

GLOSSARY OF TERMS

AADT - Annual Average Daily Traffic: An estimate of the total number of vehicles using a specific segment of roadway (in both directions) on any given day of the year. This estimate represents the total number of cars per year divided by 365 and is developed using traffic counts (usually 48 hours in length), factors to adjust for season, day of the week, and vehicle type.

ADT - Average Daily Traffic: A measured or counted 24-hour traffic volume; often it is the average of two consecutive 24-hour traffic counts.

CB - Commuter Bus: Fixed-route bus systems that primarily connect outlying areas with a central city or urban core. Service is typically provided predominantly in one direction during peak periods with limited stops and routes of extended length.

DAR - Dial-A-Ride: Shared-ride transportation service operating over regular streets and roads, but not according to fixed routes or time schedules. Commonly called "paratransit" service.

EJ - Environmental Justice: Identifying and addressing disproportionately high and adverse impacts of programs, policies, and activities on minority populations and low-income populations to achieve an equitable distribution of benefits and burdens.

FR - Fixed-Route: A transit bus that operates at predictable locations on a predictable schedule.

MPA - Metropolitan Planning Area: The geographic area over which an MPO exercises planning authority and which must include the Census-defined Urban Area, plus other urban and urbanizing areas as agreed to by the MPO's Board.

MPO - Metropolitan Planning Organization: A federally required regional transportation planning body.

MTP - Metropolitan Transportation Plan: The long-range surface transportation plan for all cities and jurisdictions within an urban area.

NHS - National Highway System: This network consists of roadways important to the nation's economy; defense; and mobility; including Interstate Highways, Principal Arterials, Strategic Highway Network (STRAHNET) roads, major strategic highway network connectors, and highways between major intermodal facilities and the other four subsystems.

PMT - Passenger Miles Traveled: The total number of miles traveled by all transit passengers during a fiscal year.

BRT - Bus Rapid Transit: High-quality, fixed-route bus systems that combine passenger stations, dedicated bus-only traffic lanes, off-board fare collection, traffic signal priority or

pre-emption, low-floor vehicles or level-platform boarding, and separate branding of the service.

SEP – Stakeholder Engagement Plan: The document developed and maintained by the Saint Cloud Area Planning Organization which defines the minimum public engagement activities that shall be completed during the development of the MTP and TIP.

SGR - State of Good Repair: A condition in which a capital asset (for example, a bus) does not exceed its useful life, is in good physical condition, and can safely achieve its performance goals.

TIP – Transportation Improvement Program: A document that programs Federal funding for specific surface transportation projects within a metropolitan planning area. TIPs typically cover a four-year timespan of funding, but are updated annually.

ULB - Useful Life Benchmark: The expected lifecycle of a capital asset or the acceptable period of time in service for a particular asset.

UPT - Unlinked Passenger Trips: The number of system-wide boarding's on transit vehicles over a stated time period.

UPWP – Unified Planning Work Program: A document that identifies the planning projects and work activities of an MPO. UPWPs are also the annual budget document of an MPO.

VOMS - Vehicle Operated in Maximum Service: The number of vehicles operated in peak scheduled service by the transit system.

VRM - Vehicle Revenue Miles: The number of miles traveled by all transit vehicles in revenue service, usually reported as an annual number.

VRH - Vehicle Revenue Hours: The number of hours operated by all transit vehicles in revenue service, usually reported as an annual number.

CHAPTER 1 : INTRODUCTION TO MAPPING 2045

This document updates and supersedes the Saint Cloud Area Planning Organization's (APO's) Long-Range Transportation Plan 2040, initially adopted in October 2014.

PURPOSE OF THE METROPOLITAN TRANSPORTATION PLAN

A Metropolitan Transportation Plan (MTP) is a long-range, multimodal, regional surface transportation plan that identifies a regional vision for transportation and the steps toward achieving that vision.

Metropolitan Planning and Programming: An Innovative Network Guide for 2045 – or MAPPING 2045 – serves as the APO's MTP.

By Federal regulation, MTPs must have a planning horizon of at least 20 years, and must be updated no less than every five years (or every four years if the region does not meet certain air quality standards).

MTPs are a joint product of all individual jurisdictions within a metropolitan planning area (MPA), and so represent a singular agreed-to vision for the future of transportation within that region. Goals and objectives are defined for the transportation system, as well as individual strategies, policies, and transportation projects to help achieve those goals and objectives.

At a minimum, components of an MTP must include:

1. The projected transportation demand of persons and goods in the MPA over the period of the transportation plan.
2. Existing and proposed transportation facilities (including major roadways, transit, multimodal and intermodal facilities, pedestrian walkways and bicycle facilities, and intermodal connectors) that should function as an integrated metropolitan transportation system giving emphasis to those facilities that serve important national and regional transportation functions of the period of the transportation plan.
3. Operational and management strategies to improve the performance of existing transportation facilities to relieve vehicular congestion and maximize the safety and mobility of people and goods.
4. Consideration of the results of the congestion management process in transportation management areas (TMAs). TMAs are urbanized areas with populations greater than 200,000 as determined by the census. The APO is not a TMA.
5. Assessment of capital investment and other strategies to preserve the existing and projected future metropolitan transportation infrastructure and provide for multimodal capacity increases based on regional priorities and needs. A transportation project listed in the MTP is eligible for Federal transportation funding.
6. Design concept and design scope descriptions of all existing and proposed transportation facilities in sufficient detail, regardless of funding source.

7. A discussion of types of potential environmental mitigation activities and potential areas to carry out these activities, including activities that may have the greatest potential to restore and maintain the environmental functions affected by the plan.
8. Pedestrian walkway and bicycle transportation facilities.
9. Transportation and transit enhancement activities as appropriate.
10. A financial plan that demonstrates how the adopted transportation plan can be implemented. Cost estimates for future projects are developed and compared to funding sources that are reasonably expected to be available.

The MTP is multimodal, and it includes an analysis of the transportation networks individually and as a whole, including roadways, public transit, bicycle and pedestrian networks, and freight systems. Overall, the MTP is a regional plan that defines the course for future transportation investments.

METROPOLITAN PLANNING PROCESS

Metropolitan transportation planning is the process of examining travel and transportation issues and needs in MPAs. It explores connections between mobility, multimodal transportation systems, environmental conditions, land use, economic development, safety, and security. It includes a demographic analysis of the community, as well as an examination of travel patterns and trends. The planning process also includes an analysis of alternatives to meet projected future demands; and for providing a safe and efficient transportation system that meets mobility needs all while not creating adverse environmental impacts. In metropolitan areas over 50,000 residents, the responsibility for transportation planning lies with the designated Metropolitan Planning Organization (MPO), which uses the 3-C planning process (i.e., Comprehensive, Cooperative, and Continuing) when developing the MTP¹.

In addition to carrying out the 3-C planning process and maintaining the MTP, MPOs are responsible for other requirements such as: public engagement; project selection and alternative evaluation within the planning area; soliciting, prioritizing, and developing a four-year Transportation Improvement Program (TIP); and developing an annual Unified Planning Work Program (UPWP).

MPO BACKGROUND AND LEGISLATION

The Federal Aid Highway Acts of 1962 and 1973 required urbanized areas with a population of at least 50,000 people to identify an MPO to carry out the 3-C planning process. By coordinating with all jurisdictions within an urban area and achieving consensus on a shared vision for transportation, MPOs help minimize conflicts and transportation project delays.

¹ See 23 USC Section 134 and 23 CFR 450 Subpart C for more details

The current surface transportation act, signed into law on Dec. 4, 2015 is the Fixing America's Surface Transportation Act (FAST). The Fast Act builds on previous surface transportation acts:

1. Intermodal Surface Transportation Efficiency Act (ISTEA), 1991
2. Transportation Equity Act for the 21st Century (TEA-21), 1998
3. Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), 2005
4. Moving Ahead for Progress in the 21st Century Act, (MAP-21) 2012

ISTEA increased the profile of transportation's comprehensive value, MPO funding, funding flexibility, and MPO requirements. The subsequent legislation, TEA-21, continued to balance investments in highways, transit, intermodal projects, and technologies. SAFETEA-LU continued a strong emphasis on safety, equity, innovative finance, congestion relief, mobility and productivity, efficiency, environmental stewardship, and environmental streamlining. MAP-21 enhanced performance-based and multimodal transportation planning and implementation. The FAST Act continues to build on the streamlined and performance-based surface transportation programs and builds on many of the highway, transit, bike, and pedestrian programs and policies established back in 1991.

FEDERAL PLANNING FACTORS

The following Federal planning factors must be considered in the development of the MTP:

1. Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
2. Increase the safety of the transportation system for motorized and non-motorized users;
3. Increase the security of the transportation system for motorized and non-motorized users;
4. Increase accessibility and mobility of people and freight;
5. Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;
6. Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
7. Promote efficient system management and operation; and
8. Emphasize the preservation of the existing transportation system.

Consistency between these planning factors and the projects identified in this plan are listed on their respective project pages found within Chapter 9 of this plan. In addition, consistency between these factors and the non-project strategies identified in this plan can be found in Chapter 11.

SAINT CLOUD APO ORGANIZATIONAL STRUCTURE

The Saint Cloud APO is the federally recognized MPO for the Saint Cloud urban area. It originated in 1964 with an agreement between Saint Cloud Township and the City of Saint Cloud to establish a metropolitan development committee. Under the consideration of the transportation planning requirements in the Act of 1962, the committee formalized the APO through a Joint Powers Agreement adopted on May 12, 1966.

The APO is an association of townships, cities, and counties in the Saint Cloud urban area. The decision-making body of the APO is the Policy Board, which is comprised of elected officials from nine local government jurisdictions, as well as a representative from the Saint Cloud Metropolitan Transit Commission, better known as Metro Bus. Local government membership is comprised of three counties (Benton, Sherburne, and Stearns), five cities (Saint Cloud, Saint Joseph, Sartell, Sauk Rapids, and Waite Park), and one township (LeSauk). The Townships of Brockway, Haven, Minden, Saint Joseph, Saint Wendel, Sauk Rapids, and Watab as well as the cities of Saint Augusta, Rockville, and Saint Stephen are located within the designated APO planning boundary, but choose not to participate as voting members on the APO Policy Board. Instead, those jurisdictions are represented through their respective counties. The Policy Board is responsible for adopting regional transportation plans, projects, and policies. All members of the Policy Board are represented by a single voting seat, except for the City of Saint Cloud, which has three.

The APO organizational structure includes a Technical Advisory Committee (TAC) and the Active Transportation Advisory Committee (ATAC). Ad hoc committees are developed for project or study specific advisory purposes. TAC membership includes engineers, planners, and staff from 11 area agencies and jurisdictions who make technical recommendations to APO staff, and to the Policy Board.

The ATAC, which is a subcommittee of the TAC, is a citizen and staff group. The ATAC does not have a formal membership, but averages about 10 to 12 individuals at each meeting. The group meets tri-annually to discuss active transportation (i.e., bicycle, pedestrian, and other non-motorized means of transportation) goals, objectives, issues, and events. ATAC discussion items are reported to the TAC. All meetings for APO boards and committees are open to the public.

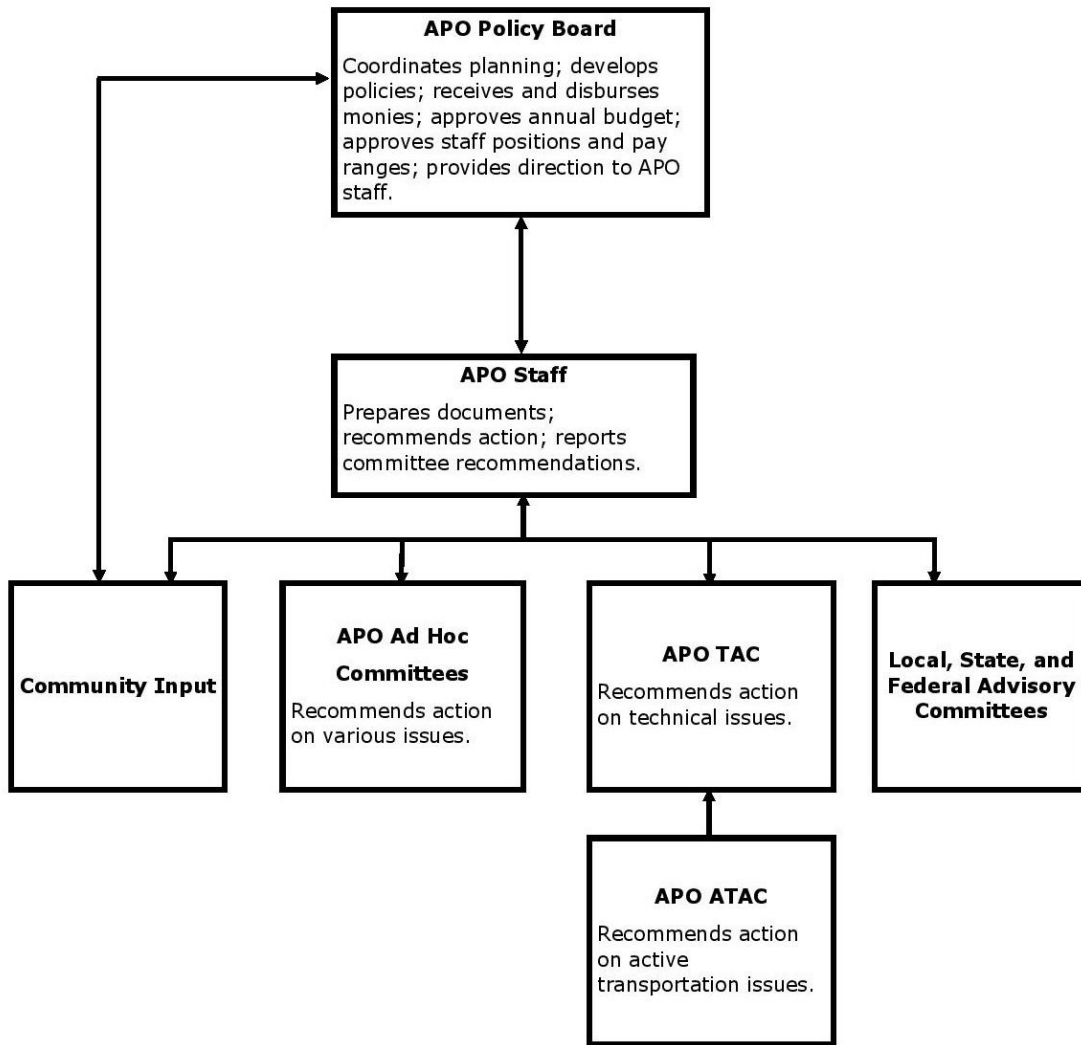


FIGURE 1.1 – APO ORGANIZATIONAL STRUCTURE

The APO has six Board-approved staff positions, but as of the publishing of this document it employs only four full-time staff members and one part-time employee. The mission statement of the APO is as follows:

"The APO is committed to coordinated planning – in a fair and mutually beneficial manner – on select issues transcending jurisdictional boundaries for the betterment of the entire Saint Cloud Metropolitan Planning Area. This mission is accomplished through professional planning initiatives, the provision of objective information, and building collaborative partnerships that foster consensus."

METROPOLITAN PLANNING AREA (MPA)

The Saint Cloud urban area is designated by the U.S. Census Bureau every decennial census year. Criteria for defining this urban area is largely based on population density. The APO Policy Board then reviews the census-defined urban area and adds in additional urban and urbanizing areas to create the Metropolitan Planning Area (MPA).

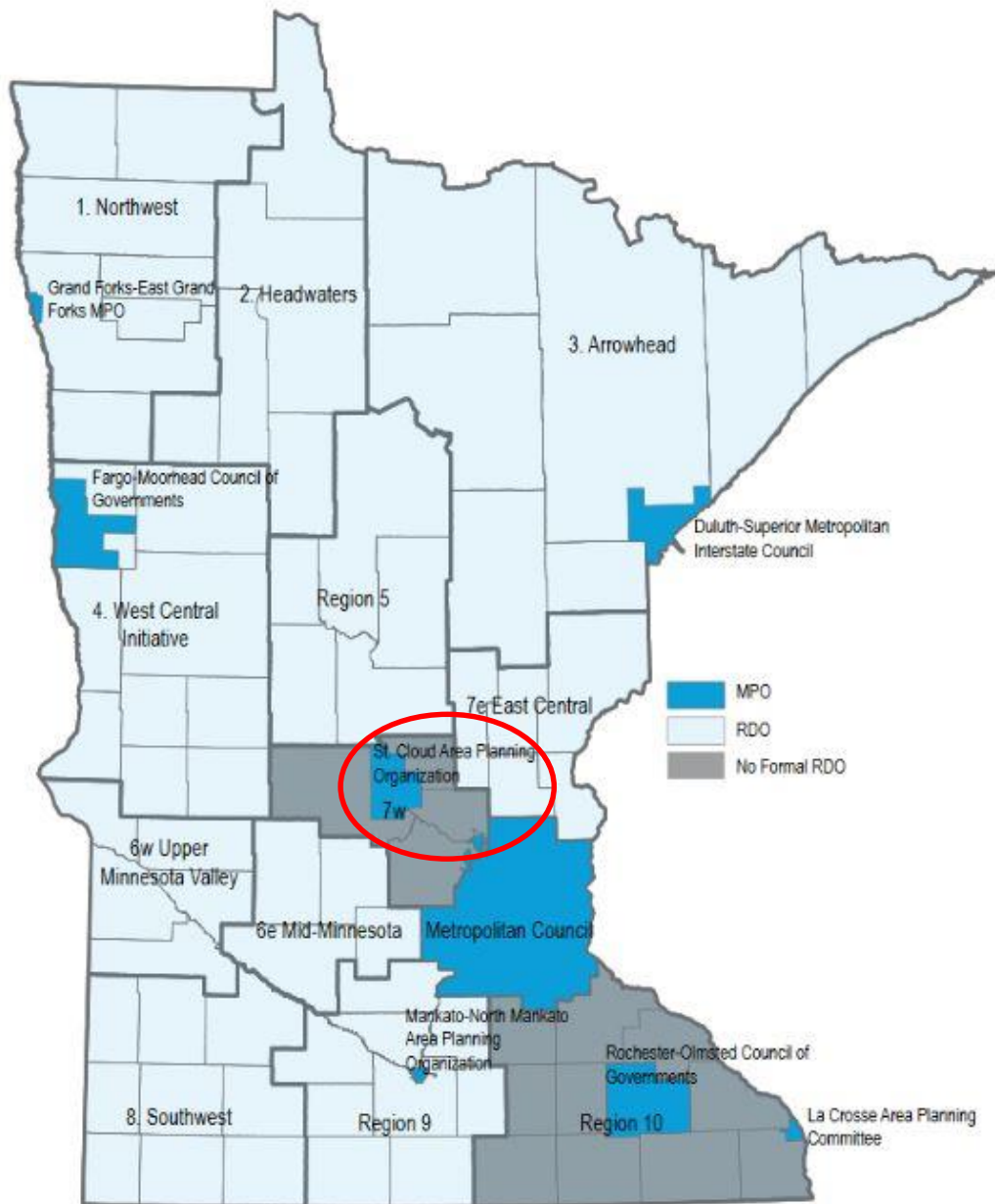


FIGURE 1.2 – LOCATION OF SAINT CLOUD APO WITHIN THE STATE OF MINNESOTA

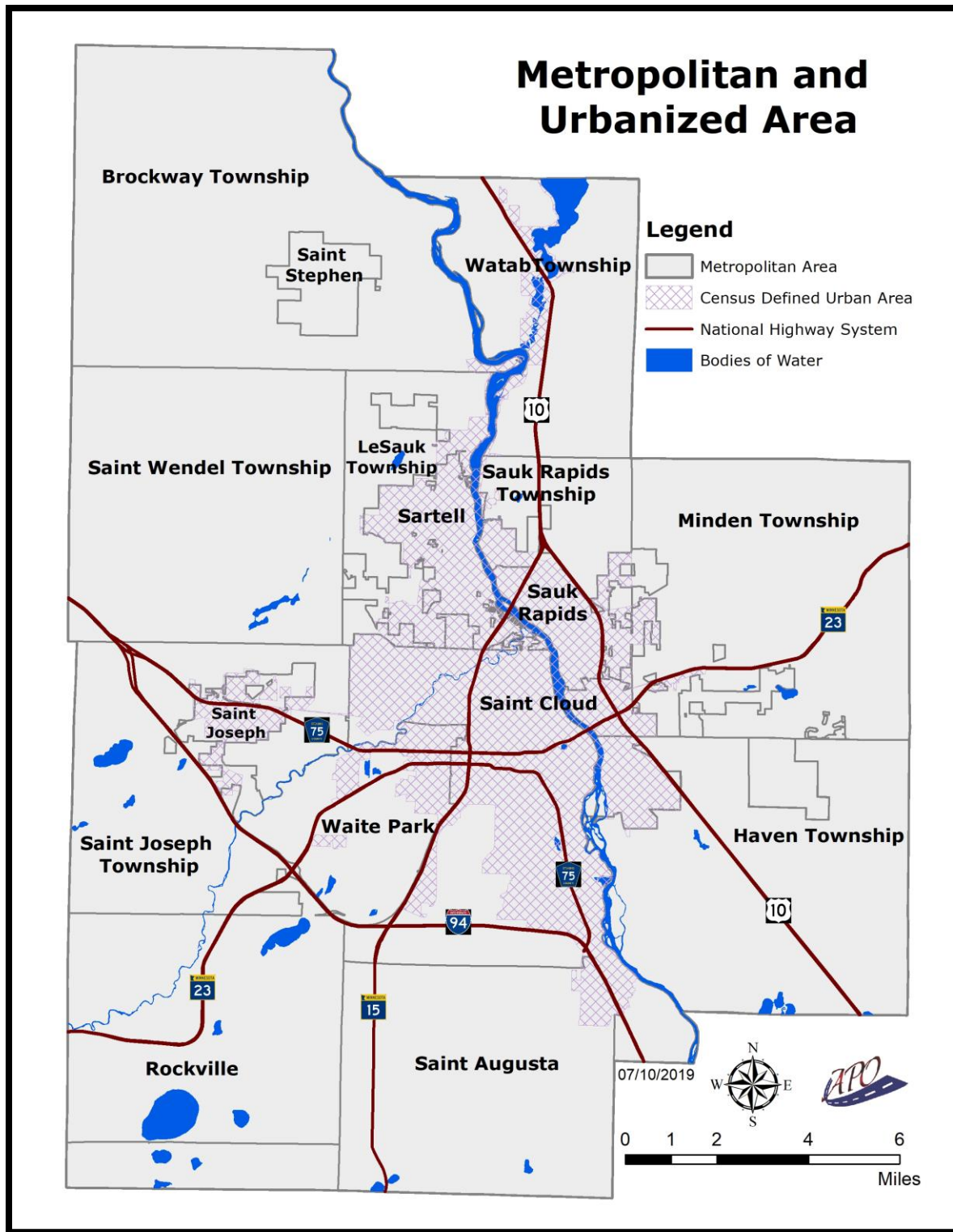


FIGURE 1.3 – SAINT CLOUD APO MPA

IDENTIFYING STAKEHOLDERS & INVOLVING THE PUBLIC

Stakeholders for the MTP include agencies, organizations, and persons with a vested interest in the regional transportation system. APO member jurisdictions and agencies formed the center of the stakeholder group. Member participation occurred on the APO Board and the TAC. The TAC functioned as the primary steering committee throughout the development of this MTP. Local government and public officials from non-member jurisdictions and agencies within the planning area are also important stakeholders for the planning process. Other interested agencies, governments, organizations, and interested citizens also had an opportunity to participate in and add input to the MTP early and often throughout the planning process. The APO maintains a [Stakeholder Engagement Plan \(SEP\)](https://bit.ly/2TGYZ3H) (<https://bit.ly/2TGYZ3H>) that defines the minimum public involvement process for the development of the MTP.

A successful public participation process allows all stakeholders identified above to be a part of the planning and decision-making process for this document. The APO strongly believes the best plans are the result of clear communication and meaningful coordination with a broad body of stakeholders and interested parties who can help identify issues and opportunities for improvement and help shape the regional vision for the future.

Please see Appendix A for the complete timeline of public participation activities used in the development of this MTP.



FIGURE 1.4 – PUBLIC INPUT IS A CRITICAL PART OF THE APO’S PLANNING PROCESS