



**To:** Edina Transportation Commission

**Agenda Item #:** VI. E.

**From:** Chad A. Millner, PE, Assistant City Engineer

**Action**

**Discussion**

**Date:** October 24, 2013

**Information**

**Subject:** 54th Street Reconstruction and Arden Park Stormwater Management Plan

**Action Requested:**

Review and comment on the 54th Street Reconstruction and Arden Park Stormwater Management Plan.

**Information / Background:**

Please recall that the project has been gathering input from a variety of stakeholders throughout the summer and fall. More than 700 neighbors have provided input this far. The design will be based on the input and MnDOT and City rules and policies.

Our consultant will give a short presentation on the draft design of 54<sup>th</sup> Street followed by discussion. The public hearing will be scheduled for a special City Council Meeting on December 10.

Due to the short turnaround time between input sessions, a draft feasibility study is included with the ETC packet. On Monday, October 21, an updated feasibility study will be delivered to commission members.

**Attachments:**

54th Street Reconstruction and Arden Park Stormwater Management Plan Draft Feasibility Study





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# TRANSMITTAL

To: Members of the Edina Transportation Committee (ETC)

Date: October 17, 2013

SEH File No.: EDINA 124747 14.00

Client No.: BA-416

Re: 54<sup>th</sup> Street Roadway Reconstruction Improvement No. BA-416

**We are:**

- Enclosing
- Sending under separate cover
- Sending as requested

One (1) Preliminary Draft Feasibility Study for the subject project

**For your:**

- Information/Records
- Review and comment
- Approval
- Action
- Distribution
- Revision and resubmittal

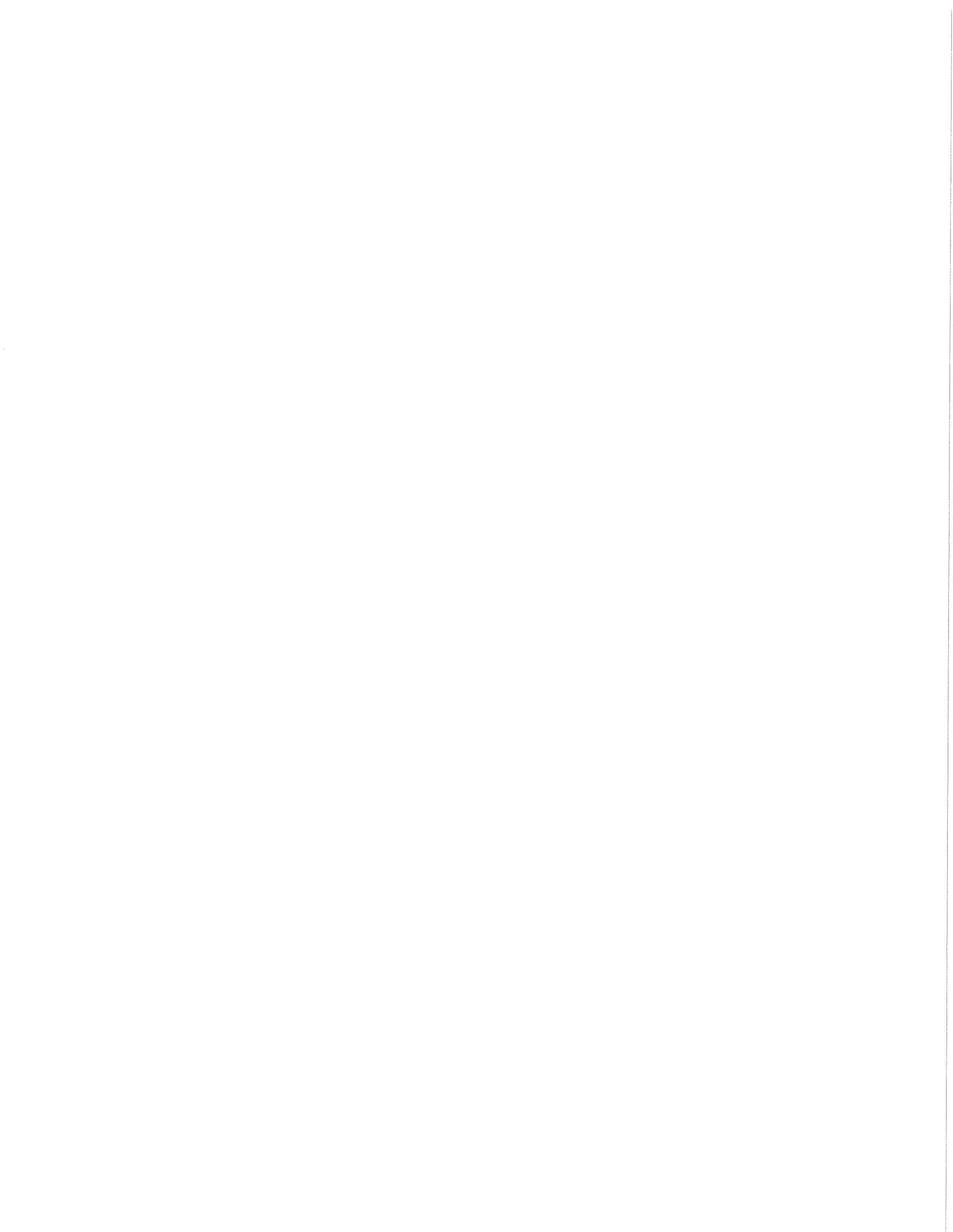
**Remarks:**

The referenced feasibility study contains engineering staff recommendations pertaining to the project. Items not addressed in the study are highlighted in gray.

A final draft feasibility study addressing the items in gray and the complete Feasibility Study Appendix will be submitted to each member of the ETC on Monday, October 21, 2013.

By: Toby Muse, PE

c: Chad Millner, City of Edina





## FEASIBILITY STUDY – BA-416

### ENGINEERING DEPARTMENT

### CITY OF EDINA

**54<sup>TH</sup> STREET ROADWAY RECONSTRUCTION**  
**OCTOBER 17, 2013**

**SUMMARY:**

The decision-making framework used to arrive at the recommended improvements presented in this report is driven by the pilot Stakeholder Engagement Process and Envision Sustainable Infrastructure Rating System summarized in this report and detailed in the Appendix. Proposed improvements address many of the issues and concerns raised by stakeholders while still balancing and maintaining required minimum State and City engineering standards.

The project includes adding to 54<sup>th</sup> Street shared vehicle and bicycle lanes, a sidewalk on the north side of 54<sup>th</sup> Street with lighting and a new bridge and decorative railing at Minnehaha Creek. The project involves removing and replacing all existing concrete curb and gutter and reconstructing the bituminous pavement and a portion of the poor subgrade soils. The project also involves installation of storm sewer that meets State Aid standards and connecting sump pump drain pipe to the storm sewer system as needed. The project will also involve trunk water main pipe installation in order to connect existing City water pipe systems on either side of Minnehaha Creek.

The total estimated project cost is \$X,XXX,000. Funding for the entire project will be from a combination of special assessments and State Aid and City utility funds. The estimated roadway construction cost, including the bridge, sidewalk, and lighting is \$X,XXX,000 and will be 80 percent funded by State Aid funds, with the remainder funded by special assessments at a rate of \$XXXXX per REU. Utility improvements and repairs amount to \$X,XXX,000 and will be funded through their respective utility fund.

The project can be completed during the 2014 construction season. Staff believes the project is necessary, cost effective and feasible to improve the infrastructure as initiated by the vision of Edina's Vision 20/20 – "Livable Environment" and "A Sound Public Infrastructure".

**LOCATION:**

The project includes 54<sup>th</sup> Street between the Wooddale Avenue right-of-way (ROW) to the west and the France Avenue ROW to the east for a total distance of approximately 2,640 feet (Figure 1).

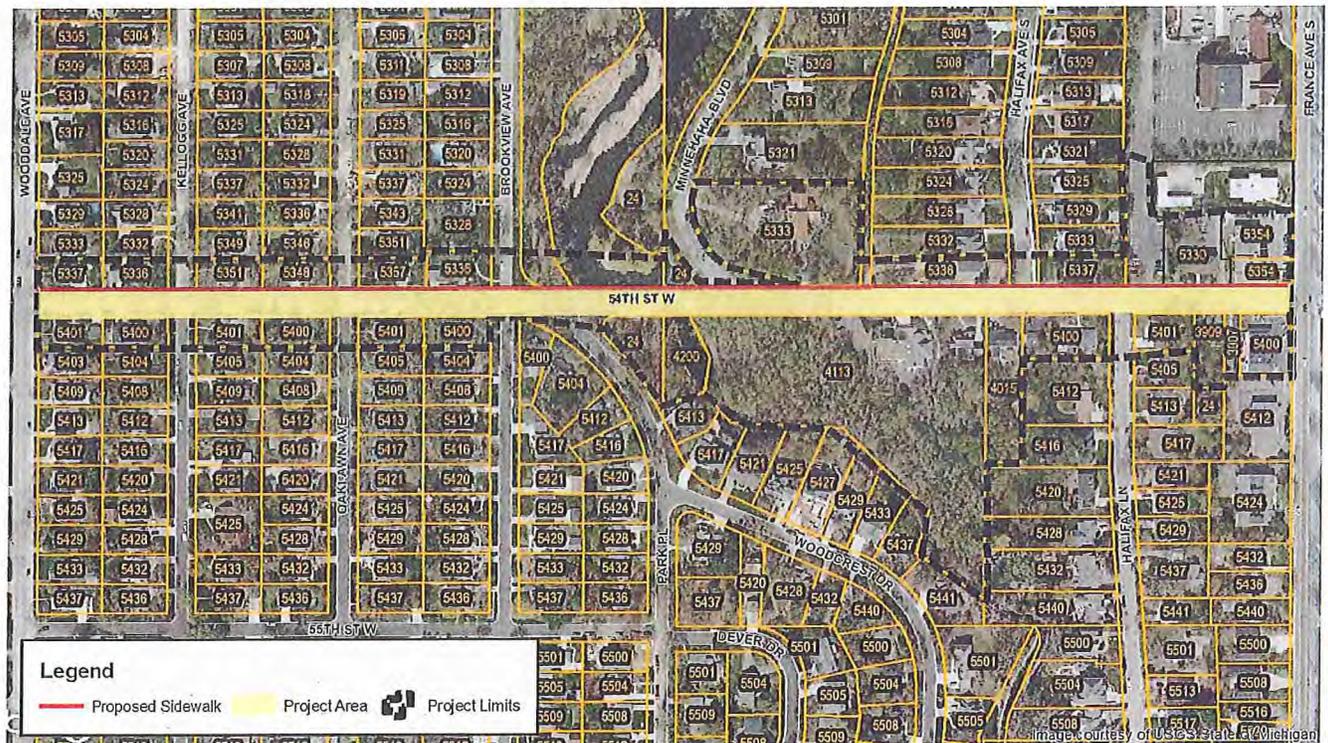


Figure 1 - Project Location Map

**INITIATION & ISSUES:**

The project was initiated by the Engineering Department as part of the City's Municipal State Aid Street reconstruction program and identified in the Capital Improvement Program. As part of this project the City collaborated with the Minnehaha Creek Watershed District (MCWD) to address creek issues and needs and develop a separate comprehensive water resource management plan for the Aredn Park Area. This feasibility study addresses updating aging infrastructure issues associated with the pavement condition, a structurally deficient bridge, and collection and conveyance of storm water within the project corridor.

All Engineering projects are reviewed for compatibility with the City of Edina 2008 Comprehensive Plan Update, Comprehensive Bicycle Transportation Plan, the Comprehensive Water Resource Management Plan, and the Living Streets Policy and the sustainable project evaluation.

**City of Edina 2008 Comprehensive Plan Update**

**Sidewalk Facilities**

Chapter 7 of the plan addresses locations of proposed sidewalks facilities within the City. As shown in Figure 7.10 of Appendix X, a sidewalk is proposed along 54<sup>th</sup> Street between Wooddale Avenue and France Avenue.

**Bicycle Facilities**

Chapter 7 of the plan addresses locations of proposed bicycle facilities within the City as part of the Comprehensive Bicycle Transportation Plan.

Figure 7.11 of Appendix X identifies 54<sup>th</sup> Street as a secondary bicycle route between Wooddale Avenue and France Avenue.

### **City of Edina Comprehensive Water Resource Management Plan**

The project is located within the Minnehaha Creek Watershed District. The Comprehensive Water Resource Management Plan indicates no storm water issues within the street right of way.

### **Living Streets Policy and Sustainability Evaluation**

The vision statement of the Living Streets Policy, attached in Appendix X, expresses the need to look at projects differently in the future:

*Living Streets balance the needs of motorists, pedestrians, bicyclists, and transit riders in ways that promote safety and convenience, enhance community identity, create economic vitality, improve environmental sustainability, and provide meaningful opportunities for active living and better health.*

Although the Living Streets Plan has not been developed, staff has included elements that pertain to collector streets such as 54<sup>th</sup> Street in the rehabilitation of the infrastructure and replacement of the road.

For the very first time, staff utilized a sustainability scoring system for this project called ENVISION™ to help measure what effect project decisions and recommendations have on sustainability. ENVISION™ was developed in joint collaboration between the Zofnass Program for Sustainable Infrastructure at the Harvard Graduate School of Design and the Institute for Sustainable Infrastructure<sup>1</sup>.

ENVISION™ was created to support transformational, collaborative approaches that promote sustainable infrastructure development using a comprehensive, triple bottom line approach toward decision-making. It is intended to foster a necessary and dramatic improvement in the performance and resiliency of physical infrastructure across the full economic, social, and environmental dimensions of sustainability.

The rating system includes a total of 60 credits organized into five categories:

- Quality of Life: Goal is to improve the project's impact on the surrounding community
- Leadership: Goal is to strengthen collaboration, stakeholder involvement, and long-term planning considerations
- Resource Allocation: Goal is to wisely manage materials, energy, and water resources used for project
- Natural World: Goal is to understand and minimize negative environmental impacts of project

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<sup>1</sup> The Institute for Sustainable Infrastructure is a not for profit education and research organization founded by the American Public Works Association, the American Society of Civil Engineers, and the American Council of Engineering Companies

- Climate and Risk: Goal is to minimize emissions and design for resilience - in both the short-term and long-term

Within each credit, points are earned based on level of achievement obtained, with five levels of achievement ranging from “improved” to “enhanced” to “superior” to “conserving” to “restorative.”

The project was evaluated based on a set of 52 ENVISION™ credits which were determined to be most relevant to this project and the Arden Park Stormwater Management Plan.

The ENVISION™ evaluation was conducted at three stages during the planning process. During the first stage, the project team identified ENVISION™ credits deemed most relevant to the critical issues identified through stakeholder engagement including intercept surveys and door knocking.

During the second stage the project team used ENVISION™ to evaluate the alternative design scenarios for each of the three project sections (West End, Middle Section, and East End). Results of this evaluation were presented at the September 30<sup>th</sup> final scenario workshop and are summarized in Appendix X.

Finally, ENVISION™ was used by the project team to evaluate the preferred design alternative which is being presented as part of this report. Overall project scoring is shown in Figure X and detailed results of this evaluation are summarized in Appendix X.

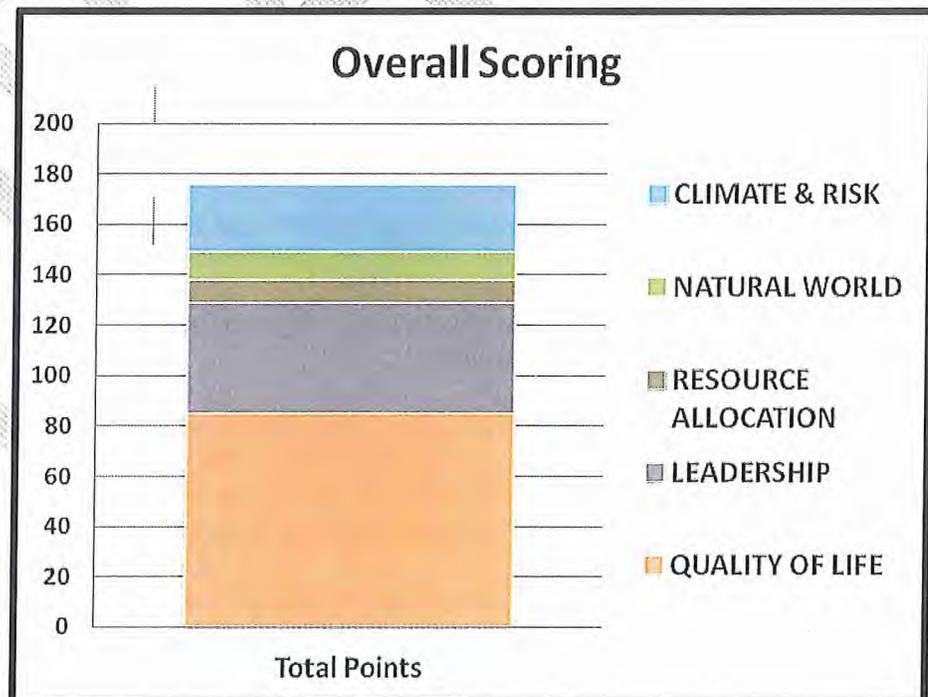


Figure X –Overall Project Scoring Using Envision™

Overall, the preferred alternative scored 176 points out of a possible 500 points. It should be noted that the scores will increase substantially as the project moves from the feasibility phase to the detailed design and construction phases. At this stage of the project there was no basis to assign points to a large number of the credits available because decisions related to those credits have not yet been made.

The preferred design scored highest in terms of quality of life credits (85 points), leadership (44 points), and Climate & Risk (27 points). It achieved fewer points for Natural World (11 points) and Resource Allocation (9 points).

In terms of Quality of Life, the preferred design scored well because it improves quality of life for the neighborhood, encourages alternative modes of transportation, improves site accessibility, safety, and way finding, and enhances public spaces.

In terms of Leadership, the project scored well because of the City and project team's effective leadership and commitment to the project, a robust stakeholder involvement process, and efforts to improve infrastructure integration (linking Arden Park and 54<sup>th</sup> Street reconstruction project planning together for example).

In terms of Climate and Risk the project scored moderately well, reflecting the fact that the design (in particular raising the bridge) helps the community prepare for long-term adaptability and short-term hazards associated with changing climate conditions. Minimizing pavement use also helps manage heat island effects.

In terms of Natural World the project scored very low because again, at this stage of the project it is not possible to score several of the credits. The project team and City are however addressing a number of these credits, especially those related to the creek, and as the project moves forward there will be an opportunity to capture points associated with factors such as: protecting surface water, preserving floodplain functions, and preventing surface water contamination among several others.

In terms of Resource Allocation, the project scored very low because at this stage there is no formal commitment or design which will support sustainable procurement, use regional materials, divert waste from landfills, reduce excavated materials taken off site, and other related factors. Addressing this category of credits in the next phase of the project will significantly increase scoring.

### **Staff Issues**

The following existing issues and/or features, some generated by stakeholders, are addressed in this study:

- Pedestrian, bicycle and vehicle safety
- Minnehaha Creek access/safety
- Recreational use at Minnehaha Creek as it relates to 54<sup>th</sup> Street
- Parking capacity
- Poor condition of existing pavement surface

- Storm water quality and drainage
- Existing landscaping, retaining walls and driveways
- Existing mature trees

### **Summary Stakeholder Engagement Process and Outcomes**

This robust, collaborative, and transparent engagement served as a pilot/model for the City. Below is a summary of both the process and outcomes.

**Technical and Engagement Parameters (June 13, 2013):** The City and consulting team jointly determined the key engagement issues and “promise” to the public, agreed on core engagement values, identified and analyzed the project’s key stakeholders, and determined the project’s technical and engagement parameters. The resulting Stakeholder Engagement Plan drove all engagement activities and communications. The technical parameters framed the project within the context of City policies, plans, and regulations including sidewalks, bike facilities, and special assessments; Watershed policies and plans, and the partnership with the City to help address Minnehaha Creek’s impaired waterway status; and MnDOT requirements for this state aid roadway.



**Input on Needs and Issues (late June-late July 2013):** Over 450 stakeholders offered issues and needs for both projects through doorknocking, intercept surveys, online surveys, and small group sessions in response to questions around issues and needs on 54th Street and the bridge, and stormwater-related issues and needs for Minnehaha Creek and Arden Park. All input was documented and reported back to the community, and informed the preliminary street design components and stormwater management plan. Broad categories of input were aesthetics; Creek access and safety; water quality and runoff; parking availability; road geometry and pavement conditions; safety for pedestrians, bicyclists, vehicles, Creek users; lighting and signage; and traffic and speeding. See detailed report in Appendix X.

**Feedback on Design Components (August 2013):** Based on that input, the consulting team developed a variety of design components and received great feedback from over 112 stakeholders attending a workshop or completing an online survey. Participants provided either positive or negative feedback on each design component. See detailed report in Appendix X.

- Roadway Configurations (sidewalks, bike lanes, parking): Many participants still weren’t aware of the MnDOT/City roadway requirements. Feedback on specific design components varied



considerably and was often highly individualized. Stakeholders with

children, walkers and bikers, and Arden Park and Creek users more often provided positive feedback on the practical and safety advantages of these requirements. There was generally positive feedback on one vs. two sidewalks, and varied feedback on where parking was needed and why, and the value of boulevards; there were many more concerns about the narrower western section of the roadway. Some drivers and bicyclists were frustrated about the “mixed messages” about bike lanes/sharrows on the east end of the road. Some stakeholders wanted more parking for Park and Creek, as well as church attendees. Others were concerned about the impact on people’s property – even though the City owns that right-of-way.

- Pedestrian and Bicyclist Safety, Speeding: Original stakeholder issues and needs prioritized pedestrian and bicyclist safety, so numerous design components focused on those topics. Feedback continued to support safety as a key priority. Many concerns and opinions reflected the interconnections among effectiveness, cost, and appropriateness of various speed reduction and pedestrian crossing safety design components. There were concerns about flashing signals and stakeholders took various positions on pedestrian crossing aesthetics, but there was clear consensus on the need for safe crossings.
- Bridge Safety and Creek Access: Feedback on the bridge designs varied, and many participants preferred a bridge that maintains the area’s “country” feel and fits with the residential area. Others focused on designs that allow Creek users sufficient headroom; many were attracted to the possibility of a path underneath the bridge. Stakeholders posed important questions about Creek access and use as well, including positive feedback on an updated canoe landing that is not “slickery” when wet, and how landings or steps can double as places to play, watch, and otherwise have fun and be safe alongside the Creek.
- Water Quality, Road Drainage, Park Flooding: While there appeared to be general understanding and support for the need for stormwater management, a number of the design components in this category garnered a range of positive and negative feedback. There was a lot of feedback on filtration design components, with generally positive feelings about including native plants. Stakeholders generally favored maintaining green space and existing park uses, and ensuring that any new design components address water safety especially in play areas.



**Feedback on Design Scenarios (September 2013):** The design team developed alternative scenarios for different segments: west, middle/bridge plus Creek and stormwater, and east. Each of these brought together feedback on the design components with MnDOT and City plans and policies. At the session and subsequent online survey, c. 120 stakeholders offered feedback. See detailed report in Appendix X.

- Middle/bridge, Creek, stormwater: There was very strong support for Scenario 1 that directly addressed stakeholder-identified safety issues at that intersection for both crossings and vehicle/bicycle stopping, and also maintained the rapids for recreational use. For canoe landing, bridge, and railing designs, etc., there was solid preference for a more natural look, but these component design choices merit more specific input and

## Feasibility Study

### 54<sup>th</sup> Street Roadway Reconstruction Improvement No. BA-416

October 17, 2013

feedback once the process moves forward.

- West end: The scenarios for this narrower section of roadway generated the most response, especially from residents on 54<sup>th</sup> Street. The concerns were overwhelmingly focused on ways to avoid or minimize property impacts from any of the options. Widespread objections to dedicated bike lanes in Scenario 1 focused on the property impacts of the additional 10' of pavement; the sharrow option garnered more support. (See West+East below.)
- East end: These scenarios generated varied responses, again with many concerns about property impacts with an additional sidewalk plus dedicated bike lanes and parking in various configurations. The option to mix bike lanes and sharrows caused some to worry this would confuse drivers and bicyclists. Feedback generally supported one-sided parking, with mixed feedback and questions about the need for extra or special parking on the north side. (See West+East below.)
- West+East: Most stakeholders supported a sidewalk on one side, but the varied opinions about north versus south side suggest that the volume of information may have resulted in misunderstandings about impacts. Some recommended centering the roadway to "share the pain" on both north and south sides. Many questioned the purpose and width of even the smaller 2' curbs. Everyone preferred preserving trees. Most supported more and better lighting, and many specified the design must be downward-facing/sky-friendly. Almost no one saw any value to having a bike rail at bus stops, and some noted that most buses now have bike racks in front. Most objected to concrete pads at any bus stops, although some of those assumed a sidewalk without noticing that a sidewalk on only one side of the roadway serves only half the bus stops.
- **Feedback on Draft Design (October 2013)**: Staff will host a design feedback session for stakeholders on October 23, 2013. Stakeholders will be able to review draft roadway design and associated elements presented in this draft study.

**EXISTING CONDITIONS:** This segment of 54<sup>th</sup> Street is included in the City's Municipal State Aid (MSA) roadway system.

#### Street

The street was originally constructed in 1954. The existing street is surfaced with bituminous pavement. Patches, longitudinal cracking and transverse cracking are present throughout the street section as shown in Figures X and X. The existing pavement is generally in poor condition.



Figure X- Looking West from Oaklawn Avenue towards Kellogg Avenue



Figure X- Looking East from Halifax Avenue to France Avenue

As part of this study, a total of four (4) soil borings were taken along 54<sup>th</sup> Street. The borings identified an 8 to 17-inch thick layer of poorly graded gravel base material beneath the pavement. Plastic sandy loam soils beneath the street section are poor and do not provide proper structural capacity for the existing street section.

The average pavement condition index (PCI) for the City of Edina is 51 and the average PCI for 54<sup>th</sup> Street as calculated in 2009 is approximately 20. The City of Edina recently hired a consultant to evaluate all bituminous

roadways within the City. The streets were graded based on a number of conditions such as sagging, alligator cracking, raveling and potholes. Streets are rated on a scale from 0 to 100; with 0 being extremely poor and 100 representing a brand new road surface. The City evaluates the PCI values of streets to determine a proper maintenance program. Streets with a PCI less than 45 are evaluated for total reconstruction, PCI's between 45 and 65 are evaluated for mill and overlays, and PCI's greater than 65 are considered for seal coats.

The pavement surface of the street appears to be near the end of its useful life while the costs to maintain and repair the road are steadily increasing. Overlaying or seal coating the pavement is no longer feasible.

Street grades vary throughout the area from approximately 0.4 percent to 7.5 percent.

Currently, 54<sup>th</sup> Street has two (2) distinct and different street typical sections west and east of the bridge at Minnehaha Creek.

#### West Segment Typical Section

The existing street between Wooddale Avenue and the bridge at Minnehaha Creek is abutted by residential properties. The street varies in width from 29-feet to 34-feet with no parking, concrete curb and gutter or sidewalks on either side. This segment includes 5-foot dedicated bicycle lanes on both sides. A three space bump-out vehicle parking area exists west of the bridge at Minnehaha Creek

#### East Segment Typical Section

The existing street between the bridge at Minnehaha Creek and France Avenue is abutted by residential, commercial and civic properties. The street has an existing width of 40-feet with concrete curb and gutter and 8-foot parking lanes on both sides. The street is striped with 5-foot advisory bike lanes in both directions inside of the dedicated parking lanes. The concrete curb and gutter and pavement are generally in poor condition.

Metro Transit operates a total of seven (7) bus stops on each side of 54<sup>th</sup> Street between and including Wooddale Avenue and France Avenue. The existing bus stops are typically located at each intersecting street. Existing stop signs are in-place at the Minnehaha Boulevard intersection.

There are nineteen (19) residential and five (5) commercial driveway entrances along the street. Two (2) residential driveway pavements feature decorative concrete textures and brick paver blocks along the west segment of 54<sup>th</sup> Street. Figure X depicts a driveway with brick paver block edging found in the project area.



Figure X – 5357 Oaklawn Avenue - Paver Block Driveway and Retaining Walls

#### Sidewalks and Bicycle Facilities

Existing sidewalk is present along the south side of 54<sup>th</sup> Street beginning east of the Edina Lutheran Community Church parking lot up to 4015 54<sup>th</sup> Street for approximately 250-feet and along the north and south side of 54<sup>th</sup> Street beginning at 3907 54<sup>th</sup> Street up to the France Avenue ROW for approximately 135-feet on each side. The existing sidewalk is in satisfactory condition. 54<sup>th</sup> Street is identified as a secondary bicycle route and contains dedicated and advisory lanes on the west and east segments respectively.

#### Lighting

Street lighting in the project area consists of standard cobra head lights mounted on wood poles that are typically located at intersections of side streets. The locations of the existing street lights are shown in Appendix X.

#### Traffic, Parking and Crash Data

Average daily traffic volumes ranged from 1,166 to 2,602 cars per day with 85<sup>th</sup> percentile speed ranging from 29.8 to 30.5 mph.

A parking study was conducted on the east side of the project area from Minnehaha Boulevard to France Avenue to determine existing parking capacity and usage rates. Traffic, parking and crash data are included in Appendix X.

#### Landscaping

Fourteen (14) private retaining walls and decorative landscaping features are located in the ROW in the project area. Many of these landscape items are located directly behind the edge of the street. Figure X shows a typical landscaping feature found in the project's ROW.



Figure X – 5336 Brookview Avenue - Landscaping Feature

#### Existing geometry of Park Place and Minnehaha Boulevard intersections

##### **Recreational Creek Use and Bridge**

The project area contains unique recreational opportunities at Minnehaha Creek due to its configuration near the existing bridge and the presence of a grade control structure. During moderate to high flow conditions, the existing grade control structure causes the creek water to form rapids that are enjoyed by experienced users. A photo of the existing rapids is shown in Figure X.

Typically, recreational users access Minnehaha Creek by parking on Minnehaha Boulevard or on 54<sup>th</sup> Street. Currently, there is an unmarked creek landing area located on the eastern creek bank north of the bridge. Based on observations and stakeholder feedback, lesser experienced users avoid the rapids by crossing 54<sup>th</sup> Street near the bridge. Stakeholders overwhelmingly identified these crossings as common and unsafe since no clearly marked pedestrian crossing(s) exist(s).

The Minnehaha Creek Watershed District recognizes the unique recreational opportunities in this area, and has also identified the grade control structure as a source of inhibiting water quality and aquatic growth upstream of the project area.

The existing bridge at Minnehaha Creek was originally constructed in 1935 and widened to the current configuration in 1948. The structure is a single span comprised of steel beams with a concrete deck that has been paved over with bituminous as part of previous street surfacing projects. The main

span is 32-feet long and the deck is 33.5-feet wide including concrete curb and gutter and a 4-foot sidewalk on the south side. The superstructure is supported on high concrete abutments and wingwalls. The bridge is not eligible for the National Register of Historic Places. MnDOT's Structure Inventory Report shown in Appendix X; identifies the bridge as Structurally Deficient with a Sufficiency Rating of 40.2. The existing bridge railing is rated substandard. The bridge is also load restricted and posted. A photo of the existing bridge is shown in Figure X.

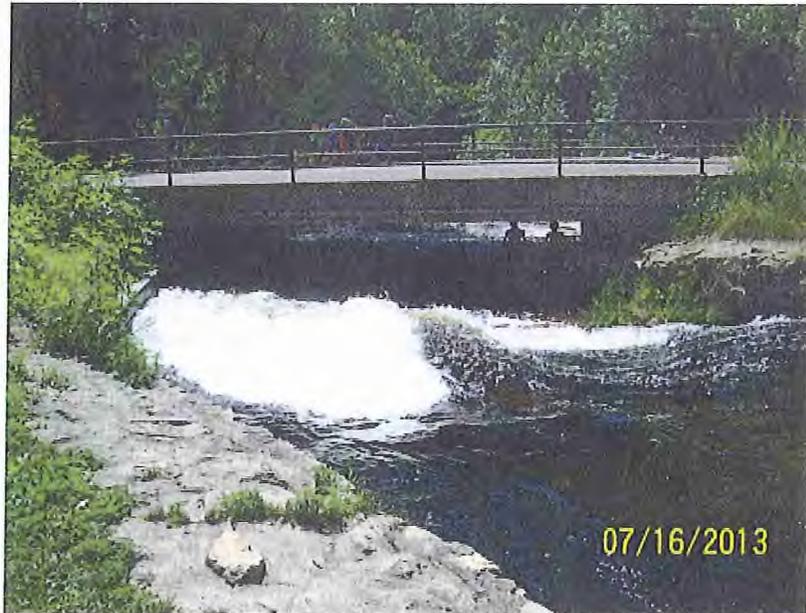


Figure X – 54<sup>th</sup> Street Bridge Looking South at Minnehaha Creek

### **Public Utilities**

#### **Water Main**

The existing water main system layout is shown in Appendix X. Properties abutting 54<sup>th</sup> Street east of Halifax Avenue are served from a 8-inch cast iron trunk water main pipe that was constructed in 1946. The valves are operable and the trunk pipe is in satisfactory condition due to no record of pipe breaks. In 2009, the City repaired two (2) water service pipe breaks at 4109 and 4113 54<sup>th</sup> Street.

All other properties abutting 54<sup>th</sup> Street are served by trunk water main pipes located in north/south intersecting streets. Trunk water main pipe was never installed along 54<sup>th</sup> Street between Halifax Avenue and Park Place to loop the City's water system. System pressure and water quality needs are satisfactory without this missing trunk pipe, but are not optimal.

#### **Sanitary Sewer**

The existing sanitary sewer system layout is shown in Appendix X. Properties abutting 54<sup>th</sup> Street east of Halifax Avenue are served from a 9-inch clay trunk sanitary sewer pipe that was constructed in 1952. Historical records indicate there have been no sewer backups or blockages in the trunk or

service pipes. All other properties abutting 54<sup>th</sup> Street are served by trunk sanitary sewer pipes located in north/south intersecting streets.

#### Storm Sewer

The existing storm sewer system layout is shown in Appendix X. The storm sewer system is located within the legal boundary of Minnehaha Creek Watershed. Resident feedback identified ice problems near the bridge during winter. No locations of either localized surface drainage issues or street flooding during heavy storm events were identified by stakeholders.

#### Private Utilities

Providers of privately owned gas, electric, communications and cable television utilities are present in the neighborhood. These utilities are either overhead or buried underground both within and outside the street ROW.

### **PROPOSED IMPROVEMENTS:**

The decision-making framework used to arrive at the recommended improvements presented in this report is driven by the pilot Stakeholder Engagement Process and Envision Sustainable Infrastructure Rating System summarized previously and detailed in the Appendix. Proposed improvements address many of the issues and concerns raised by stakeholders while still balancing and maintaining required minimum State and City engineering standards.

The project includes adding to 54<sup>th</sup> Street shared vehicle and bicycle lanes, a sidewalk on the north side of 54<sup>th</sup> Street with lighting and a new bridge and railing at Minnehaha Creek. The project involves removing and replacing all existing concrete curb and gutter and reconstructing the bituminous pavement and a portion of the poor subgrade soils. The project also involves installation of storm sewer that meets State Aid standards and connecting sump pump drain pipe to the storm sewer system as needed. The project will also involve trunk water main pipe installation in order to connect existing water pipe systems on either side of Minnehaha Creek.

#### Street

The project will reconstruct the street with a bituminous surface to approximately its existing widths on the west and east segments respectively. The project will recycle and mix the existing bituminous street pavement and the amounts of aggregate base below it together to form a material that can be used as utility trench backfill or as a suitable material to replace poor subgrade soils on other City street reconstruction projects.

The project will remove and replace all of the sections of existing concrete curb and gutter. New concrete driveway aprons are proposed whether they are present today or not. The stop signs at the Minnehaha Boulevard intersection are proposed to remain in place.

54<sup>th</sup> Street West Segment Typical Section

The proposed street section between Wooddale Avenue and the bridge at Minnehaha Creek is shown in Figure X. The bump-out vehicle parking area west of the bridge at Minnehaha Creek will be reincorporated into the project.

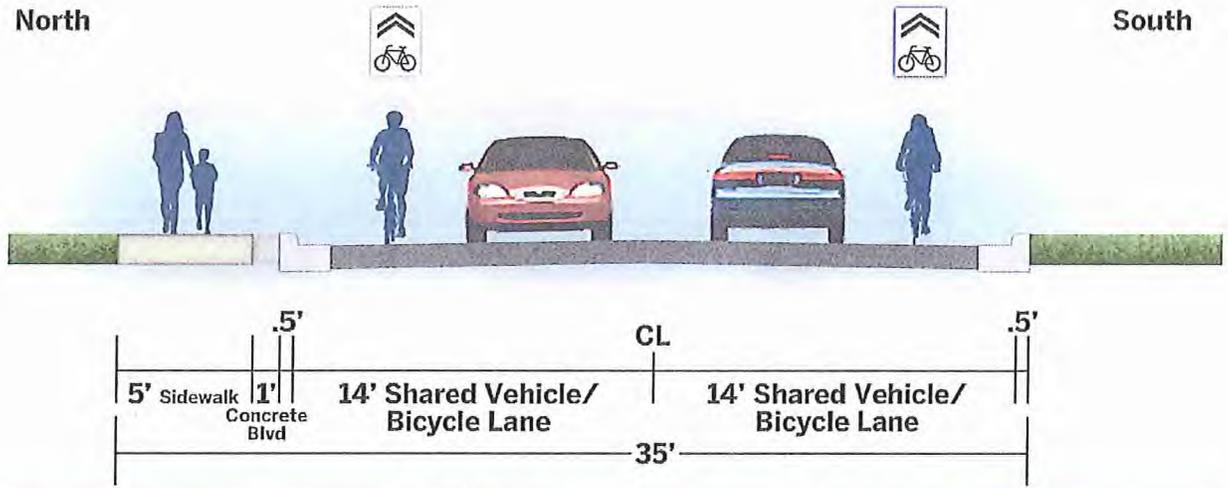


Figure X – 54<sup>th</sup> Street West Segment Typical Section

The recommended section addresses the following issues and concerns raised through the public engagement process:

- X
- X

54<sup>th</sup> Street East Segment Typical Section

The east segment contains two (2) separate typical sections as shown in Figures A and B. Figure A is proposed east of Minnehaha Boulevard and Halifax Avenue. A wider sharrow-lane will be incorporated for vehicle/bike use; except parking will be allowed on the north side on Sundays for services at Edina Community Lutheran Church. Figure B is proposed east of Halifax Avenue to the west ROW line of France Avenue.

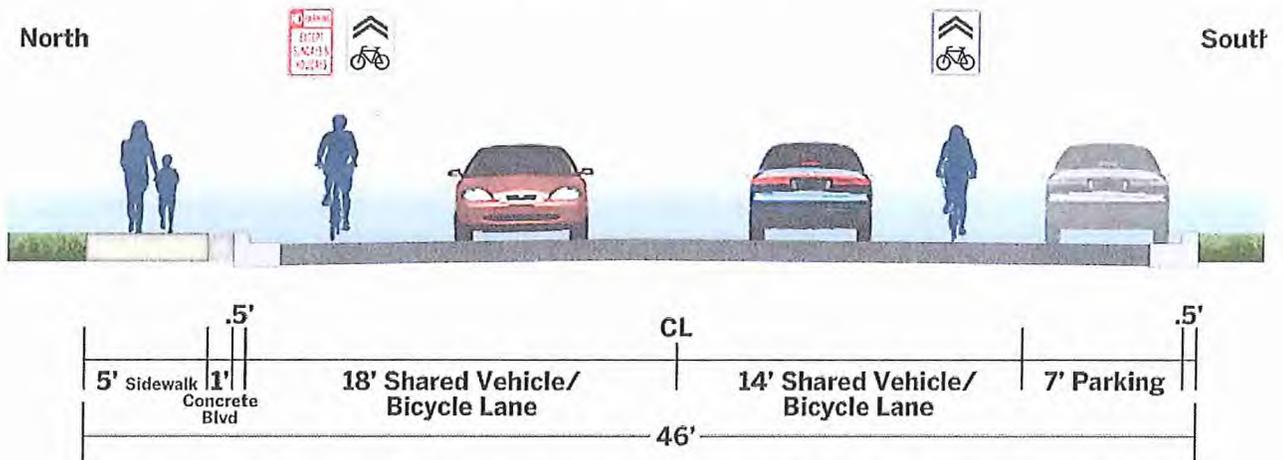


Figure A – 54<sup>th</sup> Street East Segment Typical Section – North Side Parking on Sunday Only

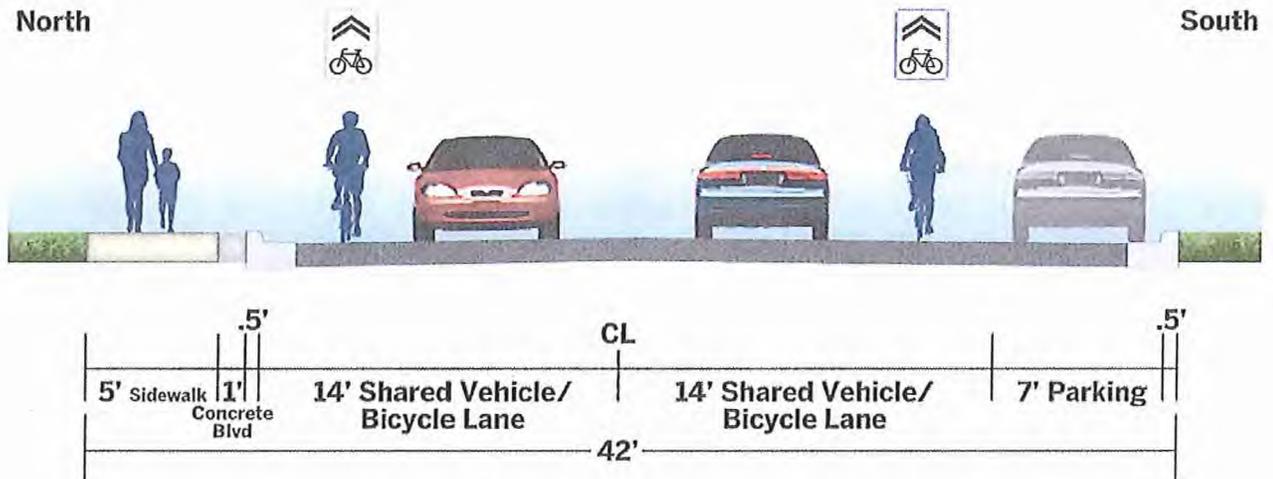


Figure B – 54<sup>th</sup> Street East Segment Typical Section

The recommended sections address the following issues and concerns raised through the public engagement process and parking study:

- X
- X
- X

Staff will contact Metro Transit to relocate the existing bus stop on the south side of 54<sup>th</sup> Street at Minnehaha Boulevard and consider moving it to the existing sidewalk in front of Edina Community Lutheran Church. Staff will also inquire about ridership along 54<sup>th</sup> Street and determine if bus stops can be consolidated along the corridor. Small concrete bus stop pads may be placed at proposed bus stops where no sidewalk exists.

Proposed geometry of Park Place and Minnehaha Boulevard intersections

**Recreational Creek Use and Bridge**

Based on feedback received, stakeholders generally prefer keeping the existing grade control structure in-place. At the time of writing this draft feasibility study, the MCWD was exploring the feasibility of removing the structure while still maintaining a form of rapids for recreational use.

Canoe landings and grass paver installations

Based on feedback received, stakeholders generally prefer a natural looking bridge that would fit into the neighborhood and complement the creek. A conceptual level bridge is proposed as part of this study. The actual type of bridge has not been determined. Staff recognizes several options exist regarding the aesthetics of a bridge and its associated lighting and railing elements. Staff is proposing a public meeting during final design to receive more feedback from stakeholders about these types of elements.

The bridge shown in Figure X is an arch structure with vertical sidewalls to accommodate the water flow and recreational use of Minnehaha. This arch-

type bridge was generally preferred by a majority of stakeholders and would span 42-feet of clear width and provide for an access bench 10-feet wide along the west side, within the arch. The arch would be supported on piling. The bench wall is on cantilevered sheet piling. The concrete headwall, wingwalls, and the concrete railing base could incorporate a stone texture and coloring to match that of the local limestone. An ornamental metal railing could be mounted on the concrete traffic base to provide height for pedestrian and bicycle users.

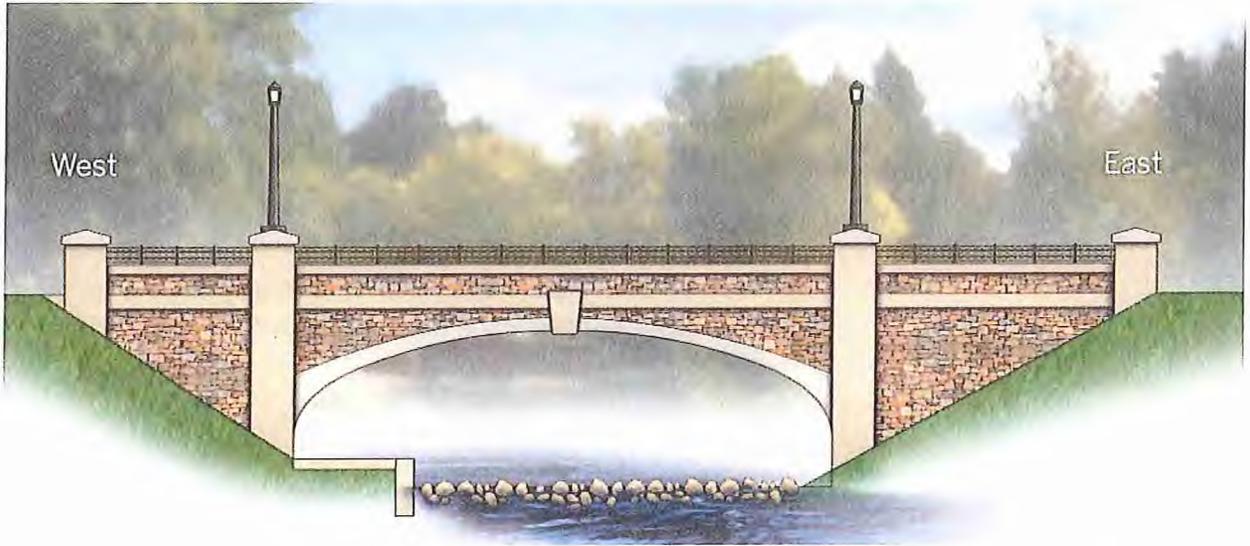


Figure X – 54<sup>th</sup> Street Conceptual Bridge Looking North at Minnehaha Creek

This structure would carry two 17-foot shared vehicle and bicycle lanes and provide for a 6-foot wide sidewalk on the north side as shown in Figure X.

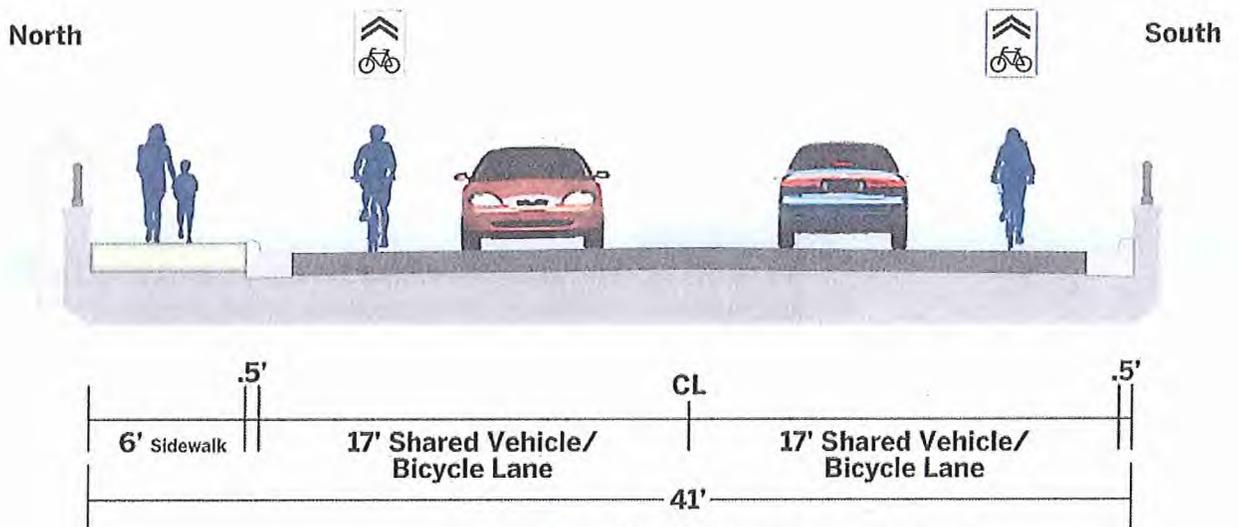


Figure X – 54<sup>th</sup> Street Bridge Typical Section

The proposed bridge will address the following issues and concerns raised through the public engagement process:

- X
- X
- X

Sidewalks and Bicycle Facilities

Sidewalk and bicycle facility recommendations are based on feedback received while balancing minimum design standards and impacts that would result within the 54<sup>th</sup> Street ROW as part of their installation.

Staff is recommending a 5-foot wide concrete sidewalk with 1-foot exposed concrete aggregate shoulder on the north side of 54<sup>th</sup> Street for the entire length of the project to address the following issues and concerns:

- X
- X

Staff is recommending a shared vehicle and bicycle lane for the entire length of the project to address the following issues and concerns:

- X
- X

Lighting

Based on the feedback received, low impact lights are favored by stakeholders. This request is consistent with already established City lighting standards. Staff is proposing a public meeting during final design to receive more feedback from stakeholders about preferred light styles.

Public Utilities

Water Main

Since the existing trunk water main pipe is in satisfactory condition, reconstruction is not proposed as part of the project. New trunk water main pipe will be installed along 54<sup>th</sup> between Halifax Avenue and Park Place to loop the water main systems. By installing these pipes, the City will improve system pressures and water quality. Pipe installation will occur by horizontal directional boring to minimize the construction footprint and protect Minnehaha Creek.

Sanitary Sewer

Since the sanitary sewer trunk and service pipes east of Halifax Avenue are in satisfactory condition, no improvements are proposed. The Arden Park Area has a 24-inch diameter clay sanitary sewer trunk pipe that follows the Minnehaha Creek corridor. This pipe may be part of a separate future City infiltration and inflow reduction project that would include manhole repair and pipe lining by the cured-in-place-pipe (CIPP) method.

Storm Sewer

The project will install new concrete curb and gutter and a trunk storm sewer pipe and inlet system meeting State Aid minimum design standards to capture and convey stormwater. The project will install two (2) separate storm

sewer catch basin manholes with 3-foot vertical sumps and screens that will serve to catch sediment and debris from storm water runoff before it enters Minnehaha Creek. Based on stakeholder feedback, rain gardens are generally supported by stakeholders to help treat storm water runoff before it enters Minnehaha Creek. Staff will determine exact locations of rain gardens near the creek once MCWD determines the creek's future configuration.

Installation of sump drains will be installed where feasible to allow the property owners to connect their sump pump discharges directly into the storm sewer system.

**Private Utilities**

The local gas utility company, CenterPoint Energy, has indicated that they may upgrade or replace gas mains within the project limits. This work is not part of the City's project but will be coordinated to occur prior to the start of construction.

The City will coordinate other private utility relocations or upgrades prior to the start of construction.

Any damage to privately-owned pet containment and irrigation systems caused by street and City utility reconstruction activities will be repaired by the City.

**RIGHT-OF-WAY  
& EASEMENTS:**

Existing right-of-way on all streets in the project area is 60-feet wide. No additional right-of-way or easements are anticipated to complete the proposed improvements.

**PROJECT COSTS:** The total estimated project cost is \$X,XXX,000 and is summarized in Table X. The total cost includes direct costs for engineering, clerical and construction finance costs from the start of the project to the final assessment hearing. Funding for the entire project will be from a combination of special assessments and State Aid and City utility funds. The estimated roadway construction cost, including the bridge, sidewalk, and lighting is \$X,XXX,000 and will be 80 percent funded by State Aid funds; with the remainder funded by special assessments. New concrete curb and gutter is included under the storm sewer fund, not under the roadway special assessment. Utility improvements and repairs amount to \$X,XXX,000 and will be funded through their respective utility fund.

Table X  
 Summary of Total Estimated Project Cost

ITEM	ESTIMATED COST <sup>1</sup>			
	CITY UTILITY FUNDS	MSA	RESIDENTS	TOTAL COST
54 <sup>th</sup> Street				
Sidewalk				
Bridge				
Lighting				
Water Main				
Storm Sewer				
<b>Sub-total</b>				
<b>Total</b>				<b>\$X,XXX,XXX</b>

<sup>1</sup> Costs are given in 2014 dollars

<sup>2</sup> MSA costs represent 80% of total cost

<sup>3</sup> Resident costs represent 80% of total cost

**ASSESSMENTS:**

The assessments are based on the City's Special assessment policy, dated August 21, 2012. Based on the policy there are XX.XX residential equivalent units (REU). The assessments will be levied against the benefiting adjacent properties, see attached preliminary assessment roll in Drawing X of Appendix X. The methodologies for calculating the REU's for properties other than one REU are described below:

Residential Corner Lots:

XXXX and XXXX 54<sup>th</sup> Street and XXXX and XXXX Halifax Lane, 0.33 REU = (1 REU) x (1/3 side yard)

Churches:

Edina Community Lutheran Church:

X.XX REU's = (XXXX sf / 1000 sf) x (0.8 REU's per 1000 sf) / (X accesses)

Christian Calvary Church

X.XX REU's = (XXXX sf / 1000 sf) x (0.8 REU's per 1000 sf) / (X accesses)

The estimated assessment per REU is \$XXXXXX. A copy of the preliminary assessment roll is included in Appendix X.

**Feasibility Study  
54<sup>th</sup> Street Roadway Reconstruction Improvement No. BA-416  
October 17, 2013**

**PROJECT SCHEDULE:** The following schedule is feasible from an Engineering standpoint:

Public Design Component Workshop	August 19, 2013
Public Design Scenario Workshop	September 29, 2013
Public Design Feedback Session	October 23, 2013
Edina Transportation Commission Meeting	October 24, 2013
Receive Feasibility Report and Public Hearing	December 10, 2013
Bid Opening	March/April 2014
Award Contract	Spring 2014
Begin Construction	Spring 2014
Complete Construction	Fall 2014
Final Assessment Hearing	Fall 2015

**FEASIBILITY:** Staff believes the construction of this project is necessary, cost effective and feasible to improve the public infrastructure on 54<sup>th</sup> Street between Wooddale Avenue and France Avenue.

- APPENDIX:**
- A. Stakeholder Engagement Issues and Needs Gathering
  - B. Community Workshop – August 19, 2013
  - C. Community Design Feedback Session – September 30, 2013
  - D. Existing Water, Sanitary Sewer and Storm Features
  - E. Preliminary Assessment Roll
  - F. City Comprehensive Plan Update
  - G. Traffic and Crash Data
  - H. Existing Street Lights and Signs
  - I. 54<sup>th</sup> Street Bridge MnDOT Structure Inventory Report
  - J. 54<sup>th</sup> Street Parking Study
  - K. Living Streets Policy
  - L. Envision Sustainable Infrastructure Rating System Summary Report



## Report Appendix

- A. Stakeholder Engagement Issues and Needs Gathering
  - 1. Title Page
  - 2. Report Summary
- B. Community Workshop – August 19, 2013
  - 1. Title Page
  - 2. Report Summary - Design Component Stakeholder Feedback
  - 3. Invitation to August 19, 2013 Community Workshop
  - 4. Sign In Sheet
- C. Community Design Feedback Session – September 30, 2013
  - 1. Title Page
  - 2. Invitation to September 30, 2013 - Community Design Feedback Session – Appointed or Elected Official
  - 3. Invitation to September 30, 2013 - Community Design Feedback Session – Other Stakeholders
  - 4. Sign In Sheet
  - 5. Report Summary
    - a. Bridge Option Summary – still being updated 10/9/13
    - b. Railing Option Summary – still being updated 10/9/13
- D. Existing Water, Sanitary Sewer and Storm Features
  - 1. Title Page
  - 2. Water Features
  - 3. Sanitary Sewer Features
  - 4. Storm Features
- E. Preliminary Assessment Roll
  - 1. Title page
  - 2. Assessment Summary Figure 1
  - 3. Assessment Roll
- F. City Comprehensive Plan Update
  - 1. Title page
  - 2. Sidewalk Facilities Figure 7.10
  - 3. Bicycle Facilities Figure 7.11
  - 4. Draft Pedestrian Facilities Figure 8.8
  - 5. Bicycle Facilities
- G. Traffic and Crash Data
  - 1. Title page
  - 2. Traffic and crash data
- H. Existing Street Lights and Signs
  - 1. Title Page
  - 2. Existing Street Lights
  - 3. Existing Street Signs
- I. 54<sup>th</sup> Street Bridge MnDOT Structure Inventory Report
  - 1. Title Page
  - 2. 54<sup>th</sup> Street Bridge MnDOT Structure Inventory Report
- J. 54<sup>th</sup> Street Parking Study
  - 1. Title Page
  - 2. Existing Parking Capacity on 54<sup>th</sup> Street east of Minnehaha Creek
- K. Living Streets Policy

1. Title page
2. Living streets

L. Envision Sustainable Infrastructure Rating System Summary Report