

10-Year Capital Highway Investment Plan **DRAFT 2018 - 2027**



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PURPOSE OF 10-YEAR CAPITAL HIGHWAY INVESTMENT PLAN

MnDOT completed its 20-Year State Highway Investment Plan in January 2017. MnSHIP guides investments on Minnesota's 12,000 miles of state highways. The 10-Year Capital Highway Investment Plan is updated each year to communicate MnDOT's proposed capital investments for the next ten years; it serves as an annual check-in between the MnSHIP plan update cycles. It provides the opportunity to track investments compared to the investment guidance established in MnSHIP, ensuring accountability. The primary objectives of the CHIP are to:

- Detail MnDOT capital investments over the next ten years on the state highway network;
- Compare planned and programmed projects with the investment priorities established in MnSHIP, and explain any change in direction or outcomes;
- Facilitate coordination between MnDOT districts and local units of government on future investments
- Improve the transparency of MnDOT's proposed capital investment and decision-making

The CHIP includes projects in two time periods:

- Years 5-10 which represent MnDOT's planned projects.
- Years 1-4 called the **State Transportation Improvement Program** which represent projects MnDOT selected for funding and committed to delivering.

Selecting projects on the state highway system is an annual process. MnDOT starts identifying potential projects 10 years in advance. MnDOT district staff work each year with MnDOT central office and specialty office staff to complete a 10-year list of projects for each district on the state highway system. MnDOT then combines the districts project lists into the **10-Year Capital Highway Investment Plan**.

MnSHIP is MnDOT's vehicle for deciding and communicating capital investment priorities for the state highway system. It is updated every five years.

Each year MnDOT staff develops investment guidance to ensure that collectively MnDOT is achieving the outcomes established in its highway investment document, MnSHIP.

New Money from 2017 Legislative Session

Since the adoption of the 2017 MnSHIP update, MnDOT received additional Trunk Highway funds and funds from Trunk Highway bond sales in the 2017 Legislative Session. The project information in the CHIP is current as of May 2017 and does not include new revenue provided by the legislature in the 2017 session. MnDOT is currently evaluating projects to fund with the additional revenue. These projects will be included in next year's CHIP document published in 2018.

The timeline for project selection as of August 2017:

July 2017 – Select priority projects for fiscal year 2018 funding that can start construction before July 1, 2018.

August to November 2017 – Involve District stakeholders to identify projects for the remaining years.

December 2017 – Request public recommendations for **Corridors of Commerce** projects.

December 2017 – Select priority projects based on MnSHIP direction and stakeholder involvement for construction starting in late 2018 through 2022.

January 2018 – First round of Corridor of Commerce project recommendations presented.

Notable Changes from the Previous CHIP

MnDOT adopted a new investment direction and added four new investment categories as part of the 2017 MnSHIP update. Those changes are reflected in the 2018 -2027 CHIP. MnDOT also revised the design of the CHIP and how the information is being presented. This includes a revised section on how potential state highway projects are identified, developed, and ultimately selected for funding in the STIP.

2017 MNSHIP UPDATE

Influence of New Investment Direction on Project Selection in Years 1-4

In the first four years (2018-2021) of 2017 MnSHIP investment direction, MnDOT has already committed to projects in the STIP based on the investment direction in the 2013 MnSHIP. MnDOT has scoped and developed these projects using that investment guidance. MnDOT tries to avoid any changes to projects in the STIP, if possible. Therefore, MnDOT is not changing projects in years 2018 to 2021 to reflect the updated investment direction.

project development and selection process. This includes a detailed discussion of the main state highway funding programs: the Statewide Performance Program, the District Risk Management Program, and Small Programs/ District C. See the following section for more detail.

The district CHIP project lists were revised to clearly divide information on the districts into four sections. The District Overview provides a quick reference to the district including a map and district statistics. The District CHIP Investment Overview provides a summary of district investment and strategies being used. The District CHIP Highlights discusses any changes from the previous CHIP, remaining risks to the district, and historic and projected performance. The final section is the yearly project lists which are divided into two sections: state highway projects in the 4-year STIP and the planned projects in years 5-10. The STIP project lists did not change significantly. The Years 5-10 project lists show a pie chart of the yearly investment by category instead of investment breakdown in each individual project since many projects are not scoped until year 5.

Project Selection Process

The 10-Year CHIP is updated annually to include new projects identified in year 10 and adjust any projects from the previous CHIP based on new information. Planned projects listed in year 5-10 can and will fluctuate as MnDOT begins to look at the needs of those projects and works with regional and local transportation partners to identify any local needs or concerns. By the time projects reach Year 4 of the CHIP, the projects become part of the **State Transportation Improvement Program**. Projects listed in the four years of the STIP represent the projects MnDOT is committed to constructing over the next four years. Until Year 4, projects do not have funding committed to them.

MnDOT districts work closely with a broad range of stakeholders through **Area Transportation Partnerships**. These partnerships provide a collaborative decision-making process for the selection of projects that are recommended to receive federal funds. In addition, ATPs provide a local perspective on potential state-funded projects. ATPs sign off on the district's list of programmed projects in the STIP.

With funding committed, MnDOT begins designing the project to prepare to enter construction by the time the project reaches Year 1 of the STIP. Just like the 10-Year CHIP, the STIP is updated annually. Once a project reaches Year 1, it becomes part of MnDOT's construction program for that fiscal year.

FUNDING PROGRAMS

MnDOT invests in state highway projects through the Statewide Performance Program and the District Risk Management Program. The purpose of establishing these two programs is to ensure the agency efficiently and effectively works toward common statewide goals—in particular, meeting identified outcomes of the MnSHIP investment direction—while maintaining some flexibility to address unique risks and circumstances at the district level.

What is the Statewide Performance Program?

MnDOT created the Statewide Performance Program in 2013 to respond to changes in federal requirements. Federal legislation places greater emphasis on **National Highway System** performance and requires MnDOT to make progress toward national performance goal areas, including those related to condition, safety, and travel time reliability on the NHS. Failure to do so results in the loss of some federal funding flexibility. The SPP manages investment and project selection on the NHS to meet performance outcomes listed in the MnSHIP investment direction.

Project Selection Through the Statewide Performance Program

The SPP includes projects that help MnDOT achieve NHS performance outcomes identified in MnSHIP. Staff from MnDOT's central office, district offices, and specialty offices collaborate to develop a list of potential projects and planned investments through the SPP. Each year, SPP projects advance through the CHIP. MnDOT adds new SPP projects annually in year 10 of the CHIP. Each MnDOT district coordinates with **Area Transportation Partnerships**, MPOs, and other key partners and recommends adjustments to project scope and timing. Upon final selection in the STIP, each MnDOT district is responsible for designing and delivering selected projects. The following are types of projects selected through the SPP.

INTERSTATE AND REMAINING NHS PAVEMENT PROJECTS

Projects focus on rehabilitation or replacement of existing pavements to bring the segment of the highway into good condition. MnDOT's Office of Materials and Road Research uses a Pavement Management System to predict future pavement conditions and develop a schedule of suggested fixes on the Interstates and remaining NHS. The Office of Materials and Road Research manages its program to meet NHS performance outcomes listed in MnSHIP. The districts suggest modifications to the project list based on a number of considerations, including local knowledge of conditions, input from stakeholders and timing of other scheduled improvements in the area.

Minnesota Highway Freight Program

The Fixing America's Surface Transportation Act created a new funding program that provides money to Minnesota to make improvements to our highway system that benefit freight movement. All public roads, including county and city roads, are eligible for this money. In order to select projects that will be funded with this money, the MnDOT has created the Minnesota Highway Freight Program. The 2017 solicitation is scheduled to select projects in the fall of 2017. Those new projects will be reflected in the 2019-2028 CHIP.

Corridors of Commerce

The 2013 Minnesota Legislature created the Corridors of Commerce program. The program's goals are to provide additional highway capacity on interregional corridors or bottlenecks in the system and improve or preserve the movement of freight and reduce barriers to commerce. Projects are selected when funding is provided by the legislature. The 2017 Minnesota Legislature provided funding for the program. Projects will be listed in the 2019-2028 CHIP.

JURISDICTIONAL TRANSFER PROJECTS

Jurisdictional Transfer investments are capital investments needed to improve highways so they can be transferred from MnDOT to a local government or vice versa. Typically, a planned project is modified to include longer-term improvements and/or additional enhancements with an agreement that the local agency would take ownership of the road. Transferring a road requires the agreement of both MnDOT and the local agency.

FACILITIES PROJECTS

The Facilities investment category includes investments made to MnDOT buildings along state highways. These assets include rest areas, weight enforcement buildings and weigh scales. Facilities investments were previously made through either Roadside Infrastructure Condition or special capital programs. New or renovated buildings are completed as stand-alone projects while pavement work on exit ramps or parking lots are typically completed in conjunction with another project on the adjacent highway.

INCLUSION OF OTHER INVESTMENTS ON SPP PROJECTS

While a project in the SPP is one of the project types listed above, a portion of SPP project costs may include additional improvements to address other roadside infrastructure, improve traveler safety, or improve bicycle or pedestrian connections. However, they do not drive the project selection process in the SPP. For example, while scoping a pavement project, there may also be a need to repair culverts, improve lighting, add a turn lane for

NON-NHS PAVEMENT PROJECTS

The Office of Materials & Road Research generates an initial project list for district consideration. However, it is the districts' responsibility to identify and select pavement projects. The districts select projects based on a number of considerations, including local knowledge of conditions, input from stakeholders, and timing of other scheduled improvements in the area.

NON-NHS BRIDGE PROJECTS

The Bridge Office generates an initial project list for district consideration. However, it is the districts' responsibility to identify and select bridge projects. The districts select projects based on a number of considerations, including local knowledge of conditions, input from stakeholders and timing of other scheduled improvements in the area.

SAFETY PROJECTS

Districts select stand-alone safety projects based on the location of fatal and serious injury crashes and share these with the Office of Traffic, Safety and Technology for approval. Funding for these projects comes from the Highway Safety Improvement Program. HSIP projects are generally identified only three years before construction, unlike pavement and bridge projects.

OTHER PROJECTS

While the majority of projects districts select are pavement, bridge, or safety projects, districts can select other projects in the DRMP. These can include stand-alone roadside infrastructure improvements such as replacing culverts, guardrails, signs or lighting, mobility improvements, bicycle improvements, or pedestrian improvements.

INCLUSION OF OTHER INVESTMENTS ON DRMP PROJECTS

Similar to the SPP, a portion of DRMP project costs may include additional improvements to address other roadside infrastructure conditions, improve traveler safety, or improve bicycle or pedestrian connections. For example, while scoping a pavement project, there may also be need to repair culverts, add a turn lane for safety, or repair an existing sidewalk within the highway right-of-way. Those improvements are tracked by the 14 investment categories in MnSHIP. MnDOT shows how projects costs are broken down into the 14 investment categories in the STIP years once the project is scoped.

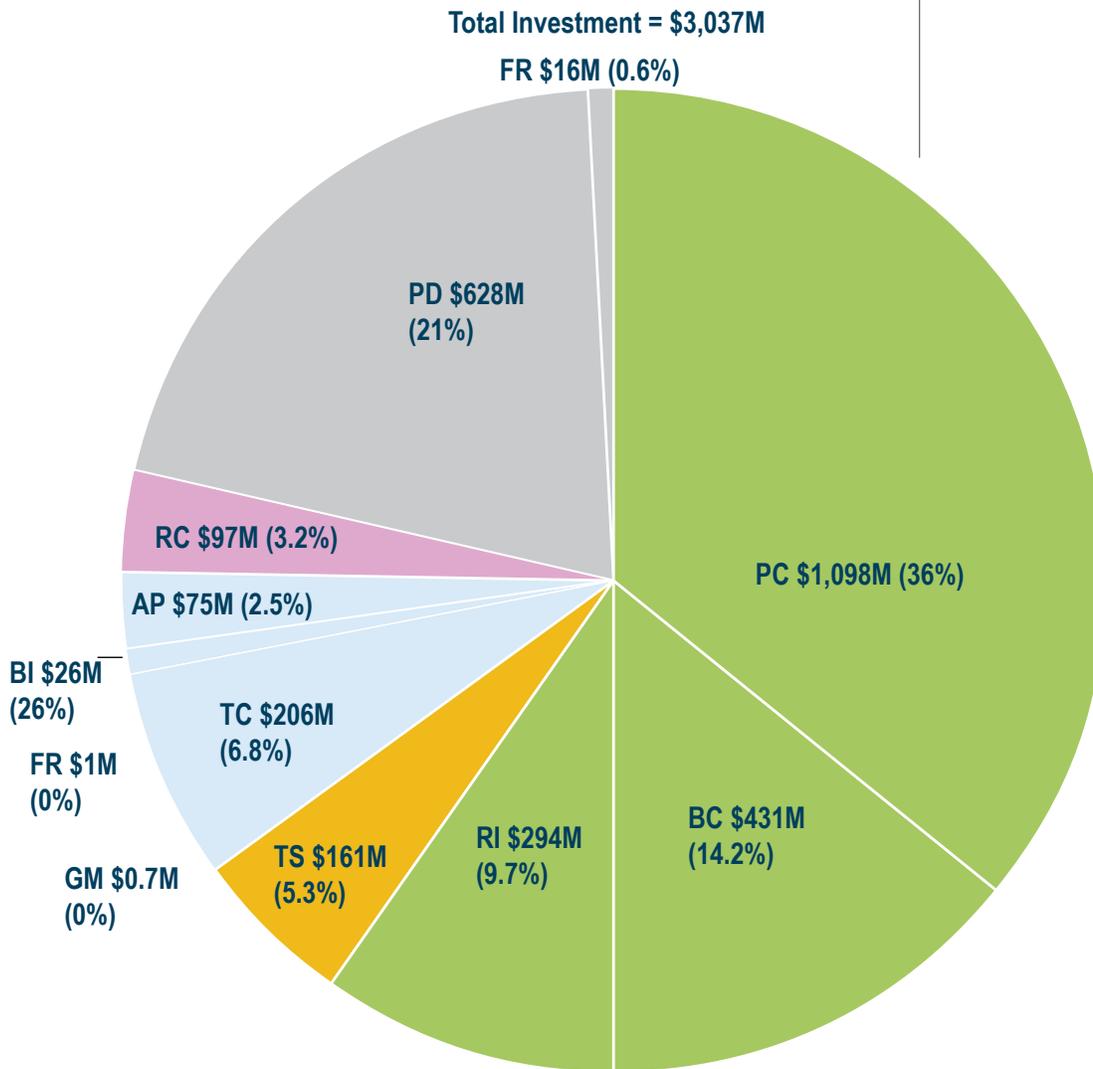


INVESTMENT CATEGORY	CATEGORY DESCRIPTION
Twin Cities Mobility	<p>MnDOT pursues the following strategies to address regional mobility issues in the Twin Cities metro area:</p> <p>Active Traffic Management. Operational improvements to help manage the effects of congestion, which include variable message signs (traveler information systems), freeway ramp metering, dynamic signing, bus-only shoulder lanes, reversible lanes, dynamic speed signs, and lane specific signaling.</p> <p>Spot mobility improvements. Lower cost, high-benefit projects that improve traffic flow and provide bottleneck relief at spot locations. These projects include freeway and intersection geometric design changes, short auxiliary lane additions, and traffic signal modifications to ease merging and exiting traffic.</p> <p>Priced managed lanes. Priced managed lane projects that provide a predictable, congestion-free travel option for transit users, those who ride in carpools, or those who are willing to pay. In the Twin Cities, this system is called MnPASS, which currently operates on I-394 , I-35E, and I-35W.</p> <p>Strategic capacity enhancements. Projects in the form of new interchanges, non-priced managed lanes, and limited general-purpose lanes that may be needed to address corridor congestion and/or provide lane continuity for an existing facility or to complete an unfinished segment of the Metropolitan Highway System.</p>
Greater Minnesota Mobility	<p>The Greater Minnesota Mobility investment category replaced the Interregional Corridor Mobility category used in the previous MnSHIP. Through federal legislation, the National Highway System was expanded and performance measures for mobility on the NHS are being developed. For these reasons, the investment category was modified to reflect that the NHS is now the priority network for mobility investment in MnSHIP. Improvements in this category include projects that improve travel time reliability for people and freight on the NHS outside of the Twin Cities area. Typical investments include low-cost improvements such as upgraded signals, turn lanes, intersection improvements, or passing lanes.</p>
Freight	<p>Freight includes the movement of all goods that originate or terminate in Minnesota across all modes. Investment in this category comes from the National Highway Freight Program created in the FAST Act.</p>
Bicycle Infrastructure	<p>MnDOT typically constructs bicycle improvements concurrently with pavement and bridge projects, but also implements some stand-alone projects.</p>
Accessible Pedestrian Infrastructure	<p>Most pedestrian improvements are implemented as part of a pavement or bridge project. Stand-alone projects, especially ADA improvements, are implemented as well.</p>
Regional & Community Improvement Priorities	<p>RCIPs are collaborative investments that respond to regional and local concerns beyond system performance needs. Typical improvements include intersection improvements, projects that support multimodal connectivity, landscape improvements, bypass or turning lanes, access management solutions, improvements that support complete streets, and regional or spot capacity projects.</p>
Project Delivery	<p>Project Delivery includes components of projects that are critical to ensure the timely and efficient delivery of highway projects. These components include right-of-way costs, consultant services, internal project delivery, supplemental agreements, and construction incentives.</p>
Small Programs	<p>The Small Programs category includes investments that are not specifically identified or prioritized within MnSHIP, but make up a part of MnDOT's overall capital investment. Small Programs typically respond to short-term, unforeseen issues or are used to fund one-time specialized programs that do not fit into a MnSHIP investment category. If funding is required beyond the short-term, an effort is made to incorporate the program into a MnSHIP investment category during the next MnSHIP update.</p>

Summary of STIP Investments

The Statewide Transportation Improvement Program (STIP) is MnDOT's four year program of projects. The projects in the STIP are viewed as commitments by the department. The investments in the 2018-2021 STIP (Figure 4) are influenced by guidance from the 2013 MnSHIP. Beginning in 2022, projects will follow 2017 MnSHIP guidance.

Figure 4: STIP Investments, 2018-2021



Note: No investment for Facilities or Jurisdictional Transfer

System	PC	Pavement Condition	Critical	TC	Twin Cities Mobility	Other	TS	Traveler Safety
	BC	Bridge Condition		GM	Greater Minnesota Mobility		RC	Regional + Community Improvement Priorities
	RI	Roadside Infrastructure		FR	Freight		PD	Project Delivery
	JT	Jurisdictional Transfer		BI	Bicycle Infrastructure		SP	Small Programs
	FA	Facilities		AP	Accessible Pedestrian Infrastructure			

the federal emphasis on higher-volume, NHS roads. However, non-NHS roads will still meet its ten percent target. Interstate and other NHS pavements are not projected to meet their targets of 2% and 4% by 2027.

Figure 5: MnDOT Pavement and Bridge Assets

DISTRICT	MILES OF PAVEMENT	NUMBER OF BRIDGES
1	1,542	545
2	1,802	353
3	1,594	419
4	1,576	324
6	1,411	841
7	1,299	468
8	1,441	356
Metro	1,089	1,284
Total	11,753	4,590

BRIDGE CONDITION

SYSTEM INVESTMENT STRATEGIES

MnDOT may implement any of the following strategies to address the risks that remain with the level of investment in Bridge Condition:

- Maintenance activities focused on preventive repairs
- Deferment of long-term fixes

OUTCOMES

Performance for bridges on the NHS is projected to deteriorate slightly from 1.5% poor in 2016 to 2.6% poor in 2027, while performance for non-NHS bridges will slightly worsen to nearly 3.7% poor. By 2027, NHS bridges will be slightly over their target of 2% poor while non-NHS bridges will be meeting their target of 8% poor. (Figure 7).

ROADSIDE INFRASTRUCTURE CONDITION

SYSTEM INVESTMENT STRATEGIES

MnDOT may implement any of the following strategies to address the risks that remain with the level of investment in Roadside Infrastructure Condition:

- Repair and replace infrastructure in poor condition or infrastructure beyond its service life
- Replace infrastructure with greatest exposure to the traveling public, mostly through pavement/bridge projects

Investments in rest areas and weigh stations will be reactive, increasing maintenance costs and limiting MnDOT's ability to keep many facilities in a state of good repair.

TRAVELER SAFETY

SYSTEM INVESTMENT STRATEGIES

MnDOT may draw from the following strategies, when necessary, to prioritize projects and address risks that are associated with lower performance or investment in Traveler Safety:

- Invest in high priority, lower cost proactive projects
- Reactively install lighting at sustained crash locations

OUTCOMES

MnDOT districts will continue installing safety features as part of pavement projects; however, the rate of implementing District Safety Plans will be cut by one third. Lower cost, high-benefit safety infrastructure will be constructed at priority locations throughout the state highway system, and select moderate to high-cost projects will be funded to address sustained crash locations. MnDOT will continue to participate in the TZD program.

Fatalities have been reduced substantially over the past 10 years. However, Minnesota experienced an increase in fatalities from 361 in 2015 to 411 in 2016. While MnDOT will continue to make investments in Traveler Safety, the goal of TZD cannot be achieved through infrastructure improvement alone. Even full implementation of all identified safety projects may do little to prevent fatalities and serious injuries that are a result of driver behavior such as distracted or impaired driving.

GREATER MINNESOTA MOBILITY

SYSTEM INVESTMENT STRATEGIES

MnDOT may draw from the following strategies, when necessary, to prioritize projects and address risks that are associated with lower performance or investment in Greater Minnesota Mobility:

- Focus investment to improve travel time reliability through operational improvements such as upgraded traffic signals, ITS, turn lanes and passing lanes

OUTCOMES

Before specific projects are selected, MnDOT will need to establish performance targets for federal NHS mobility performance measures. The investment in Greater Minnesota Mobility in the CHIP could complete 6-10 operational and low-cost capital improvements on the NHS.

investments in rural areas

- Add to existing bridge and pavement projects to improve safety and connectivity of the state bikeway system

OUTCOMES

MnDOT will invest in Bicycle Infrastructure at 75 percent of the current rate of investment. This will result in limited ability to make new improvements for bicycling and to maintain existing bicycle infrastructure as a part of pavement and bridge projects. Existing bicycle infrastructure will deteriorate and negatively affect the goal of promoting and increasing bicycling in Minnesota.

ACCESSIBLE PEDESTRIAN INFRASTRUCTURE SYSTEM INVESTMENT STRATEGIES

MnDOT may draw from the following strategies, when necessary, to prioritize projects and address risks that are associated with lower performance or investment in Accessible Pedestrian Infrastructure:

- Focus more investment in sidewalks, curb ramps and accessible pedestrian signals
- Make other pedestrian improvements via complete streets and to complete gaps in the network

OUTCOMES

MnDOT is committed to achieving substantial ADA compliance of the state pedestrian network by 2037. Districts will fund a range of pedestrian and ADA projects based on their needs. Investments will be primarily curb ramps, sidewalks and accessible pedestrian signals at intersections, implemented concurrently with pavement and bridge projects. MnDOT will be able to complete some stand-alone ADA improvements, focusing on complete streets and filling gaps in the sidewalk network.

REGIONAL AND COMMUNITY IMPROVEMENT PRIORITIES

SYSTEM INVESTMENT STRATEGIES

MnDOT may draw from the following strategies, when necessary, to prioritize projects and address risks that are associated with lower performance or investment in RCIPs:

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	Result 2016	MnSHIP Target	Projected Result 2021	Projected Result 2027	10-year Trend
Critical Connections					
Twin Cities Mobility: % of metro freeway miles below 45	23.7%	Tracking Indicator	N/A	N/A	Performance expected to continue at current levels
			Congestion is affected by economic conditions, population growth, fuel prices and other factors that increase travel demand. Freeway congestion increased in 2015 to its highest level in the past five years.		
% of sidewalks miles in poor condition	46% (2013)	Tracking Indicator	N/A	N/A	Performance expected to continue at current levels
ADA: % of state highway intersections with accessible pedestrian signals	50%	100%	70-80%	70-80%	Target expected to be achieved by 2037
			Accessible pedestrian infrastructure is typically addressed as part of highway reconstruction projects. As a result, the percentage of sidewalks in poor condition is likely to improve as mill and overlay projects still address ADA compliance. Accessible pedestrian signals (APS) will continue to be installed at state highway intersections as existing signals reach the end of their useful life. MnDOT anticipates achieving system-wide APS compliance by 2037.		

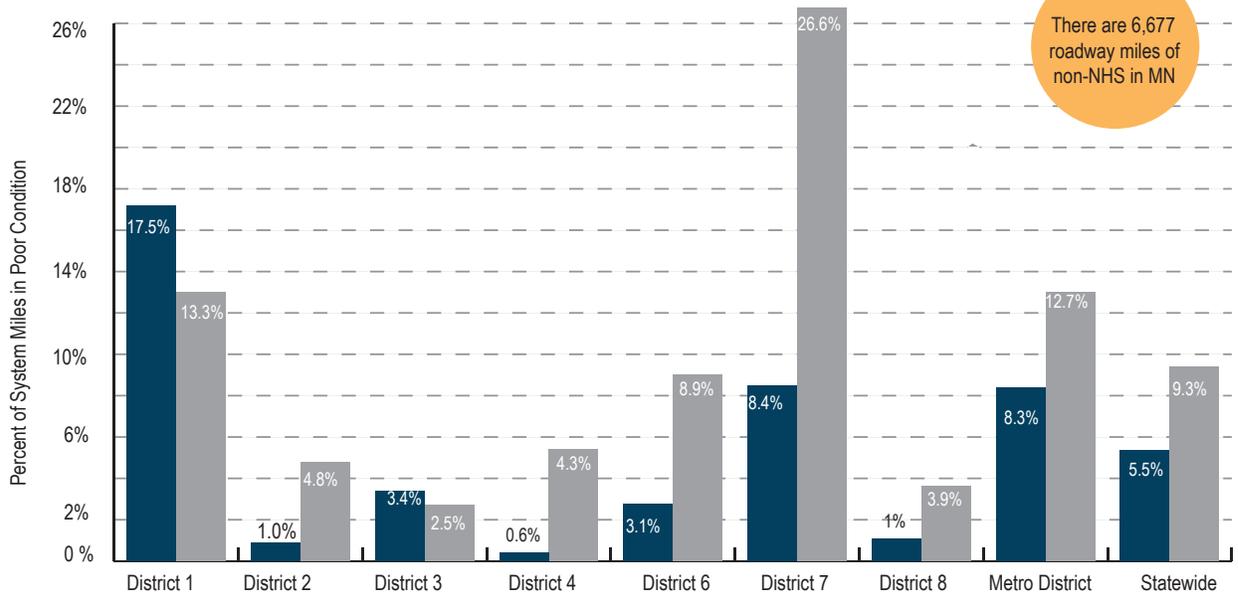
Meets or exceeds target
 Moderately below target
 Significantly below target

Non-NHS Poor Ride Quality Index (RQI)

-miles with an RQI of 2.0 or less-

Current (2016) -vs- Predicted Conditions (2021)

2016 (actual) 2021 (predicted)

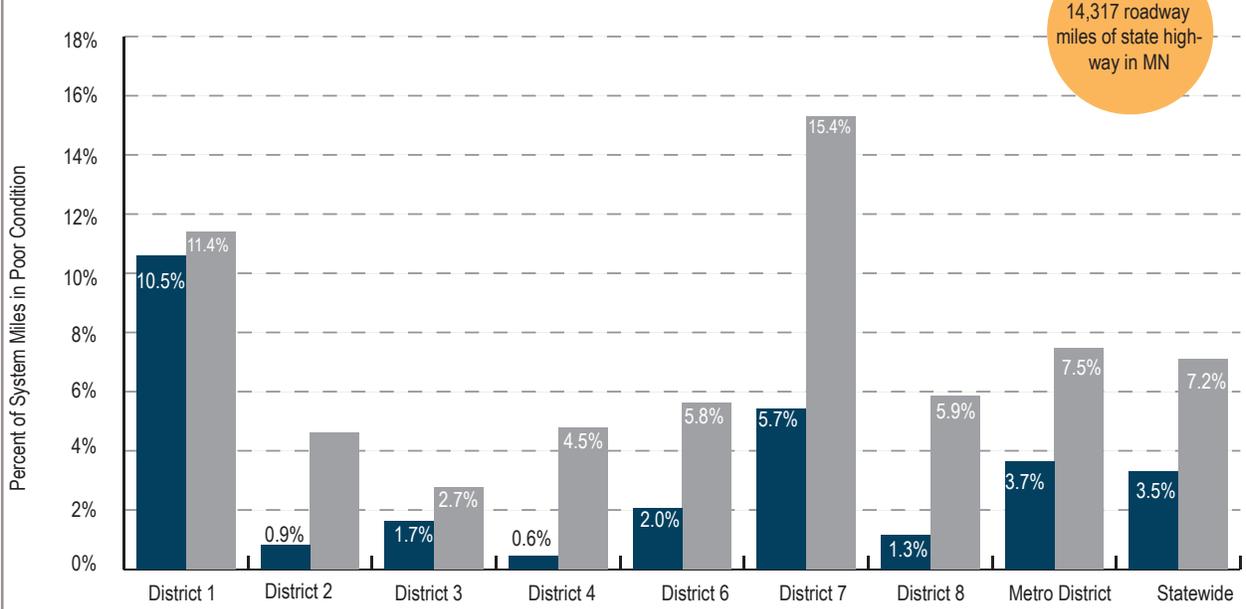


State Highway Poor Ride Quality Index

-miles with an RQI of 2.0 or less-

Current (2016) -vs- Predicted Conditions (2021 & beyond)

2016 (actual) 2021 (predicted)



- I-94 MnPASS, from Minneapolis to St. Paul

2023

- US 169: Replace 63rd Ave bridge over US 169 in Hennepin County.
- MN 210: Replace bridge over Mississippi River in Brainerd.
- I-94: Pavement project, from Woodbury to the MN/WI border

2024

- MN 23: Pavement reconstruction from the Pine-Carlton county line to St. Louis River bridge.

2025

- US 169: Pavement resurfacing from Winnebago to Amboy.

2026

- I-94: Overlay project from Monticello to St. Michael.
- MN 11: Pavement resurfacing in International Falls.

2027

- US 10: Pavement resurfacing from Cushing to Little Falls

Figure 8: Investment Plan Investment Comparison

INVESTMENT CATEGORY	10-YEAR CHIP	2017 MNSHIP GUIDANCE	DIFFERENCE FROM MNSHIP	DIFFERENCE FROM MNSHIP
Pavement Condition	46.7%	44.9%	1.8%	-\$0.5 M
Bridge Condition	11.0%	13.5%	-2.5%	-\$268 M
Roadside Infrastructure Condition	7.4%	7.6%	-0.2%	-\$39 M
Jurisdictional Transfer	0.3%	0.3%	0.0%	\$0 M
Facilities	0.3%	0.3%	0.0%	\$0 M
Traveler Safety	4.1%	3.4%	0.7%	\$45 M
Greater MN Mobility	0.3%	0.3%	0.0%	\$0.75 M
Twin Cities Mobility	3.8%	2.5%	1.3%	\$102 M
Freight	1.9%	2.8%	-1.0%	-\$92 M
Bicycle Infrastructure	0.7%	0.7%	0.0%	-\$7 M
Accessible Pedestrian Infrastructure	1.8%	2.4%	-0.6%	-\$57 M
RCIPs	2.2%	2.1%	0.1%	\$2 M
Project Delivery	17.5%	15.2%	2.3%	\$154 M
Small Programs	2.0%	3.9%	-1.9%	-\$187 M
TOTAL (\$ IN MILLIONS)	8,829	9,178		-\$349 M

Figure 9: District Investment Comparison

INVESTMENT CATEGORY	1	2	3	4	6	7	8	METRO	CO	TOTAL (\$ IN MILLIONS)
Pavement Condition	51%	49%	59%	57%	51%	49%	52%	46%	0%	4,120
Bridge Condition	15%	15%	8%	5%	18%	12%	11%	11%	0%	974
Roadside Infrastructure Condition	12%	10%	10%	10%	8%	9%	10%	5%	0%	657
Jurisdictional Transfer	0%	0%	0%	0%	0%	0%	0%	0%	5%	30
Facilities	0%	0%	0%	0%	0%	0%	0%	0%	4%	26
Traveler Safety	4%	6%	3%	5%	6%	4%	4%	3%	6%	360
Greater Minnesota Mobility	0%	0%	0%	0%	0%	0%	0%	0%	4%	26
Twin Cities Mobility	0%	0%	0%	0%	0%	0%	0%	11%	0%	336
Freight	0%	0%	0%	0%	0%	0%	0%	0%	28%	164
Bicycle Infrastructure	1%	1%	1%	1%	1%	0%	1%	1%	0%	58
Accessible Pedestrian Infrastructure	2%	3%	3%	2%	2%	2%	3%	1%	0%	161
RCIPs	1%	1%	1%	1%	1%	2%	3%	2%	10%	196
Project Support	14%	15%	15%	20%	13%	19%	15%	21%	15%	1548
Small Programs	0%	0%	0%	0%	0%	2%	0%	0%	27%	158
TOTAL (\$ IN MILLIONS)	959	488	978	537	822	877	444	3,139	584	8,829

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