

# REPORT / RECOMMENDATION



**To:** MAYOR AND COUNCIL

**Agenda Item #:** IV. G.

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

**Action**

**Discussion**

**Date:** December 10, 2013

**Information**

**Subject:** Public Hearing – 54<sup>th</sup> Street Reconstruction, Improvements No. BA-416, Resolution No. 2013-133

## **Action Requested:**

If the Council determines the project to be necessary, cost-effective, and feasible, Council shall adopt Resolution No. 2013-133 accepting the feasibility study and approving 54<sup>th</sup> Street Roadway Reconstruction, No. BA-416, authorize plans and specifications to be completed and bids taken.

## **Information / Background:**

City staff initiated this project. The project involves removing and replacing the existing concrete curb and gutter, reconstructing the bituminous pavement, installation of a sidewalk and lighting, shared vehicle and bicycle lane markings, water pipe installation, upgrades to the storm sewer system, and replacement of the bridge over Minnehaha Creek.

The overall project cost is estimated at \$3,308,000 which includes City owned utility repairs and replacement. Funding for the project will be from a combination of special assessments, Municipal State Aid (MSA) and City utility funds.

Staff has analyzed the project and feels that the project is necessary, cost-effective, and feasible from an engineering standpoint.

## **Attachments:**

Resolution No. 2013-133  
Certificate of Mailing Notice  
Correspondences

G:\PW\CENTRAL SVCS\ENG DIV\PROJECTS\IMPR NOS\BA416 54th St Bridge & Street Repair\DESIGN\FEASIBILITY\PUBLIC HEARINGS\Item No. IV. A. PH 54<sup>th</sup> BA416.docx



**RESOLUTION NO. 2013-133  
ORDERING IMPROVEMENT FOR  
54<sup>TH</sup> STREET ROADWAY  
RECONSTRUCTION  
IMPROVEMENT NO. BA-416**

WHEREAS, a resolution of the City Council, adopted the 4<sup>th</sup> day of November, 2013, fixed a date for a council hearing on Improvement No. BA-416, the proposed improvement of 54<sup>th</sup> Street Roadway Reconstruction; and

WHEREAS, ten days' mailed notice and two weeks' published notice of the hearing was given, and the hearing was held thereon on the 10<sup>th</sup> day of December, 2013, at which all persons desiring to be heard were given an opportunity to be heard thereon;

NOW THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF EDINA, MINNESOTA:

1. Such improvement is necessary, cost-effective, and feasible to update aging infrastructure and address several issues including drainage problems, sanitary sewer problems and water main improvements and upgrades.
2. Such improvement is hereby ordered.
3. The city engineer is hereby designated as the engineer for this improvement. The engineer shall prepare plans and specifications for the making of such improvement.
4. The city council declares its official intent to reimburse itself for the costs of the improvement from the proceeds of tax exempt bonds.

Dated: December 10, 2013

Attest:

Debra A. Mangen, City Clerk

James B. Hovland, Mayor

STATE OF MINNESOTA )  
COUNTY OF HENNEPIN )SS  
CITY OF EDINA )

**CERTIFICATE OF CITY CLERK**

I, the undersigned duly appointed and acting City Clerk for the City of Edina do hereby certify that the attached and foregoing Resolution was duly adopted by the Edina City Council at its Regular Meeting of December 10, 2013, and as recorded in the Minutes of said Regular Meeting.

WITNESS my hand and seal of said City this \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_.

\_\_\_\_\_  
City Clerk

**ENGINEERING DEPARTMENT**

7450 Metro Boulevard • Edina, Minnesota 55439

www.EdinaMN.gov • 952-826-0371 • Fax 952-826-0392

STATE OF MINNESOTA )  
COUNTY OF HENNEPIN) SS  
CITY OF EDINA )

CERTIFICATE OF MAILING NOTICE

I, the undersigned, being the duly qualified acting City Clerk of the City of Edina, Minnesota, hereby certify that on the following date **November 21, 2013**, acting on behalf of said City, I deposited in the United States mail copies of the attached **Notice of Public Hearing for 54<sup>th</sup> Street W. (Wooddale Ave to France Ave) Neighborhood Roadway Reconstruction, Improvement No. BA-416** (Exhibit A), enclosed in sealed envelopes, with postage thereon duly prepaid, addressed to the persons at the addresses as shown on the mailing list (Exhibit B), attached to the original hereof, which list is on file in my office, said persons being those appearing on the records of the County Auditor as owners of the property listed opposite their respective names, as of a date **11 days** prior to the date of the hearing; and that I also sent said notice to the following corporations at the indicated addresses whose property is exempt from taxation and is therefore not carried on the records of said County Auditor.

NAME

ADDRESS

WITNESS my hand and the seal of said City this 21<sup>st</sup> day of Nov, 2013.

  
\_\_\_\_\_  
Edina City Clerk



November 21, 2013

**NOTICE OF PUBLIC HEARING  
ROADWAY IMPROVEMENTS  
PROPOSED IMPROVEMENT NO. BA-416  
54<sup>TH</sup> STREET WEST RECONSTRUCTION  
(WOODDALE AVE TO FRANCE AVE)**

The Edina City Council will meet at Edina City Hall, on Tuesday, December 10, 2013, at 6:00 p.m., to consider the public hearing on roadway improvements for 54<sup>th</sup> Street West. This hearing is being conducted under the authority granted by Minnesota Statutes, Chapter 429.

This hearing has been called as a recommendation from staff. The proposed project would be constructed in the summer of 2014 with the assessment hearing occurring in the fall of 2015. The estimated project cost is \$176,576. The cost of the project will be funded by special assessment. The estimated cost per assessable lot is \$6,400 per residential equivalent unit. The assessments can be divided over a fifteen-year period with interest accumulating on the unpaid balance.

The area proposed to be assessed the cost of the proposed improvement includes the following:  
5337 & 5401 Wooddale Ave, 5333 Minnehaha Blvd, 3907 to 4200 54<sup>th</sup> St. W.,  
5336 to 5401 Halifax Ave, and 5300 to 5400 France Ave.

The following areas are not proposed to be assessed because they were assessed in 2006 and/or 2011:  
5336, 5351, 5400 & 5401 Kellogg Ave, 5348, 5357, 5400 & 5401 Oaklawn Ave,  
5336 & 5400 Brookview Ave, and 5400 Park Pl.

Your receipt of this notice is an indication that property whose ownership is listed to you is among those properties which are considered to be benefited by the improvement.

The City Council can authorize the proposed project immediately upon the close of the hearing.

Read the feasibility study online at:

[http://edinamn.gov/index.php?section=54thstreet\\_stormwater](http://edinamn.gov/index.php?section=54thstreet_stormwater)

To comment, you may:

- **Write** to City of Edina, Attention Engineering, 7450 Metro Boulevard, Edina, MN 55439
- **Email** to [mail@EdinaMN.gov](mailto:mail@EdinaMN.gov), attention City Council and Engineering
- **Attend the public hearing** and offer comments.

**ENGINEERING DEPARTMENT**

7450 Metro Boulevard • Edina, Minnesota 55439  
[www.EdinaMN.gov](http://www.EdinaMN.gov) • 952-826-0371 • Fax 952-826-0392

BA-416

1802824430047  
T A & T P Whaley  
5337 Wooddale Ave  
Edina, MN 55424

1902824120074  
Ann & Andrew Kasid  
5401 Wooddale Ave  
Edina, MN 55424

1802824430046  
Mark & Karen Epple  
5336 Kellogg Ave  
Edina, MN 55424

1802824430066  
Richard & Nancy Fergesen  
5351 Kellogg Ave  
Edina, MN 55424

1902824120055  
Kevin & Kathryn Green  
5400 Kellogg Ave  
Edina, MN 55424

1902824120054  
Kathryn Koessel  
5401 Kellogg Ave  
Edina, MN 55424

1802824430065  
Steven & Lynn Timmer  
5348 Oaklawn Ave  
Edina, MN 55424

1802824430085  
Dennis & Shari Lafrance  
840 Birdie View Pt  
Sanibel, FL 33957-4629

1902824120036  
Thomas & Petra Brower  
5400 Oaklawn Ave  
Edina, MN 55424

1902824120035  
Jean & Bryan Colwell  
5401 Oaklawn Ave  
Edina, MN 55424

1802824430084  
Trudy & Gary Hanus  
5336 Brookview Ave  
Edina, MN 55424

1902824120016  
Steven & Mary Rider  
5400 Brookview Ave  
Edina, MN 55424

1902824120001  
Joanne Gorski-Alkire & David  
Alkire  
5400 Park Pl  
Edina, MN 55424

1802824440099  
Lisa Lehn O'Brien  
5333 Minnehaha Blvd  
Edina, MN 55424

1902824110002  
Michael & Virginia Mahoney  
4501 Moorland Ave  
Edina, MN 55424

1802824440113  
D & B Edina LLC c/o Homig  
Companies  
1000 W. 22nd St.  
Minneapolis, MN 55405

1902824110003  
Maryann Pederson  
3909 54th St W  
Edina, MN 55424

1902824110004  
Maryann Pederson  
3909 54th St W  
Edina, MN 55424

1902824110006  
Kristin & Edward Ross  
4015 54th St W  
Edina, MN 55424

1902824110010  
Edina Community Lutheran  
Church  
4113 54th St W  
Edina, MN 55424

1902824110063  
City of Edina  
4200 54th St W  
Edina, MN 55424

1802824440074  
John & Cecile Adams  
5336 Halifax Ave S  
Edina, MN 55424

1802824440093  
Delbert Johnson  
5337 Halifax Ave S  
Edina, MN 55424

1902824110095  
Burton Grimes  
5400 Halifax Ave S  
Edina, MN 55424

1902824110101  
Steven & Anne Jennen  
5401 Halifax Ave S  
Edina, MN 55424

1802824440115  
Calvary Christian Reformed  
Church  
5300 France Ave S  
Edina, MN 55424

1802824440028  
Timcin Properties LLP  
9110 225th St. W.  
Lakeville, MN 55044

1902824110001  
Noonan Properties LLC III  
5400 France Ave S  
Edina, MN 55424

## Sharon Allison

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**From:** Deb Mangen  
**Sent:** Wednesday, December 04, 2013 10:54 AM  
**To:** Sharon Allison  
**Subject:** FW: 54th Street



**Debra Mangen, MMC, City Clerk**

952-826-0408 | Fax 952-826-0390

[DMangen@EdinaMN.gov](mailto:DMangen@EdinaMN.gov) | [www.EdinaMN.gov](http://www.EdinaMN.gov)

...For Living, Learning, Raising Families & Doing Business

**From:** Paul Nelson [<mailto:pnelson5220@gmail.com>]  
**Sent:** Saturday, November 30, 2013 4:15 PM  
**To:** James Hovland; Edina Mail; Mary Brindle (Comcast); Josh Sprague; Joni Bennett; Ann Swenson  
**Cc:** Mark K. Nolan  
**Subject:** 54th Street

Hello City Council,

I am writing this letter in you as a response to our ETC meeting last Thursday. I feel great efforts have been made to compromise and the plan forwarded from the Staff and consultants seems to do this.

Thank you for your time and interest in furthering our Living Streets initiative in Edina.

Paul Nelson  
Chair, Edina Transportation Commission

Paul S. Nelson  
5220 Duggan Plaza  
Edina, MN 55439

November 30, 2013

City of Edina Mayor and Council Members  
Edina City Hall  
via electronic mail

Dear Mayor and City Council Members:

I am writing to formally respond to the Edina Transportation Commissions' decision (or lack thereof) at our monthly meeting on November 21, 2013, specifically on the topic of the 54th Street reconstruction project slated for 2014.

Embracing a new method for public involvement, I was excited to involve so many residents - over 700 at last count as we prepare to rebuild a roadway that has a history back to the 1930's. There are three points I'd like to make regarding my feelings regarding this roadway and the process and encourage you to proceed with the Staff proposal presented.

First, residents that are located directly on 54th Street are very concerned about speed and making this east-west connection from Wooddale Avenue to France Avenue a roadway that is too wide, which would potentially avail itself to higher vehicle speeds. The only opportunity for us to reduce the speed on this roadway is to include dedicated bike lanes - with this inclusion we would be able to request a reduction of speed limit on this State Aid roadway to 25mph. And while this alone will not curb speed, working with the Police Department we should be able to monitor and keep speed under control.

Secondly, there is a stated concern that the roadway will encroach on properties and will potentially be off-set to the North side of the City right-of-way. I do concur that this roadway is quite close to the properties along this street, but the condition proposed by this project is not one that is exceedingly different than when these residents bought their properties.

And my final point is that we have been diligently working on preparing a Living Streets Policy since 2011 and now are working on defining the Plan. I feel if we make an exception for the first project under scrutiny, we will have a very difficult road ahead of us as we attempt similar enhancements throughout our community.

There were other issues brought up by the residents at large during this eight-month process, including safety passing under the bridge in canoes, having adequate parking for activities, and adapting our bike plan to encourage connections to major bikeways in Minneapolis - allowing for healthy options for residents to commute and recreate. I encourage you to review the engineering report and consider accepting and approving this as submitted. My feeling is that this is a true compromise among residents involved in the full process.

Sincerely,

Paul S. Nelson

ETC Commission Member and Chair

## Sharon Allison

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**From:** Deb Mangen  
**Sent:** Wednesday, December 04, 2013 10:53 AM  
**To:** Sharon Allison  
**Subject:** FW: ECLC Response to proposed 54th St. Project



**Debra Mangen, MMC, City Clerk**

952-826-0408 | Fax 952-826-0390

DMangen@EdinaMN.gov | www.EdinaMN.gov

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**From:** Luke Breen [mailto:luke.breen@me.com]  
**Sent:** Tuesday, November 19, 2013 4:05 PM  
**To:** Edina Mail; jhovland@krausehovland.com; jonibennett12@comcast.net; Mary Brindle (Comcast); joshsprague@edinarealty.com; swensonann1@gmail.com; Chad Millner; Scott Neal; Cary Teague  
**Cc:** Kathy J. Magnus; Edina Community Lutheran Church; Erik Strand; jwisker@minnehahacreek.org  
**Subject:** ECLC Response to proposed 54th St. Project

Edina Community Lutheran Church 4113 West 54th Street  
Edina, MN 55424  
952.926.3808

To: James Hovland, Mayor, City of Edina  
Joni Bennett, City Council Member, City of Edina  
Mary Brindle, City Council Member, City of Edina  
Josh Sprague, City Council Member, City of Edina  
Ann Swenson, City Council Member, City of Edina  
Chad Millner, Interim Engineering Director, City of Edina  
Scott Neal, City Manager, City of Edina  
Cary Teague, Community Development Director, City of Edina

Our congregation would like to formally respond to the current draft of the 54th Street Reconstruction Project. Some of our members and leadership already have met with your engagement firm and have attended neighborhood meetings.

We agree with our neighbors' priorities, which we understand to be: 1) pedestrian safety; 2) reducing speed of car traffic; 3) maintaining on-street parking (although we would add, "throughout the week"); 4) encouraging bike traffic by marking the roads with "sharrows"; 5) accommodating use of the creek for canoeing and kayaking.

Some of our input on three of these areas follows.

### Sidewalks

We acknowledge the role of sidewalks in pedestrian safety and we need them to help people get safely into our building. We installed our own during our last remodeling project in the early 1990s. In addition to using

sidewalks as the neighborhood does, for walking east/west of 54th Street, our worshippers use the sidewalks to get to and from the cars and to get to the street to cross. As a result, it is important to us to have the sidewalk itself next to the curb or some other steady surface that can be cleared easily and completely of snow.

While boulevards work for pedestrian traffic, they are not a safe approach in the winter for people parking on the street and getting out of their cars. When snow blocks them from getting to the sidewalk or when there is no sidewalk, they have to choose between climbing over snow and walking in the street. Snow cannot be cleared easily from grass or rough-surfaced boulevards. ECLC's current design of sidewalks abutting the curb was allowed many years ago and has worked well.

As we told your engagement firm, we discussed the benefits of having sidewalks on both sides of 54<sup>th</sup> Street, but if the project has only one sidewalk, ECLC prefers that our existing sidewalk on the south side be connected to a new City sidewalk to the east and west. To integrate the existing sidewalk (without boulevard) would be the best use of resources and the safest approach. We'd also like to note that if our sidewalk is damaged in the process of reconstructing the street, we expect it will be replaced (without boulevard) at the City's expense.

We understand from your report that school buses already stop on the south side. The approach of south-side sidewalks also supports schoolchildren's safety.

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## **On-Street Parking**

The draft plan calls for parking on both sides of 54th Street, but north-side parking only on Sundays. We continue to request that the City maintain on-street parking as is for our worship needs: on both sides throughout the week, free of Metro Transit bus stops that would remove parking places. The only option we have to expand off-street parking on our lot is into our forested floodplain.

The notion of Christian worship only occurring on Sundays is incorrect. While the majority of on-street parking at ECLC is needed on Sundays, we also worship on Wednesdays during both Lent and Advent, on multiple days and times throughout Holy Week, and on Christmas Eve, Christmas Day, Thanksgiving Eve, and other special occasions. Funerals and weddings may be scheduled on any day of the week. As with most faith communities, we also have scripture studies and meetings during the week.

We also have a variety of community users of our building — Edina Lions, Toastmasters, Edina Coalition for Grief Support, AA and others — and are once again a City polling place.

Also, some of our neighbors are in need of on-street parking and should not be restricted to Sundays on the north side. The neighborhood and ECLC seem to be in agreement on keeping on-street parking available as it currently is. We have heard from neighbors that the church's use of on-street parking does not bother them; they also have said they like that traffic slows down when cars are parked on both sides.

Additionally, we noticed errors in the 54th Street Parking Study (Appendix J in the draft proposal). It uses an incorrect number of spaces in ECLC's parking lot for its base calculations and, as a result, the related percentages in both the report and the tables are incorrect. We request that this and other report data be reviewed for accuracy, and that a corrected report be reissued by Short Elliott Hendrickson.

## **Bridge**

ECLC's institutional interest in the bridge is mostly around pedestrian/bike safety and water quality. We agree with neighbors who want to ensure that the design of the new bridge slows traffic rather than invites faster

traffic. ECLC does see that stormwater filtration is an issue at the bridge and wants to see that resolved with the new design.

One scenario to which the engagement firm wanted ECLC's reaction was the proposed raised bridge. We discussed canoe/kayak safety and the advantages to pedestrians of a shallower incline to 54th Street but didn't express a strong preference.

ECLC is concerned that an east-side walkway under the bridge could give the impression to creek- users that ECLC's woods is public property and/or an extension of Arden Park. We look forward to working with the City and Minnehaha Creek Watershed District to clarify for users where public access ends.

Thank you for the opportunity to respond to the draft. We look forward to more interaction on the project. Our contact for this project continues to be our business administrator, Kristian Clauser. You may reach him at [kclauser@eclc.org](mailto:kclauser@eclc.org) or 952-926-3808, ext. 111.

Regards,



Luke Breen, President, Edina Community Lutheran Church  
Kathy Magnus, Vice President, Edina Community Lutheran Church

c: Kristian Clauser, Business Administrator, Edina Community Lutheran Church  
Rev. Erik Strand, Pastor, Edina Community Lutheran Church  
James Wisker, Director of Planning, Minnehaha Creek Watershed District

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Luke Breen | 612-804-2436

## Sharon Allison

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**From:** Deb Mangen  
**Sent:** Wednesday, December 04, 2013 10:53 AM  
**To:** Sharon Allison  
**Subject:** FW: 54th Street



**Debra Mangen, MMC, City Clerk**

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**From:** Jean Colwell [<mailto:jeancolwell13@gmail.com>]  
**Sent:** Sunday, November 24, 2013 9:09 PM  
**To:** Ann Swenson; Anne Carroll; Chad Millner; Edina Mail; Joni Bennett; Josh Sprague; Sharon Allison  
**Subject:** 54th Street

Mayor Hovland and Council members,

On Thursday evening we attended the ETC meeting to hear the recommendations regarding the upcoming reconstruction of 54th Street. Because of the unique issues with our street the Commission could not come up with a resolution. The core issue is the width of the street. This has been the issue from day one and for good reason. Our neighborhood was developed in the 1930's and 40's, and consequently all of our homes have narrow set backs from the center line of the road. In addition, erosion and snow plows have varied the width of the road over its one and half mile length, we have a bridge over Minnehaha Creek in the middle and a church, homes and commercial buildings on the east end.

During this process we have appreciated that the City of Edina and their outside consultants have obtained feedback concerning this project. The initial feedback was done door to door and at the creek, interviewing bikers and canoeists. In August there was a community meeting held at a church. After that, there were "billboard" type presentations, and online surveys. At Thursday nights meeting, the ETC was puzzled that this point had been reached and yet the "stakeholders" who are directly affected in terms of property value and quality of life were not happy with the result. This is important because it shows a breakdown in the process. The residents who live on 54th have not been heard, despite our letters, emails and phone calls. We also feel that too much weight was put on the input from special interest groups who do not live in our neighborhood.

In addition, the plan presented Thursday night showed no bridge design. No width, materials, grading, aesthetics and no mention of the 3 foot elevation they had presented before. The bridge is an integral part of the charm of our neighborhood and we are very interested in this part of the project. We found it alarming that an incomplete plan was being presented to the

ETC who were charged with approving and then moving it through to the Council to vote on December 10.

We ask that you consider the following:

- Choose either a sidewalk or a bike facility. If you were to ask the neighborhood as a whole, I am confident that the sidewalk would be the choice. We are a close knit community who walk and visit with each other.
- To fulfill the Grant money that was given to Edina to have a bike facility, the choice is to either return that money or have "Edina shares the road" signs as there are in 44th Street.
- Keep the overall hard surface as narrow as possible to minimize runoff to the creek. The sidewalk does not have to be 6 feet, it could be 5 feet. Wooddale has a 5 foot sidewalk and the city has no problem shoveling that with their machine.
- We ask for 11 foot driving lanes. Any increase in this width will contribute to a problem already discussed about motorist trying to pass on this street, and increased traffic diverted from 50th and France area.
- Before voting and hiring a construction firm, develop a complete design of the bridge that compliments and enhances this little creek valley.
- Please be cognizant of road striping and signage as they take away from the charm of our neighborhood.

Jean and Bryan Colwell  
5401 Oaklawn Ave So  
Edina, MN