

CONGESTION MANAGEMENT STRATEGIES

Prioritizing Criteria and Measures

2050 TPP Goal: Our Region is Dynamic and Resilient

2050 TPP Objectives or Policies:

- People do not die or face life-changing injuries when using any form of transportation.
- People have more predictable travel times when traveling on highways, with a focus on reducing excessive delays.
- People and businesses can rely on predictable and cost-effective movement of freight and goods.
- The region's transportation system protects, restores, and enhances natural systems (air, water, vegetation, and habitat quality).

Category Definition: The Congestion Management Strategies application category is intended to fund projects that increase reliability and minimize excessive delay for people and freight and provide transportation options on roadway corridors with delay and travel time reliability issues.

Scoring

| Criteria and Measures | % |
|--|------------|
| 1. Anticipated Delay Reduction | 15 |
| Measure A – Cost effectiveness of delay reduced | 15 |
| 2. Regional Priorities for Reliability & Excessive Delay | 25 |
| Measure A – 2050 TPP map for Reliability | 10 |
| Measure B – 2050 TPP map for Excessive Delay | 10 |
| Measure C – Intersection Mobility and Safety Study priorities | 5 |
| 3. Safety | 20 |
| Measure A – Connection to existing safety planning efforts | 10 |
| Measure B – Safety improvements for people outside of vehicles | 5 |
| Measure C – Safe System approach | 5 |
| 4. Multimodal/Complete Streets Connections | 10 |
| Measure A – New or improved multimodal connections (bicycle, pedestrian, transit, or TDM elements) | 10 |
| 5. Freight | 5 |
| Measure A – Regional Truck Corridor Study tiers | 5 |
| 6. Natural Systems Protection and Restoration | 5 |
| Measure A – Flood mitigation, stormwater treatment, other environmental benefits, etc. | 5 |
| 7. Community Considerations | 20 |
| Measure A – Community data and context | 6.7 |
| Measure B – Community need and future engagement | 6.7 |
| Measure C – Community benefits | 6.7 |
| Total | 100 |

Examples of Eligible Projects

Please note that this list is not exhaustive and is intended only to provide examples. For questions regarding project eligibility, see the qualifying requirements for this application category and contact the Metropolitan Council.

- Traffic operations improvements/Intelligent Transportation Systems (ITS)
- At-grade intersection improvements focused on improving reliability and minimizing excessive vehicle delay
- Expansion of existing interchanges with an increased number of through lanes
- New interchange or new interchange ramp movements on an existing system
- New roadways
- New through lanes
- New roadway bridges, overpasses, and underpasses

New State Law: Projects located on the Minnesota trunk highway system that have a total construction cost (including design and engineering and right-of-way costs) greater than \$15 million and are either new interchange projects or add 2,500 feet of lane miles or more are required to perform a transportation greenhouse gas emissions impact assessment per MN Statutes 161.178¹. This law requires a greenhouse gas impact assessment of the project and development of an offset plan before inclusion in the Transportation Improvement Program (TIP). The assessment and offset plan will need to be reviewed by the Metropolitan Council and Transportation Greenhouse Gas Emissions Impact Assessment Technical Advisory Committee. The Minnesota Commissioner of Transportation will approve the project to be included in the TIP.

Prior to Regional Solicitation application submittal, project proposers will need to determine project emissions impacts and identify vehicle miles traveled (VMT) and emissions offsets. Then, the TAB will add in offsets generated from other selected Regional Solicitation and Active Transportation projects. The combined local and regional offsets will form the basis of the total offset plan to be reviewed by the Metropolitan Council and certified by MnDOT and its Technical Advisory Committee at least 90 days prior to the project entering the draft TIP. Project sponsors are encouraged to contact Met Council and MnDOT staff several months before the Regional Solicitation application deadline.

Congestion Management Process (CMP): Roadway lane expansion projects of greater than one mile are required to follow the CMP Handbook process for identifying potential congestion solutions and submit materials to Metropolitan Council staff prior to the application deadline. For the 2026 Regional Solicitation, the Metropolitan Council has an on-call consultant who can assist applicants with going through the CMP Handbook.

Application Criteria and Measures

1. Anticipated Delay Reduction

This criterion measures how the project reduces delay and prioritizes low-cost solutions by measuring the cost effectiveness of the delay reduced. It also aligns with the federally required [Congestion](#)

¹ Resource: [Sec. 161.178 MN Statutes](#)
[Transportation Greenhouse Gas Emissions Legislation - Sustainability and Public Health - MnDOT](#)

[Management Process](#), which considers low cost and low impact solutions before more costly and impactful solutions to improve congestion.

A. Cost Effectiveness of Delay Reduced

Consistent with the 2050 TPP measure of excessive delay, use a Synchro analysis to document the two hours with the highest anticipated delay reduction (shown with Synchro analysis in seconds). The two hours do not have to be consecutive. Use the total delay reduction (in seconds) of those two hours and divide by the total project cost listed in the application submittal. (100 words or less and provide Synchro analysis documentation)

Scoring Guidance

The project with a Synchro analysis that reduces the most delay for the two highest hours per dollar will receive the most points, with the remaining projects receiving a proportionate share of the points (25 points).

Projects that do not reduce delay or increase delay and/or do not include supporting a Synchro analysis should receive zero points for this measure.

2. Regional Priorities for Reliability & Excessive Delay

This criterion assesses the excessive delay (as defined in the region's CMP) and reliability of potential projects based on the [2050 TPP maps for Reliability or Excessive Delay](#) (with updated data for use in scoring) and incentivizes project locations included in the [Intersection Mobility and Safety Study Priority Tiers](#).

Does the project location appear on any of the following?

A. 2050 TPP Map for Excessive Delay

Excessive Highway Delay [map](#) (if more than one applies in the project area, select the highest delay):

- Less than 2 hours
- 2-3 hours
- 4-6 hours
- Greater than 6 hours

Scoring Guidance

- Less than 2 hours: **0 points**
- 2-3 hours: **4 points**
- 4-6 hours: **7 points**
- Greater than 6 hours: **10 points**

B. 2050 TPP Map for Reliability

Highway Reliability [map](#) (if more than one applies in the project area, select the highest buffer index):

Congestion Management Strategies

- Buffer time index less than 0.5
- Buffer time index between 0.5 and 0.75
- Buffer time index between 0.75 and 1.00
- Buffer time index greater than 1.00

Scoring Guidance

- Less than 0.5: **0 points**
- Between 0.5 and 0.75: **4 points**
- Between 0.75 and 1.00: **7 points**
- Greater than 1.00: **10 points**

C. Intersection Mobility and Safety Study Priorities

Intersection Mobility and Safety Study (IMSS) [Tiers](#) (if more than one applies in the project area, select the highest tier or contact Met Council staff for guidance on adding multiple intersections):

- No Tier
- Low
- Medium
- High

Scoring Guidance

- No Tier: **0 points**
- Low: **1 point**
- Medium: **3 points**
- High: **5 points**

3. Safety

This criterion measures the project's ability to promote safety for all users, including how the project responds to existing risks and maximizes use of proven safety countermeasures.

A. Connection to Existing Safety Planning Efforts

Please select all of the following that apply:

- Project Location (or part of the location) is listed in the [Regional Safety Action Plan](#) on any of the following lists (note an online map is being developed and a link will be provided in final application):
 - Identified on Regional Top 25 Priority [lists](#) (reactive or proactive)
 - Identified on Regional High Injury Streets [maps](#)
 - Identified on County Top 10 priority lists (reactive or proactive)
 - Crash Risk Index >15 (for pedestrians, use the bicyclists' layers)
- Location is listed in another safety plan that prioritizes reducing fatal and serious injury crashes.

- Please describe and provide reference or link to the plan: _____

Scoring Guidance

Consider the information and narrative provided by the applicant and rate projects based on the benchmarks provided below.

- **High:** Projects identified in the Regional Safety Action Plan on either the regional top 25 or county top 10 lists will score the highest followed by projects identified on the Crash Risk Index over 15 or on the Regional High Injury Streets maps.
- **Medium-High**
- **Medium:** Projects identified as a priority location for safety investment in a local (e.g. county or city) safety action plan based on a recent injury crash analysis.
- **Medium-Low**
- **Low:** Projects only identified in a targeted study (e.g., NEPA document, corridor study, intersection study, ICE report, etc.) that identifies the specific safety measures needed to improve safety and those safety measures have been incorporated into the proposed project.
- **Non-responsive/Not relevant:** Projects that are not identified in the Regional Safety Action Plan or any local safety plan. This could also include projects that also have not completed a targeted study that defines an existing safety issue (e.g., NEPA document, corridor study, intersection study, ICE report, etc.).

B. Safety Improvements for People Outside of Vehicles

Please provide a written response that explains how the project will mitigate existing risk factors noted above and any other steps taken to ensure the project promotes safety for all users. Please cite any specific proven safety countermeasures that will be part of the project's design or methods the project will use to promote safety for people outside of vehicles (600 words or less).

Consider the following when developing your response. Note that not all considerations are applicable to all projects, but please respond to those that are applicable.

- Will crossing distances or times between protected crossings for people outside of vehicles be increasing or decreasing? If so, how many locations will be affected? If increasing, what measures will be considered to recognize the increase in distance between crossing opportunities?
- Describe what measures are being used to reduce exposure and delay for people outside of vehicles.
- If grade separated pedestrian crossings are being added and increasing crossing times, describe any features that are included that will reduce the detour required of pedestrians and make the separated crossing a more appealing option.
- If mid-block crossings are restricted or blocked, explain why this is necessary and how pedestrian crossing needs and safety are supported in other ways.
- Describe how motorist speed will be managed in the project design, in both through-traffic and turning movements. Note any strategies or treatments being considered that are intended to help motorists drive slower or protect pedestrians and bicyclists if motorist speeds will increase.
- Consider these resources for safety improvements: [Regional Safety Action Plan's Programmatic Recommendations](#), [FHWA's Safe System Roadway Design Hierarchy](#), and [MnDOT's Traffic Engineering Countermeasures](#)

Scoring Guidance

Consider the information and narrative provided by the applicant and rate projects based on the benchmarks provided below. Projects may be rated at any point along the scale based on their performance against the stated criteria.

- **High:** The highest rated projects in this criterion will serve the needs of pedestrians and bicyclists with the greatest safety and least pedestrian and bicyclist delay, detour, or discomfort. Score projects higher if selected countermeasures are designed to be comfortably used by people of all ages and abilities. The highest scoring projects will provide frequent, safe, at-grade crossing opportunities to prioritize directness and convenience with safety. Score projects higher if design elements are included to help motorists drive slower. The response will include quantitative or qualitative metrics showing a high level of improvement using an established methodology.
- **Medium-High**
- **Medium:** Mid-range projects in this measure may make a strong case as to how the project improves the travel experience, safety, and security for people outside of vehicles but without quantitative data or using a less established methodology. These projects may require lengthy detours or elevation changes or have less frequent at-grade crossings that do not align well with destinations. Similarly, mid-range projects may have quantitative or qualitative data and an established methodology but only offer a small improvement to the multimodal experience.
- **Medium-Low**
- **Low:** Projects that make minimal improvement to the travel experience, safety and security for people outside of vehicles should receive low points in this measure. These projects may include motor vehicle design elements that raise concerns for pedestrian and bicyclist safety, such as increased vehicle speeds or increased crossing distances that would not be fully mitigated by any safety countermeasures for pedestrians and bicyclists.
- **Non-responsive/Not relevant:** Projects that do not improve the travel experience and safety for people outside of vehicles should receive zero points for this measure.

C. Safe System Approach

Please describe how the project aligns with the Safe System Approach where the transportation system is designed to minimize the consequences of human errors by implementing multiple layers of protection (400 words or less).

Consider the following when developing your response. Note that not all considerations need to be addressed, but please respond to those that are applicable.

- Are safety improvements focused on reducing fatal and serious injury crashes?
- Does the project utilize proven safety countermeasures?
- Consider these resources for safety improvements: [Regional Safety Action Plan's Programmatic Recommendations](#), [FHWA's Safe System Roadway Design Hierarchy](#), or [MnDOT's Traffic Engineering Countermeasures](#)

Scoring Guidance

The project will be scored based on the scorer's discretion, using the following guidance:

Consider the information and narrative provided by the applicant and score projects based on the benchmarks provided below.

- **High:** The highest scoring projects in this criterion will align with the Safe System Approach and significantly improve safety for all users and cites specific safety best practices or countermeasures that will be included in the project. Scorer is confident the project sponsor will design the project to prioritize safety for people outside of vehicles. The response will include quantitative metrics showing a high level of improvement using a sound methodology.
- **Medium-High**
- **Medium:** Mid-range projects in this criterion may align with the Safe System Approach and improve safety for all users but without quantitative data or using a less solid methodology. Similarly, mid-range projects may have quantitative data and a solid methodology but only offer a small improvement to the multimodal experience.
- **Medium-Low**
- **Low:** Low scoring projects may not provide quantitative data to assess the claim of adherence to the Safe Systems approach.
- **Non-responsive/Not relevant:** Projects that do not align with the Safe System Approach or improve the travel experience, safety and security for people outside of vehicles should receive zero points in this criterion.

4. Multimodal/Complete Streets Connections

This criterion measures how the project improves travel experience, safety, and security for all modes of transportation and addresses the safe integration of these modes. The 2050 Transportation Policy Plan requires that explicit consideration of all users of the transportation system be considered in the planning and scoping phase of projects.

A. New or Improved Multimodal Connections (Transit, Bicycle, Pedestrian, TDM Elements)

Describe the new or improved multimodal connections (transit, bicycle, pedestrian, etc.) along, across or underneath the project and/or TDM elements (400 words or less). Consider the following when developing your response. Note that not all considerations are applicable to all projects, but please respond to those that are applicable.

- How does the project reduce the level of traffic stress (reference the Oregon Department of Transportation level of traffic stress [analysis procedure](#) or another similar methodology) for all users of multimodal facilities?
- How will the project improve the comfort and quality of the travel experience for bicyclists, pedestrians, and transit users of all ages and abilities?
- How will the project reduce delays for these users?
- How will the project improve access or expand connections for these users?
- How will the project use TDM to encourage the use of other modes?
- Does the project provide a high-quality connection based on the surrounding land use and/or community context?

Scoring Guidance

Consider the information and narrative provided by the applicant and rate projects based on the benchmarks provided below. Projects may be rated at any point along the scale based on their performance against the stated criteria. The project rating will be based on the quality of the improvements, as opposed to being based solely on the number of modes addressed.

- **High:** The highest rated projects in this measure will significantly improve the travel experience, safety, and security for modes of transportation beyond vehicles and the safe integration of these modes in the project. The response will include quantitative or qualitative metrics showing

a high level of improvement using an established methodology. Projects that are on the Regional Bicycle Transportation Network (RBTN) or cross or address a barrier as identified in the Regional Bicycle Barriers Study AND provide new or improved bicycle facilities designed to cater to uses of all ages and abilities will receive a high score..

- **Medium-High**
- **Medium:** Mid-range projects in this measure may significantly improve the travel experience, safety, and security for modes of transportation beyond vehicles and the safe integration of these modes in the project but without quantitative or qualitative data or using a less established methodology. Similarly, mid-range projects may have quantitative data and a solid methodology but only offer a small improvement to the multimodal experience.
- **Medium-Low**
- **Low:** Low rated projects in this measure will not include quantitative or qualitative data and may not provide clear information to create confidence that the project will provide benefits.
- **Non-responsive/Not relevant:** Projects that do not improve the multimodal travel experience, safety and security should receive zero points in this measure.

5. Freight

Tying regional policy in the 2050 Transportation Policy Plan to the Regional Solicitation, this criterion measures the project's ability to serve a transportation purpose within the regional transportation system and economy based on how it aligns with the Regional Truck Corridor Study.

A. Regional Truck Corridor Study Tiers

This measure relies on the results on the Truck Highway Corridor Study, which prioritized all principal and minor arterials based on truck volume, truck percentage of total traffic, proximity to freight industry clusters, and proximity to regional freight terminals. The truck corridors were grouped into tiers 1, 2, and 3, in order of priority. Use the 2021 Updated Regional Truck Corridors tiers to respond to this measure: [2021 Updated Regional Truck Corridors](#).

Select the highest one for your project, based on the 2021 updated Regional Truck Corridors:

- Along Tier 1
- Along Tier 2
- Along Tier 3
- The project provides a direct and immediate connection (i.e., intersects) with a Tier 1, Tier 2 or Tier 3 corridor.
- Not applicable

Scoring Guidance

Applicants will be awarded points as assigned in the above tiers, for the highest tier touched (for new alignments, use the tier of the existing alignment or parallel alignment that the new connection is replacing):

- **5 points:** Projects along Tier 1
- **4 points:** Projects along Tier 2

Congestion Management Strategies

- **3 points:** Projects along Tier 3
- **2 points:** Projects that provide a direct and immediate connection to a corridor
- **0 points:** None of the tiers

6. Natural Systems Protection and Restoration

This criterion measures the project's ability to protect and preserve the region's natural systems and build more resilient infrastructure.

A. Flood Mitigation, Stormwater Treatment, Other Environmental Benefits

Describe how the project protects and restores natural systems through flood mitigation, stormwater treatment, etc. (600 words or less):

Consider the following when developing your response. Note that not all considerations will be applicable to all projects, but please respond to those that are applicable.

- Does the project increase or decrease impervious surface area?
- Does the project use alternative construction methods (e.g., recycling pavement materials or using surfaces more friendly to freeze/thaw cycles)?
- Does the project use landscaping or streetscaping appropriate for the area/climate?
- Does the project preserve existing mature trees or plan new trees with associated establishment period?
- Does the project use soil amendments to improve environmental performance (e.g., biochar food-derived compost)?
- Is the project designed to industry standard flood events (e.g., 100-year flood events)?
- Does the project manage stormwater more efficiently or mitigate an existing stormwater runoff concern?
- Does the project add new infrastructure that is more resilient to wetter and warmer conditions?
- Does the project improve habitat connectivity?

Scoring Guidance

Consider the information and narrative provided by the applicant and rate projects based on the benchmarks provided below. Projects may be rated at any point along the scale based on their performance against the stated criteria.

- **High:** Projects in this range will significantly improve, protect, and restore natural systems over the existing condition. The response will include quantitative or qualitative metrics showing a high level of improvement using an established methodology.
- **Medium-High**
- **Medium:** Projects in this range will somewhat improve, protect, and restore natural systems over the existing condition. The response will include qualitative or quantitative metrics showing a smaller level of improvement using an established methodology.
- **Medium-Low**
- **Low:** These projects make a case as to how the project somewhat improves, protects, and restores natural systems without qualitative or quantitative data or using a less solid methodology. Projects in this range have smaller improvements to natural systems.
- **Non-responsive/Not relevant:** Projects that do not improve, protect or restore natural systems or do not provide adequate information should receive zero points for this measure.

7. Community Considerations

See separate Community Considerations criteria document.