** provides a more detailed discussion of low-income communities.

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<sup>17</sup> Delbosc, Alexa. "Transit Dependence." *Encyclopedia of Transportation: Social Science and Policy*. Ed. Mark Garrett. Vol. 19. Thousand Oaks, CA: SAGE Publications Inc., 2014. 1434-36. SAGE knowledge. Accessed December 2015.

<sup>18</sup> Thompson, Gregory, Ph.D.; Brown, Jeffrey, Ph.D.; Bhattacharya, Torsha; Jaroszynski, Michal. "Understanding Transit Ridership Demand for a Multi-Destination, Multimodal Transit Network in an American Metropolitan Area: Lessons for Increasing Choice Ridership While Maintaining Transit Dependent Ridership." *Mineta Transportation Institute Report 11-06. 2012*. Available at: <http://transweb.sjsu.edu/sites/default/files/1003-multi-destination-multimodal-metropolitan-area-transit-riders.pdf>. Accessed December 2015.



**TABLE 1.3-4: VEHICLE OWNERSHIP AND INCOME IN THE PROJECT AREA COMMUNITIES**

Area	Total Population	Total Occupied Households	Zero-Vehicle Households	% of Households with Zero Vehicles	Low-Income Population	% Low-Income Population
Ramsey County	531,528	207,327	22,107	10.7%	82,252	15.9%
Washington County	248,745	91,282	2,926	3.2%	12,496	5.1%
Saint Paul	297,160	112,571	15,688	13.9%	62,405	21.6%
Maplewood	39,678	15,153	1,385	9.1%	3,574	9.2%
Landfall	793	297	26	8.8%	272	34.8%
Oakdale	27,956	11,274	594	5.3%	1,753	6.3%
Woodbury	66,699	24,283	404	1.7%	2,192	3.3%
<b>City Total</b>	<b>432,286</b>	<b>163,578</b>	<b>18,097</b>	<b>11.1%</b>	<b>70,196</b>	<b>16.6%</b>
<b>Twin Cities Metropolitan Area</b>	<b>2,978,822</b>	<b>1,157,541</b>	<b>91,186</b>	<b>7.9%</b>	<b>302,192</b>	<b>10.3%</b>

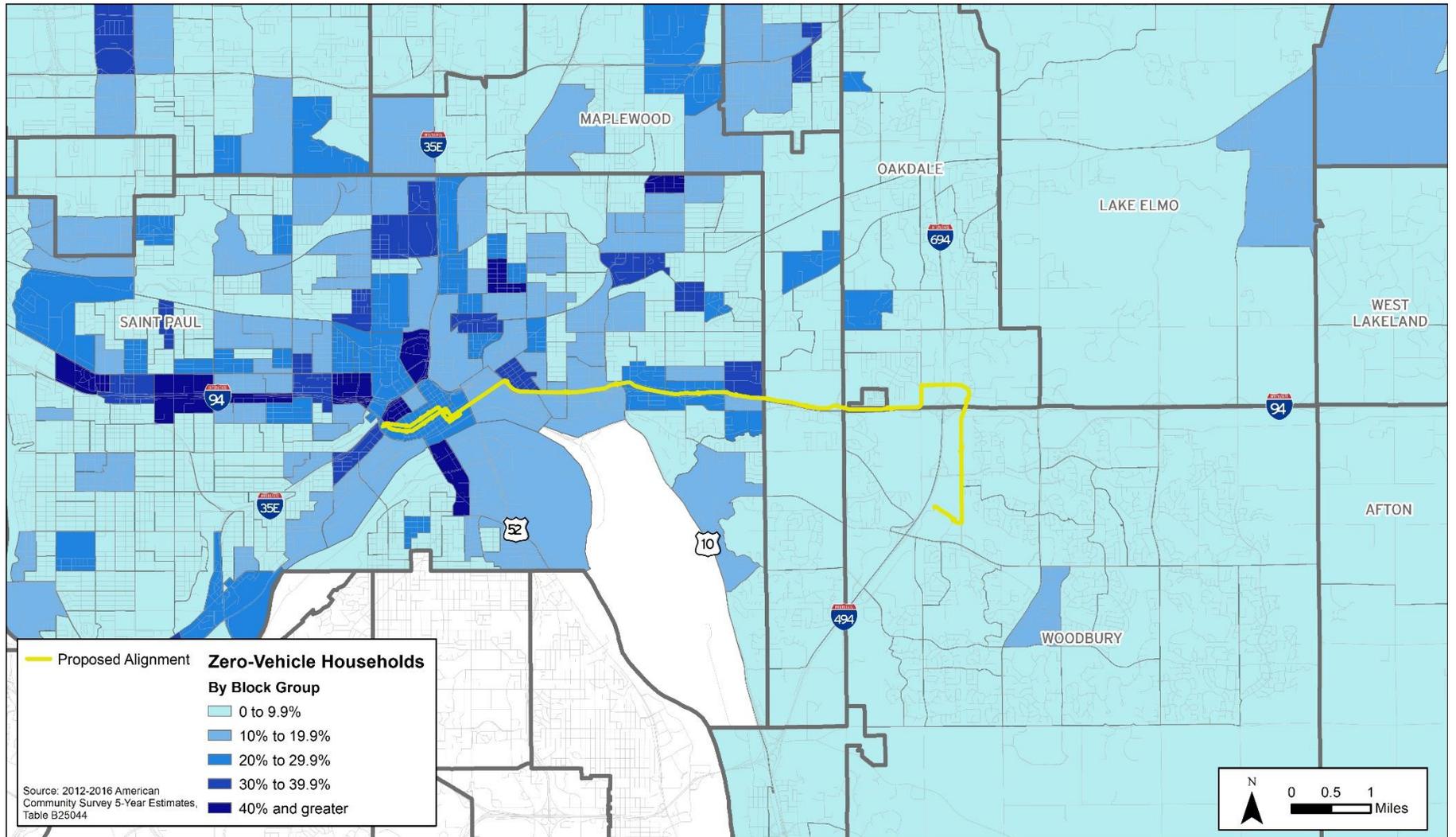
<sup>a</sup> Defined as all persons living below the poverty line.

Source: U.S. Census Bureau<sup>19</sup>

<sup>19</sup> U.S. Census Bureau. 2012-2016 American Community Survey 5-Year Estimates. Available at: <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>. Accessed November 2018.



FIGURE 1.3-7: ZERO-VEHICLE HOUSEHOLDS IN THE PROJECT AREA COMMUNITIES





### 1.3.2.5. Local and Regional Objectives for Growth and Prosperity

**Summary:** *Without improved transit service, Project area communities have limited abilities to implement local and regional policies that encourage multimodal transportation, transit, compact development and environmental preservation.*

Local, county and regional governments in the Project area have established planning frameworks for growth that emphasize multimodal transportation systems, encourage transit, and support maintaining and improving environmental quality.

#### REGIONAL PLANS

As the greater Twin Cities regional government, the Council developed the *Thrive MSP 2040* plan to guide the orderly economic development of the seven-county region. The plan focuses on five outcomes that reflect a regional vision: stewardship, prosperity, equity, livability and sustainability. The plan calls out specific ways in which the Council should leverage its authority to support each of these outcomes. Many of these put emphasis on transit and TOD including the following:

- Pivot from expanding to maintaining our region's wastewater and highway infrastructure (stewardship outcome)
- Leverage transit investments with higher expectations of land use (stewardship outcome)
- Plan for and invest in infrastructure, amenities, and quality of life needed for economic competitiveness (prosperity outcome)
- Create real choices in where we live, how we travel and where we recreate for all residents, across race, ethnicity, economic means and ability (equity outcome)
- Provide housing and transportation choices for a range of demographic characteristics and economic means (livability outcome)
- Align resources to support TOD and walkable places (livability outcome)
- Operate the region's wastewater treatment and transit systems sustainably (sustainability outcome)

Building upon these and other outcomes, *Thrive MSP 2040* establishes four policies to guide growth in the region:

1. Accommodate growth in a flexible, connected and efficient manner
2. Plan and invest in multimodal transportation choices to slow the growth of traffic congestion and serve the region's economic needs
3. Encourage expanded choices in housing locations and types and improved access to jobs and opportunities
4. Conserve, protect and enhance the region's vital natural resources



## COUNTY PLANS

Ramsey and Washington counties’ land use and transportation plans include policies and other language emphasizing transit and TOD. **Table 1.3-5** gives key examples. Draft comprehensive plan updates for the Ramsey and Washington County have been submitted to the Council and are currently under review and are not in effect.

**TABLE 1.3-5: COUNTY PLANS FOR GROWTH AND TRANSPORTATION**

Plan	Language/Content
<i>Ramsey County 2030 Comprehensive Plan</i> <sup>20</sup>	<p>Adopts the policies outlined in the Council’s <i>2030 Regional Development Framework</i><sup>21</sup> and further promotes multimodal transportation and transit solutions including TOD and compact growth strategies. Specific citations are paraphrased below.</p> <ul style="list-style-type: none"> <li>• Page A-4: Policy 2. Plan for and invest in multimodal transportation, factoring the full range of costs and benefits, to slow congestion growth and serve the region’s economic needs</li> <li>• Page A-6: Goal. Promote multimodal transit and transportation solutions that effectively serve our citizens</li> <li>• Page B-5: Transportation. Ramsey County will: <ul style="list-style-type: none"> <li>› Encourage compact development that will provide a mix of housing, jobs, and services within easy walking distance</li> <li>› Cluster jobs and commerce</li> <li>› Design developments to accommodate walking, biking or transit use, which balances automobile and alternate forms of transportation. Due to the relationship between land use and transportation, Ramsey County and the municipalities should plan for future growth and transportation needs together.</li> </ul> </li> </ul>

<sup>20</sup> Ramsey County. *Ramsey County 2030 Comprehensive Plan. Adopted 2008. Available at: <https://www.ramseycounty.us/sites/default/files/Open%20Government/Ramsey%20County%202030%20Comprehensive%20Plan%20%28Nov.%202009%29.pdf>. Accessed October 2018.*

<sup>21</sup> Metropolitan Council. *2030 Regional Development Framework. Amended December 14, 2006. Available at: <https://metro council.org/Planning/Publications-And-Resources/2030-Regional-Development-Framework.aspx>. Accessed November 2018.*



Plan	Language/Content
<i>Washington County 2030 Comprehensive Plan</i> <sup>22</sup>	<p>Includes a series of policies and strategies aimed at effectively planning for and implementing transit (Policies 3-18, 4-8, 4-9, 4-11) and encouraging TOD (Policies 3-10, 4 12). The plan identifies the I-94 corridor as a potential future transitway, with reference to the Gateway Corridor Alternatives Analysis study. The following citations are paraphrased:</p> <ul style="list-style-type: none"><li>• Policy 3-10: Encourage TOD, pedestrian-oriented, neotraditional, suburban-style growth that uses land in an efficient manner in locations that connect to transportation and transit systems</li><li>• Policy 3-18: Support land use patterns that efficiently connect housing, jobs, transportation, transit, and retail and commercial centers</li><li>• Policy 4-8: Support the delivery of appropriate levels and types of transit service to match the specific needs of the county, based on its unique values, geography, economy and socioeconomic profile</li><li>• Policy 4-9: Coordinate investment in transit infrastructure with land use and transportation planning</li><li>• Policy 4-11: Advocate and promote long-term investments in transit infrastructure that increase operating efficiency, lower operating costs and increase ridership</li><li>• Policy 4-12: Support land use policies and densities that promote the development of transit-supportive districts to focus transit service and capital investment</li></ul>

<sup>22</sup> Washington County. *Washington County 2030 Comprehensive Plan – A Policy Guide to 2030. Adopted 2010. Available at: <https://www.co.washington.mn.us/DocumentCenter/View/131/CP-Final-Book-02-14-11?bidId=.%20>. Accessed October 2018.*



## CITY AND OTHER LOCAL PLANS

Local land use plans for the communities within the Project area identify areas for compact growth along existing transit corridors, including I-94, and emphasize regional and local connections as critical to economic competitiveness. Maintaining and improving environmental quality is a local priority within the communities within the Project area. **Table 1.3-6** summarizes and paraphrases relevant elements of local plans. Draft comprehensive plan updates for the cities of Saint Paul, Maplewood, Oakdale and Woodbury have been submitted to the Council and are currently under review and are not in effect. The City of Landfall Village 2040 Comprehensive Plan was adopted in September 2017.

**TABLE 1.3-6: COMMUNITY LOCAL PLANS FOR GROWTH AND TRANSPORTATION**

Plan	Language/Content
<p><i>City of Saint Paul Comprehensive Plan (Adopted February 2010)</i><sup>23</sup></p>	<ul style="list-style-type: none"> <li>• <b>Land Use</b> <ul style="list-style-type: none"> <li>▸ Designate the following uses along the Project area: downtown, mixed use corridor, residential corridor, transportation, industrial, opportunity sites, and neighborhood centers. The strategies below describe Neighborhood Centers and Mixed Use Corridors more specifically in terms of their relationships to transit and TOD.</li> <li>▸ Strategy 1.2: Permit high-density residential development in Neighborhood Centers, Mixed Use Corridors, the Central Corridor, and Downtown. For Mixed Use Corridors, the City should permit residential development of 30-150 dwelling units per acre, including Neighborhood Centers within Mixed Use Corridors. Residential development in Downtown should be permitted at a density of 35-200 dwelling units per acre.</li> <li>▸ Strategy 1.12: Balance the following objectives for Neighborhood Centers through the density and scale of development: accommodating growth, supporting transit use and walking, providing a range of housing types, providing housing at densities that support transit, and providing open space and recreational opportunities</li> <li>▸ Strategy 1.14: Plan for growth in Neighborhood Centers</li> <li>▸ Strategy 1.28: Promote conditions that support those who live and work along Mixed Use Corridors, including frequent transit service, vibrant business districts and a range of housing choices</li> </ul> </li> </ul>

<sup>23</sup> City of Saint Paul. "Comprehensive Plan – Adopted February 24, 2010". Available at: <https://www.stpaul.gov/departments/planning-economic-development/planning/citywide-plans>. Accessed May 31, 2018.



Plan	Language/Content
<p><i>City of Maplewood Comprehensive Plan (Adopted January 2010)</i><sup>24</sup></p>	<ul style="list-style-type: none"> <li>• <b>Transportation</b> <ul style="list-style-type: none"> <li>▸ The plan aims to “provide balance and choice,” “support active lifestyles and a healthy environment,” and “enhance and connect the city.” As a part of these strategies, the plan notes that regional and local connections are critical to the City’s competitiveness. The plan calls out the Union Depot as a critical hub for growing transportation connections.</li> <li>▸ Page T-11: The map illustrating Saint Paul’s preferred transitway network identifies the I-94 corridor as a transitway</li> <li>▸ Strategy 2-6: Calls for Saint Paul to work with other agencies to study and implement new limited-stop, express service, BRT or rail service where ridership or future land use potential warrants</li> </ul> </li> <li>• <b>Land Use</b> <ul style="list-style-type: none"> <li>▸ Page 5-4: Goal 6-8: encourage coordinating land use planning with transportation and intensifying development along existing transit corridors, while maintaining and upgrading environmental quality</li> </ul> </li> <li>• <b>Transportation</b> <ul style="list-style-type: none"> <li>▸ Page 8-5: Transit Policies:                             <ul style="list-style-type: none"> <li>» Maplewood will work with regional transit agencies to help secure transit service that better serves the needs of the residents of the City</li> <li>» Maplewood supports Metro Transit’s construction of new or improved bus stops and shelters</li> <li>» The City supports efforts by Metro Transit to ... improve off-peak service and improve express service to Saint Paul and Minneapolis</li> <li>» Maplewood supports efforts by other agencies to improve transit service in the City by the addition of transitways on the arterial roadways. The City will encourage higher-density economic development and redevelopment near corridors where transitways are added to arterials</li> <li>» The City should coordinate its sidewalk and trails plan to encourage walking, biking, and bus usage</li> </ul> </li> </ul> </li> </ul>

<sup>24</sup> City of Maplewood. “2030 Comprehensive Plan”. Adopted January 25, 2010. Available at: <https://maplewoodmn.gov/DocumentCenter/Index/110>. Accessed November 2018.



Plan	Language/Content
<p><i>City of Landfall Village 2040 Comprehensive Plan (September 2017)</i><sup>25</sup></p>	<ul style="list-style-type: none"> <li>• <b>Housing</b> <ul style="list-style-type: none"> <li>▸ Policy 3: “It is the policy of the City of Landfall Village to protect its natural resources and environment while maintaining housing affordability.”</li> <li>▸ Policy 6: “It is the policy of the City of Landfall Village to offer access to transit for all residents.”</li> </ul> </li> </ul>
<p><i>2030 Oakdale Comprehensive Plan (May 2010)</i><sup>26</sup></p>	<ul style="list-style-type: none"> <li>• <b>Land Use and Redevelopment</b> <ul style="list-style-type: none"> <li>▸ Land Use Goal 2, Redevelopment Goals 1 and 2: Direct development where opportunity exists in a way that conserves and protects environmental features and amenities</li> <li>▸ Page 7-19: Redevelopment/Transit Access, “When possible, connections to transit facilities should be made to enhance accessibility”</li> </ul> </li> <li>• <b>Transportation</b> <ul style="list-style-type: none"> <li>▸ Goal 3 promotes an integrated approach to transportation and land use planning</li> <li>▸ Page 8-19: The transit section identifies potential local incentives to encourage transit, as well as park-and-rides and car/van pool lots</li> </ul> </li> </ul>
<p><i>City of Woodbury 2030 Comprehensive Plan (July 2010)</i><sup>27</sup></p>	<ul style="list-style-type: none"> <li>• <b>Vision and Guiding Principles</b> <ul style="list-style-type: none"> <li>▸ Woodbury’s Guiding Principles include, “provide for a safe and healthy community,” “manage growth,” and “plan for an effective transportation system”</li> </ul> </li> <li>• <b>Land Use</b> <ul style="list-style-type: none"> <li>▸ High-density residential and mixed land uses are directed to areas transit serves</li> </ul> </li> <li>• <b>Transportation</b> <ul style="list-style-type: none"> <li>▸ The plan identifies the I-94 corridor as important to Woodbury’s transportation system and development, and as suitable for LRT or BRT to the east</li> </ul> </li> </ul>

<sup>25</sup> City of Landfall Village. “2040 Comprehensive Plan”. September 18, 2017. Available at: <http://citcms.cityoflandfall.com/FileUpload/2040%20Comp%20Plan%20Update%2009182017.pdf>. Accessed November 2018.

<sup>26</sup> City of Oakdale. “2030 Oakdale Comprehensive Plan”. May 2010. Available at: <https://www.ci.oakdale.mn.us/DocumentCenter/View/183/Table-of-Contents-PDF>. Accessed November 2018.

<sup>27</sup> City of Woodbury. “2030 Comprehensive Plan”. Adopted July 2010. Available at: [https://www.woodburymn.gov/departments/planning/current\\_comprehensive\\_plan.php](https://www.woodburymn.gov/departments/planning/current_comprehensive_plan.php). Accessed November 2018.



## 1.4. Goals and Objectives

Goals and objectives articulate the desired benefits of the Project and establish a foundation for evaluation measures including quantitative and qualitative criteria for comparing the No-Build and Build alternatives. The following goals (see **Table 1.4-1**) provide a framework for evaluating the Project alternatives:

- Goals 1 and 2 (Tier 1 goals) identify the minimum requirements that the Project would expect an alternative to meet for continued consideration
- Goals 3 through 5 (Tier 2 goals) reflect broader community goals and may be helpful in comparing alternatives that meet the Tier 1 goals. These goals, along with the identified Project needs, provide the basis for the analysis of alternatives discussed in the EA.

**TABLE 1.4-1: PROJECT GOALS AND OBJECTIVES**

Goals	Objectives		Measures
<b>Tier 1 Goals</b>			
<b>Goal 1:</b> Improve Mobility	1	Maximize number of people served (future)	<ul style="list-style-type: none"> <li>• 2040 population and employment within ½-mile of stations</li> <li>• Number of zero-car households within ½-mile of stations in 2040</li> </ul>
	2	Maximize transit ridership	<ul style="list-style-type: none"> <li>• Weekday transit trips</li> <li>• New transit trips</li> <li>• Total corridor-wide transit trips</li> </ul>
	3	Maximize travel time savings	<ul style="list-style-type: none"> <li>• Performance against regional guidelines</li> <li>• Travel times during the morning peak hour compared with single-occupant vehicle and express bus service</li> </ul>
	4	Minimize traffic mobility impacts	<ul style="list-style-type: none"> <li>• Changes in local street capacity and accessibility (intersection restrictions, lane reductions, traffic diversions)</li> </ul>
<b>Goal 2:</b> Provide a Cost-Effective, Economically Viable Transit Option	5	Minimize costs and maximize cost-effectiveness	<ul style="list-style-type: none"> <li>• Capital costs</li> <li>• Annual operating and maintenance costs</li> <li>• Cost-effectiveness</li> </ul>
<b>Tier 2 Goals</b>			
<b>Goal 3:</b> Support Economic Development	6	Maximize number of people served (existing)	Population and employment within ½-mile of stations
	7	Maximize future development opportunities	Capacity and likelihood of development and/or redevelopment in station areas



Goals	Objectives		Measures
<p><b>Goal 4:</b> Protect the Natural Environmental Features of the Project Area</p>	8	Minimize potential environmental impacts	<ul style="list-style-type: none"> <li>• Acres of surface water (wetlands, waterbodies and waterways), floodplain and parkland impact</li> <li>• Net new impervious surface</li> <li>• Impacts to potential environmentally sensitive areas (historic districts, wild and scenic rivers, national river recreation areas)</li> </ul>
<p><b>Goal 5:</b> Preserve and Protect Individual and Community Quality of Life</p>	9	Maximize potential benefits to and minimize potential impacts on the community	<ul style="list-style-type: none"> <li>• Consistency with land use and transportation plans</li> <li>• Provide multimodal infrastructure to promote transportation alternatives</li> <li>• Number of full and partial property acquisitions</li> <li>• Impact on noise sensitive land uses</li> </ul>
	10	Minimize adverse parking, circulation, and safety impacts	<ul style="list-style-type: none"> <li>• Intersection closures</li> <li>• Intersections converted to right-in/right-out</li> <li>• Estimated loss of on-street parking</li> <li>• Number of at-grade transitway street crossings</li> </ul>



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