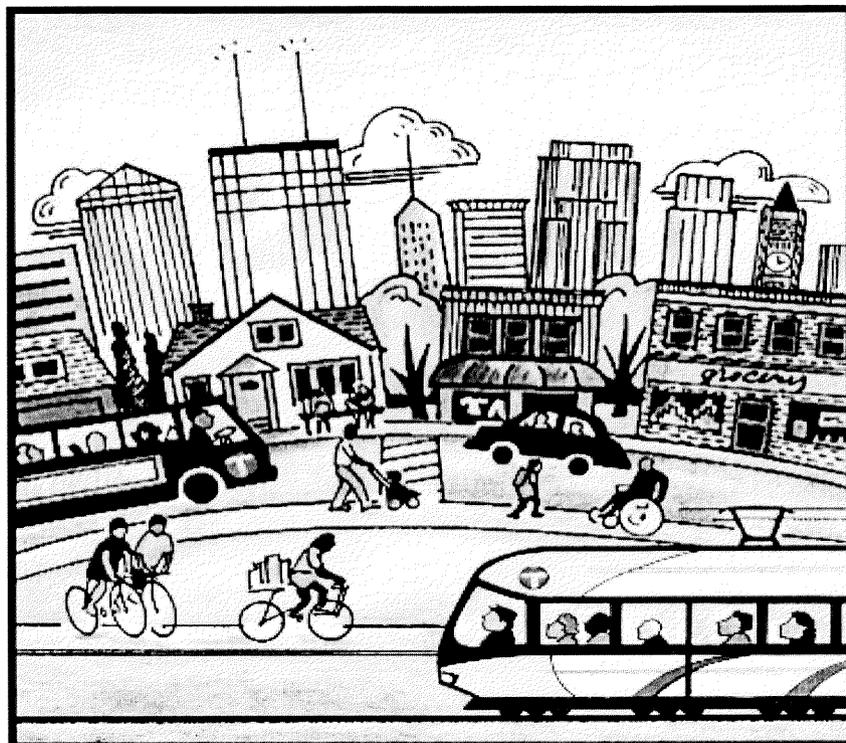


Non-Motorized Transportation Pilot Program for Minneapolis and Adjoining Communities



Work Plan

Submitted to the Federal Highway Administration
and Minnesota Department of Transportation by
Transit for Livable Communities
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NTP Work Plan

Overview

The Non-motorized Transportation Pilot Program (NTP) was established as part of federal law in the summer of 2005. Under Section 1807 of the Safe, Accountable, Flexible, and Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), four communities were designated to carry out this \$100 million, four-year program, with each community receiving one quarter of the authorized funds. Transit for Livable Communities (TLC), a non-profit organization based in St. Paul, Minnesota, was identified in the law to receive the funds to implement the program in the Minneapolis area (see Attachment A).

This Work Plan submitted by TLC identifies the scope of work as specified in the law, in accordance with the requirements of the Federal Highway Administration (FHWA) and the Minnesota Department of Transportation (Mn/DOT). TLC is excited to have been selected by Congress to oversee the implementation of this pilot program and anticipates a strong partnership with both the FHWA and Mn/DOT, as well the Metropolitan Council, the City of Minneapolis and adjoining municipalities. TLC is committed to developing a comprehensive program that will be a national model and demonstrate that public investments to improve conditions for pedestrians and bicyclists can solve transportation problems and contribute to improved health and reduced energy use.

The TLC Board of Directors will be responsible for the successful implementation of this program. They will be advised by a Project Research and Advisory Committee, and employ TLC staff to ensure that the program is consistent with the intent and goals of the legislation.

This proposed Work Plan has five parts. Part One establishes the goals of the program. Part Two describes the geographic focus. Part Three discusses the management of the project. Part Four provides more specific information regarding key components of the project including planning, public involvement, project eligibility and selection, and measurement, evaluation, and reporting. Part Five provides a preliminary budget and timeline.

Part 1 - Goals of the Program

The purpose of this program as specified in Section 1807, subsection (b) of the law is “to demonstrate the extent to which bicycling and walking can carry a significant part of the transportation load, and represent a major portion of the transportation solution...” The law in Section 1807 subsection (d) specifies that the program shall:

- Increase trips made by walking and bicycling
- Decrease motor vehicle trips
- Decrease congestion and energy use
- Promote better health and a cleaner environment

These goals will be achieved through a comprehensive approach, emphasizing both infrastructure and non-infrastructure projects. Program components may include:

- Identifying barriers to walking and bicycling and reducing such barriers, helping to create a safer and more pleasant environment for non-motorists;
- Working with municipalities and other governing bodies on the development of bicycle and pedestrian-friendly road design standards, zoning modifications, and increased transit options;
- Making infrastructure improvements to make cycling and walking more convenient and accessible;
- Encouraging employers and other entities to implement policies and incentive programs to promote walking and bicycling; and
- Collaborating with schools and other agencies to help children regain transportation self-sufficiency.

Part 2 - Geographic Focus Within Minnesota

The geographic focus of this pilot program is 1) the city of Minneapolis and 2) adjoining communities that provide connections in and out of Minneapolis, consistent with FHWA's guidelines as established by the Secretary of Transportation. (See Mineta's letter to Congressman Oberstar, Attachment B.)

It is recognized that non-infrastructure projects, although focusing on Minneapolis and adjoining communities, will likely have impacts beyond this geographic range.

Part 3 - Project Management

TLC's program manager for walking and bicycling will manage the pilot program under the direction of TLC's Executive Director and Board of Directors. Guidance for project selection and other aspects of this program will be provided by a Project Research and Advisory Committee (PRAC). TLC will work closely with Mn/DOT and FHWA to ensure that the program is administered in accordance with all applicable federal and state laws and regulations.

TLC will also work in close consultation and cooperation in carrying out this program with all interested agencies, authorities, citizens and interest groups. TLC is committed to a strong partnership with Mn/DOT, FHWA, the City of Minneapolis and the Metropolitan Council. TLC understands that the success of this program depends on a highly collaborative process that involves stakeholders from public agencies at the state, regional, county and city level, as well as involvement by local business and community leaders. A Memorandum of Understanding¹ (MOU) among FHWA, Mn/DOT, and TLC will formalize the collaborative nature of this relationship and identify the policies and procedures for funding infrastructure projects and non-infrastructure projects outlined below:

¹ See Attachment G for a flow sheet of this and other agreements & memos that codify the partnership.

- All infrastructure projects (facilities that involve “ground-breaking”) funded under this Program will be selected by TLC through its project selection process. A project memorandum will be required for each infrastructure project along with an agency agreement allowing Mn/DOT to act as the agent in accepting federal aid. Mn/DOT will provide reimbursement directly to the grantee for eligible expenses incurred for work satisfactorily performed on the approved infrastructure project. TLC may also be reimbursed for any preliminary engineering, administrative costs, design work, or evaluation measurements related to the approved project. The NTP is currently included in the Met Council’s Transportation Improvement Program (TIP) for 2006. In subsequent years, the TIP and/or Mn/DOT’s STIP may need to be amended to include specific NTP infrastructure projects.
- All non-infrastructure projects including program management, are covered in a separate project memorandum submitted to Mn/DOT concurrent with this Work Plan. The Project Memo identifies the City of Minneapolis (the City) as TLC’s fiscal agent/financial manager. Agreements between the City and Mn/DOT and the City and TLC will formalize the process for the delivery of and reimbursement for non-infrastructure projects and program management expenses.

Part 4 - Key Components of the Program

To carry out this Project, TLC will work in partnership to:

- Identify barriers and opportunities through comprehensive **planning**.
- Encourage strong community support and foster broad **public involvement**.
- Design a fair, transparent, and effective **project selection process**.
- Improve conditions and increase opportunities for bicycling and walking through **project implementation**.
- Ensure measurement, evaluation and **reliable reporting** of results.

A. Planning

TLC and the Project Research and Advisory Committee (the PRAC) will work with staff from MnDOT, Hennepin County, City of Minneapolis, and other local municipalities to review existing planning documents. The PRAC will focus its initial attention on establishing a vision for bicycle and pedestrian travel, identifying barriers to bicycle and pedestrian travel,² assessing the level of service for non-motorists on current travel corridors, and establishing priorities for additional planning.

² Currently, there are a number of planning documents relevant to the walking and bicycling environment in Minneapolis and surrounding communities. These include the Mn/DOT Bicycle Modal Plan (Jan. 2005), Bicycle Transportation Plan for Hennepin County (Jan. 1997), A Guide to Bicycle Transportation in the Twin Cities Metropolitan Area: The Processes, The Players, The Potential (Sept. 2000), City of Minneapolis Bikeways Master Plan Downtown Minneapolis 2001, Hennepin County Bicycle System Gap Study (March 2002), and the Minneapolis Access Study, (a work in progress). While all of these plans

While there have been significant planning efforts at many levels of government (state, county and city) for bicycle network improvements, an equivalent focus on pedestrian planning has not been made. For this reason it is likely that development of a pedestrian plan for the City of Minneapolis (with connections to adjoining communities) will be an early priority.

B. Public Involvement and the Project Research & Advisory Committee

TLC is committed to the development of a public participation process that will encourage broad public involvement, elicit new ideas and ensure transparency. TLC recognizes that such a process will best ensure that this program is responsive to the needs of the affected communities, pedestrians, bicyclists and 'would be' users as well as provide for strong community support and volunteer resources.

TLC will host a number of public meetings to allow for a cooperative planning process in which community members, planning agencies, and elected officials can work together. TLC will also conduct meetings for all site specific projects, to ensure the public is informed of and involved with the proposed action.

TLC will appoint and manage a Project Research and Advisory Committee (PRAC) to provide expertise from relevant disciplines and interests. The PRAC will make recommendations about a process for project selection, assist in ranking project applications, and make funding recommendations to the TLC Board of Directors. The PRAC will advise the TLC Board of Directors on both infrastructure projects and non-infrastructure projects, and there may be specific taskforces focusing on each project type. A list of interest groups under consideration for PRAC representation are included as Attachment D. The PRAC will be staffed by TLC's Program Manager for walking and bicycling. The PRAC will advise TLC in strategies and potential tools to ensure public involvement that is representative of the region's diverse population.

TLC will use its web site, newsletter, e-mail action alert system, and relationship with local media to further involve and inform community members. TLC will continue to expand its database as even more individuals become interested in efforts to improve walking and bicycling. TLC will attend relevant community meetings to discuss the program and provide information on bicycling and walking.

C. Project Eligibility and Selection

The FHWA, in a memo dated November 22, 2005 specified that program funds may be used for:

- infrastructure projects that create a bicycle and pedestrian network
- educational programs
- promotion

provide recommendations for expansion of bicycling (and to a lesser extent, walking) facilities, none have attempted to analyze the barriers to walking and bicycling, nor how the existing transportation system might contribute to such barriers.

- network and project planning
- data collection, analysis, and reporting and
- travel that is related directly to a specific project (e.g. construction-inspection, meeting on project) that is necessary for that project

TLC believes that the goals of the program will be best achieved through both infrastructure investments and non-infrastructure programs, with the aim of “institutionalizing” remedies for long term change.

TLC, working with its agency partners and PRAC will develop a project solicitation package (or request for applications) with a comprehensive scoring system to ensure funding of those projects most likely to result in mode share change within the four-year time frame. A combination of infrastructure and non-infrastructure projects will enable the greatest number of people to experience and accept walking and/or bicycling as key modes of travel.

The four pilot project communities working with the FHWA have developed a draft selection criteria matrix (see Attachment C). TLC will use this matrix as a starting point for developing a more comprehensive project ranking system. First among the criteria is the potential to produce a modal shift from driving to bicycling and/or walking.

TLC, with the advice of the PRAC, will design a process for selecting infrastructure and non-infrastructure projects. During the four years of the program, it is anticipated that there will be at least two solicitations for proposals with the first solicitation in late 2006.

Infrastructure

TLC anticipates at least 50 percent of the total funds allocated for this program will be earmarked for infrastructure projects that will enhance the bicycle and pedestrian network in Minneapolis with connections to adjoining communities. Where possible, these funds will be used to leverage other funds and resources. It is noted that the City of Minneapolis has been successful in procuring significant resources for the construction of multi-use paths, and clearly the federal intent is to expand, not supplant such efforts.

Consistent with the law (Section 1807, subsection a.), program funds slated for infrastructure, will be used to “establish a network including sidewalks, bicycle lanes, and pedestrian and bicycle facilities that connect directly with:

- transit stations,
- schools,
- residences,
- businesses,
- recreations areas, and
- other community activity centers.

Non-Infrastructure

TLC recognizes that building facilities is not enough to induce change in travel behavior. Research from around the world has shown that planning and education are also essential

for encouraging bicycling and walking. While federal and local funding has been available for infrastructure design and construction, few resources have been allocated to promotion and education.

As part of the NTP program, TLC will conduct a variety of outreach and educational activities to be developed with consultation with the PRAC. Examples of such outreach may include working directly with employers, neighborhoods, and schools to encourage walking and bicycling. Training seminars and workshops for planners, engineers and community leaders will also be considered. Education and outreach work will be performed by TLC staff and contractors.

Additionally TLC will consider implementing a program of small competitive grants to encourage community participation, build public support, increase opportunities for positive media exposure, and promote awareness of program goals.

These grants would be made available to local units of government, non-profit groups, schools, bike clubs, and other entities pursuant to a competitive process. These grants could fund innovative projects that are likely to increase bicycling and walking for transportation purposes.

D. Measurement, Evaluation, and Reporting

Section 1807, subsection (d) calls for the collection, analysis, and reporting of data that is consistent across the four pilot communities. It mandates the development of statistical information on changes in:

- motor vehicle usage
- non-motorized transportation usage
- public transportation usage
- congestion
- energy usage
- frequency of bicycling and walking
- connectivity to community activity centers
- health, and
- the environment.

Section 1807 also requires the development of an interim report and its submittal to Congress on September 30, 2007 and submittal of a final report on September 30, 2010.

TLC is involved in a working group representing the four communities, assisted by representatives of the US DOT, the Rails-to-Trails Conservancy and the Marin County Bicycle Coalition, to develop a plan for data collection.

Three phases of data collection that are anticipated include:

- Collection and analysis of community-wide baseline data

- Before and after collection and analysis of project specific data (usage of new bike lanes, usefulness of new signage, familiarity with new promotional campaign, etc)
- Collection and analysis of community data upon completion of the program

The working group of pilot communities will also share information and collaborate on the development of the pilot program to minimize duplication of efforts and to learn from each other's successes.

Attachment D is a matrix that outlines the data that should be collected as well as the possible methods of data collection. The data will be obtained through surveys, manual and automated user counts; spatial presentations using technologies such as GIS; modeling; and program effectiveness measures. The FHWA prefers that the data be collected, analyzed, and reported consistently across the four communities.

The four pilot communities are proceeding with a plan to hire one consultant from a major university in one of the pilot states to develop a plan and to collect the "before" and "after" travel survey and attitudinal data in all four communities. That consultant would also analyze those data. The consultant may also develop the protocol for project specific measurement. It is anticipated that the baseline data will be collected 9/06.

TLC also seeks to measure the relative impact of infrastructure vs. non-infrastructure projects on changing travel behaviors and attitudes. We plan on collaborating with area researchers at the University of Minnesota and/or hiring an independent consultant for this effort. Consistent measurement protocols for site specific or project specific outcomes are being developed by the four communities.

TLC will meet all reporting requirements as required by FHWA, Mn/DOT, and our fiscal agent. TLC will work with its public partners to produce both an interim report and a final report on the results of the program. TLC recognizes that the Secretary of the US Department of Transportation is required to submit an interim report to Congress not later than September 30, 2007, and a final report not later than September 30, 2010. TLC will issue its reports not less than 30 days before these deadlines to the FHWA – Minnesota Division. In addition, TLC will maintain regular contacts with FHWA throughout the four-year pilot, to provide updates and to receive feedback and guidance.

Part 5 – Preliminary Budget & Timeline

While Congress authorized \$25 million to be spent in the Twin Cities over a 4-year period, the obligation authority in FY '06 is set at 87% of this spending authority. Assuming consistency over the 4-year period, the NTP budget is set at \$21,532,500. The mean sum available for each year approximates \$5.4 million. The law language stipulates that the funds "shall remain available until expended and shall not be transferable." The following table depicts TLC's preliminary budget. It is anticipated that budget line items may change following consultation with the TLC Board of Directors and the PRAC. The intent of the preliminary budget is to inform project partners regarding the general parameters of proposed expenditures.

TABLE 1
Preliminary Budget
2006-2009

DESCRIPTION	2006 ³	2007	2008	2009	Totals
1. Program Management	141,000	320,000	320,000	320,000	1,101,000
2. Research, Planning & Network Assessment	280,000	60,000	30,000	30,000	400,000
3. Education/Outreach	50,000	650,000	650,000	650,000	2,000,000
4. Program Evaluation/Measurement*	175,000	50,000	50,000	200,000	475,000
5. Infrastructure Projects	545,000	4,500,000	5,500,000	5,100,000	15,645,000
6. Non-Infrastructure Projects	350,000	520,000	520,000	520,000	1,910,000
Total	1,541,000	6,100,000	7,070,000	6,820,000	21,531,000

- Some of these funds will carry over into FY 2010 for report development and printing expenses

Explanation of above categories:

1. **Program management** includes administrative costs, public involvement activities, Program Research Advisory Committee costs and staffing for entire program.
2. **Research, Planning & Network Assessment** includes preliminary engineering and design work as well as comprehensive plan development including an assessment of the existing transportation network (barriers, safety concerns, etc.)
3. **Education/Outreach** includes materials production, TMO support, school programs as well as mapping activities and software development for public use.
4. **Program Evaluation/Measurement** includes data collection and analysis for overall program evaluation as well as site specific projects.
5. **Infrastructure Projects** include any project that involves "breaking the ground." Markings (bike lanes, crosswalks) and signage projects on existing paved surfaces are included under non-infrastructure.
6. **Non-Infrastructure Projects** includes educational, promotional, enforcement, signage and marking/striping efforts. May also include funds for small grant program and its implementation.

³ In 2006 a greater share of resources will need to be devoted to non-construction elements than infrastructure. Making large investments in facility development before the necessary assessments, data collection, and other planning elements are completed would be inconsistent with program goals. The immediate focus is on developing a solid advisory committee, methodology for measurement, selection criteria, and decision-making protocol

A proposed timeline is contained in Table 2. TLC anticipates some deviation from the timeline shown based on recommendations of the PRAC and insights gained through the public participation process. Fixed timeframes include reporting requirements, baseline data collection for program evaluation purposes, and the initial meeting of the Program Advisory Committee. If major deviations from this timeline are anticipated, TLC will inform the FHWA.

TABLE 2
Proposed Timeline for Non-motorized Transportation Pilot Project in Minnesota
 (calendar year)

TASKS	2006				2007				2008				2009				2010	
	Q1	Q2	Q3	Q4	Q1	Q2												
Program Management	■																	
Planning / Assessments		■	■	■		■	■			■				■				
Measurement/Evaluation				■														
• Baseline – Mpls.				■														
• Project Specific				■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
• Ending – Mpls.																	■	■
Program Development																		
• PRAC Formation		■	■															
• Public Participation			■	■	■	■	■	■	■	■		■		■	■		■	
• Request for Proposals				■	■		■	■										
• Project Selection-					■			■										
---- Non- Infrastructure					■			■										
---- Infrastructure						■			■									
Projects Implementation					■	■	■	■	■	■	■	■	■	■	■	■	■	■
Education/Promotion				■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
Reporting Requirements								■									■	■