

ACTION TRANSMITTAL No. 2019-09

DATE: February 6, 2019

TO: Transportation Advisory Board

FROM: Technical Advisory Committee

PREPARED BY: Joe Barbeau, Senior Planner (651-602-1705)

SUBJECT: Scope Change Request for St. Paul's Washington Technology School Safe Routes to School Project

REQUESTED ACTION: The City of St. Paul requests a scope change for its Washington Technology School Safe Routes to School project (SP # 164-591-003) to eliminate the Arlington Avenue on-street separated bike lane.

RECOMMENDED ACTION: That the Transportation Advisory Board approve the City of St. Paul's scope change request for its Washington Technology School Safe Routes to School project (SP # 164-591-003) to eliminate the Arlington Avenue on-street separated bike lane and add ADA ramps with no federal funds reduction.

BACKGROUND AND PURPOSE OF ACTION: The City of St. Paul was awarded \$816,000 in Surface Transportation Block Grant funds for the 2019 fiscal year in the Safe Routes to School category as part of the 2016 Regional Solicitation. The project has since been extended to 2020 with payback in 2022. The scope consists of pedestrian and bicycle improvements in the area of Washington Technical School, including traffic signal improvements at two locations on Rice Street, bike lanes on Arlington Avenue, sidewalks along various arterials, crossing improvements, and bump-outs.

Citing poor and deteriorating pavement condition, the City is requesting removal of the on-street separated bicycle lane along Arlington Avenue from the scope. In lieu of this project element, the City proposes installation of ADA ramps on 12 corners spread across eight intersections.

The original cost estimate, including local match, was \$1,020,000. Per the revised cost estimate, it appears that roughly \$80,000 is eliminated due to removal of the bicycle lane. The replacement elements (i.e., ADA ramps) more than cover that amount.

RELATIONSHIP TO REGIONAL POLICY: Projects that receive funding through the Regional Solicitation process are subject to the regional scope change policy. The purpose of this policy is to ensure that the project is designed and constructed according to the plans and intent described in the original application. Additionally, any federally-funded project scope change must go through a formal review and TIP amendment process if the project description or total project cost changes substantially. The scope change policy allows project sponsors to adjust their projects as needed while still providing substantially the same benefits described in their original project applications.

STAFF ANALYSIS:

Approval/Denial of the Scope Change: The current “Process to evaluate scope change requests for regionally-selected projects” states “the TAC F&PC will base their recommendation on whether the estimated score of the revised project scope would have been high enough to have been awarded funds through the regional solicitation.” Whether this project would have been funded is inconclusive. All three projects that applied within the Safe Routes to School category were funded.

Table 1: Final Safe Routes to School Scores in 2016 Regional Solicitation

Applicant	Project	Final Score
St. Paul	Expo Area SRTS Improvements	958
St. Paul	Washington Tech SRTS Improvements	711
Carver County	US 212 Crossing	700

While all three projects were funded, the primary rationale when staff presented funding scenarios funding all three applications was because the US 212 crossing project was the only project to be funded in Carver County.

Staff shared the scope change request with any scores whose scores could have changed had the application been submitted without the bike lane. The scorer in the equity category, citing the reduced geographic reach the proposal creates, felt that the raw score should be reduced from 39 points to 28 points. As the top-scoring project in the category, it retains the maximum of 50 points (and, therefore, the final score of 711). However, the reduction in raw score decreases the project’s advantage over its competitors. Therefore, the other projects improve within the category, changing the final scores as shown below in Table 2.

Table 2: Adjusted Safe Routes to School Scores after Score Review

Applicant	Project	Final Score	Adjustment	Adjusted Final
St. Paul	Expo Area	958	10	968
Carver County	US 212 Crossing	700	14	714
St. Paul	Washington Tech	711	0	711

It is nearly impossible to be certain about whether the project would have been funded.

Funding: Currently, there is no policy language regarding removal of federal funding and past precedent is inconsistent. The draft Scope Change Policy update states: “While adding eligible project elements is permitted, federal funds cannot be shifted away from any removed elements to new project elements unless the removed elements are being done as part of some other programmed project.” The applicant would like to shift funding the bike lane to the additional curb ramps. Per proposed policy, TAB should remove the approximate federal cost of the eliminated element. The cost of the bike lane is \$80,000, the federal portion of which is \$64,000. The federal portion of that is \$64,000.

COMMITTEE COMMENTS AND ACTION: At its January 17, 2019, meeting, the Funding & Programming Committee voted unanimously to recommend approval of the scope change request with no reduction in federal funds. Given the small amount of federal funds to potentially be removed, the proximity and value of the curb ramps proposed to be added to the project, and the lack of policy direction, members were comfortable shifting funds from a project element being removed to a new project element.

At its February 6, 2019, meeting, the Technical Advisory Committee voted unanimously to recommend approval of the scope change request with no reduction in federal funds.

ROUTING

TO	ACTION REQUESTED	COMPLETION DATE
TAC Funding & Programming Committee	Review & Recommend	1-17-2019
Technical Advisory Committee	Review & Recommend	2-6-2019
Transportation Advisory Board	Review & Approve	



CITY OF SAINT PAUL
Melvin Carter III, Mayor

Nick Peterson, Division Manager Telephone: 651-266-6155
Street Engineering/Construction Fax: 651-292-6315
900 City Hall Annex
25 West Fourth Street
Saint Paul, MN 55102-1660

December 21, 2018

Mr. Paul Oehme
Funding and Programming Chair
Metropolitan Council
390 Robert St. North
St. Paul, MN 55101-1805

SUBJECT: Washington Technology School Safe Routes to Schools
Scope Change Request
S.P. 164-591-003

Dear Mr. Oehme

The City of Saint Paul was successful in the 2016 federal funding solicitation for the Safe Routes to School Program for pedestrian improvements in the area of Washington Technology Magnet School. The improvements include new sidewalks, pedestrian crossing improvements (including ADA ramps), bump-outs, pedestrian-leading interval/countdown timers at two traffic signals (Nebraska/Rice and Arlington/Rice), and bike lanes on Arlington Avenue. The funding is in the 2019-2021 State Transportation Improvement Program (STIP) in the amount of \$1,060,800 (\$816,000 federal). The purpose of this letter is to request a scope change for the project.

The requested scope change is to remove on-street bike lanes along Arlington Avenue from the project and use the funds to provide additional pedestrian ramp improvements at eight intersections to bring all intersection roadway access points in compliance with ADA requirements (Attachment 1). The bike lane scope included ground-in epoxy striping of bike lanes on Arlington Avenue from Wheelock Parkway to Edgerton Street at an estimated \$80,000. The additional pedestrian ramp work is estimated at \$100,000. The requested scope change will increase the project cost; however, the increase will be funded by the City of Saint Paul. In lieu of reducing the allocated funding, we hope you accept the proposed of increase in the number of pedestrian ramp locations improved with this project.

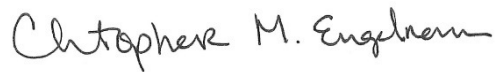
Since applying for the grant, the City has initiated and completed projects that have strengthened pedestrian and bicycle routes in the area. The addition of a new school building, the Community

School of Excellence, north of Washington Technology Magnet School has increased the number of youth in the area. These new factors, combined with the additional costs identified for the bike facility construction, led the City to request this change to the scope for this project. We find the changes in the use of the area lends priority to completing pedestrian gaps north of Hoyt versus the bicycle facility to the south of the project area.

Additionally, Arlington Avenue is in poor condition and deteriorated much quicker than anticipated at the time of the funding solicitation application. In the current condition the pavement does not lend itself to incorporating bike lanes without additional rehabilitation at an estimated cost of \$900,000 (beyond the above existing cost estimate of the project).

Thank you for awarding these funds to the City of Saint Paul and for considering this scope change. If you have any questions or need additional information, please feel free to contact me at 651.266.6084 or by email at Chris.Engelmann@ci.stpaul.mn.us.

Sincerely,

A handwritten signature in cursive script that reads "Christopher M. Engelmann".

Christopher M. Engelmann, P.E.
Saint Paul Public Works – Street Design and Construction

SCOPE CHANGE REQUEST

Washington Technology Safe Routes to School Project
SP 141-591-003

Location Map

A map showing the location of the project is attached.

Revised Project Scope

The original scope included pedestrian and bicycle improvements in the area of Washington Technology Magnet School. This includes sidewalk gap infill, improved pedestrian crossings with bump outs, pedestrian ramps, pedestrian-leading interval/countdown timers at two traffic signals (Nebraska/Rice and Arlington/Rice), and bike lane striping on Arlington Avenue.

In developing the plans for the project, the pavement surface of Arlington Avenue was determined to be in poor condition and deteriorating rapidly. The pavement condition index (PCI) report shows a PCI of 70/73 in 2012; degrading to a PCI of 15/27 in 2015 (Attachments 2). In 2018, the City of Saint Paul resurfaced and added bikes to Arlington Avenue from Rice Street to Jackson Street (approximately 0.5 miles of the proposed scope). The remaining roadway has undergone multiple maintenance actions, with the most recent being a mill and overlay in 2000. Time lapse photos of select pavement locations are included as attachment 3. This level and rate of degradation was not anticipated at the time of the solicitation submission.

In the current condition the pavement does not lend itself to incorporating bike lanes without additional rehabilitation. The bike facility would normally be located along the gutter line of the south curb and along the parking lane of the north curb line. The south curb lane has tire track rutting. The pavement section is also showing raveling on both sides of the roadway in areas where the bike lane would be striped. While these are not major concerns for automotive vehicles, it is a larger concern for bike facilities as bike riders are more susceptible to accidents due to pavement conditions. Should the current degradation of the roadway surface continue, the potential for accidents will increase. If the bike lanes are added in 2019, it is likely they would require resurfacing and restriping via a project in the near future (i.e., within 10 years) based on the age, condition, and rate of degradation of the existing roadway surface. See Attachment 4 for location of the originally scoped bike lanes and the resurfaced section.

Additionally, the City has two projects planned for 2019 that mesh well with the need for a stronger pedestrian grid network north of Washington Technology Magnet school. The City is preparing to construct sidewalk east of the new Community School of Excellence between the school and Rice Street along the south side of Larpenteur Avenue W. Also, the fourth phase of Wheelock Parkway, a full reconstruction project that includes new sidewalk and a separated bike trail, extending from Western Avenue to Rice Street will be constructed. This segment will connect the already constructed portions extending from Como Boulevard to Edgerton Street (Gateway State Trail)- more than 3.5 miles of complete streets in total length.

Another new development in the area, the Community School of Excellence at 270 Larpenteur Avenue (near Galtier Street) with an enrollment of approximately 1,000 students, has increased the number of students using sidewalks north of Wheelock Parkway. This new school was not a known

consideration at the time of submitting for the solicitation and lends priority to completing pedestrian gaps versus the bicycle facility to the south of the project area.

The proposed scope revision is shown in the attached location map. The proposed scope revision includes sidewalk gap infill, improved pedestrian crossings with bump outs at W Hoyt Avenue (a primary crossing for students arriving from the south), pedestrian ramps (increased locations), and countdown timers at two traffic signals (Nebraska/Rice and Arlington/Rice). The scope will reinforce the pedestrian movement options north and south from Larpenteur Avenue to Wheelock Parkway and to Washington Technology Magnet School along Hoyt Street and Nebraska Street.

Project Schedule

The project is currently at 30% design and a revised cost estimate was prepared as part of our engineering design process. Plans will be submitted for review in March 2019. Once authorized, advertisement for bids is planned July 2019. Construction is planned to start in late summer 2019 with completion in summer 2020.

Revised Cost Estimate

The table below summarizes the original and revised cost estimate.

Element	Original Cost	Revised
Traffic Signals	\$50,000	\$10,000
Striping	\$80,000	\$55,000
Sidewalk	\$600,000	\$650,000
Pedestrian Curb Ramps (ADA)	\$200,000	\$365,000
Bicycle and Pedestrian Contingencies	\$80,000	\$0
Other Bicycle and pedestrian Elements	\$10,000	\$0
Total	1,020,000	1,080,000

The revised cost estimate removes the cost included in the proposal for bike lane striping on Arlington Avenue between Wheelock Parkway and Edgerton Street (Striping element). The revised cost includes an increased focus on sidewalk, pedestrian curb ramps, and crossings. The original bike lane scope included striping of bike lanes on Arlington Avenue from Wheelock Parkway to Edgerton Street at an estimated \$80,000. The additional pedestrian ramp work is estimated at \$100,000.

The revised cost estimate for resurfacing, striping bike lanes with durable elements, and updating the pedestrian ramps from Wheelock Parkway to Edgerton Street (excluding Rice Street to Jackson Street) is \$900,000. This cost is beyond the budget for this project.

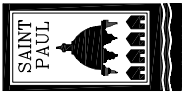
Revised Funding

Project funding is in the 2019-2022 State Transportation Improvement Program (STIP) in the amount of \$1,060,800 (\$816,000 federal). The project was advanced to 2018 construction from

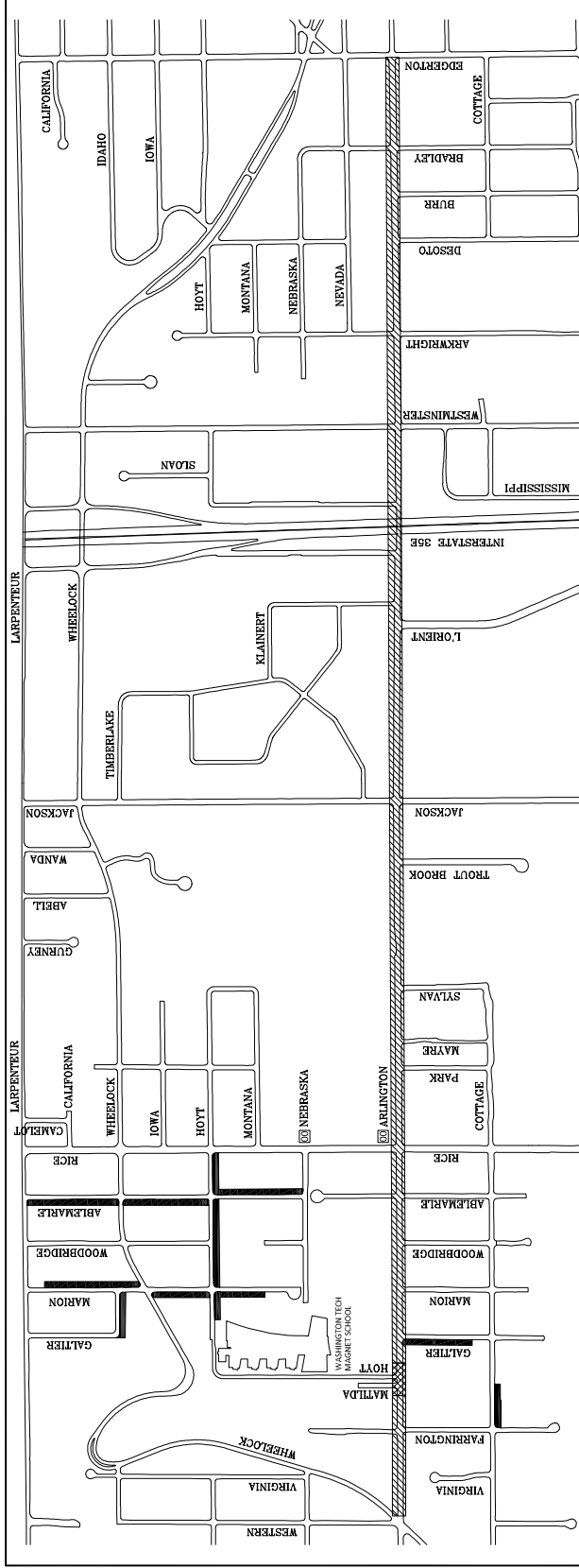
the 2020 program year. A program extension was granted in 2017 for a 2019 construction year as local funding was not available in 2018.

Funding Source	Current STIP	Proposed Funding
FHWA	\$816,000	\$816,000
City Local	\$244,800	\$264,000
Total	1,060,800	\$1,080,000

Despite the removal of the bike lane scope, we are not proposing to reduce the FHWA funding for the project. We instead are proposing using the funding to further improve the pedestrian experience by increasing the pedestrian ramp construction scope. Keeping the proposed funding to the current STIP amount would allow the City to pursue construction of 12 corners in 8 locations that are not directly adjacent to the sidewalk infill scope (at an expenditure of approximately \$100,000). In developing the 30% design, these additional pedestrian ramp locations were identified as needed to provide seamless transitions to the existing, new, and future sidewalks. City found additional synergies with other projects in the area to improve safe routes to school. Specifically, this project will work well to provide the north/south connections from Larpenteur Avenue and Wheelock Parkway sidewalk/trail additions in 2019 to the Washington Technology Magnet School. In lieu of reducing the allocated funding, we hope you accept the proposed of increase in the number of pedestrian ramp locations improved with this project.



City of Saint Paul
 Department of Public Works
 Street Design and Construction Division



Sidewalk Locations:

- Galtier - N. of Cottage to Arlington
- Marion - Nebraska to Larpenieur
- Ablesmarle - Nebraska to Larpenieur
- Hoyt - Marion to Rice
- Cottage - Farrington to W. of Galtier

Crossing Improvement Locations:

- Arlington/Matilda/Hoyt Intersection

Bike Lanes:

- Arlington - Western to Edgerton



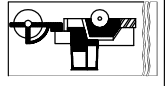
2019-2020

SAFE ROUTE TO SCHOOL PROJECT

L = 16,000 ft.
 PROJECT MAP

LEGEND KEY:

- PRIMARY SIDEWALK INFILL
- CROSSING IMPROVEMENT
- BIKE LANES INSTALLATION
- COUNTDOWN TIMER



PROJECT:	19-T-1373
STATE AID PROJECT NUMBER:	164-591-003
DATE:	12/17/2018

PREPARED BY STREET ENGINEERING DIVISION FOR THE CITY OF ST. PAUL, DEPARTMENT OF PUBLIC WORKS

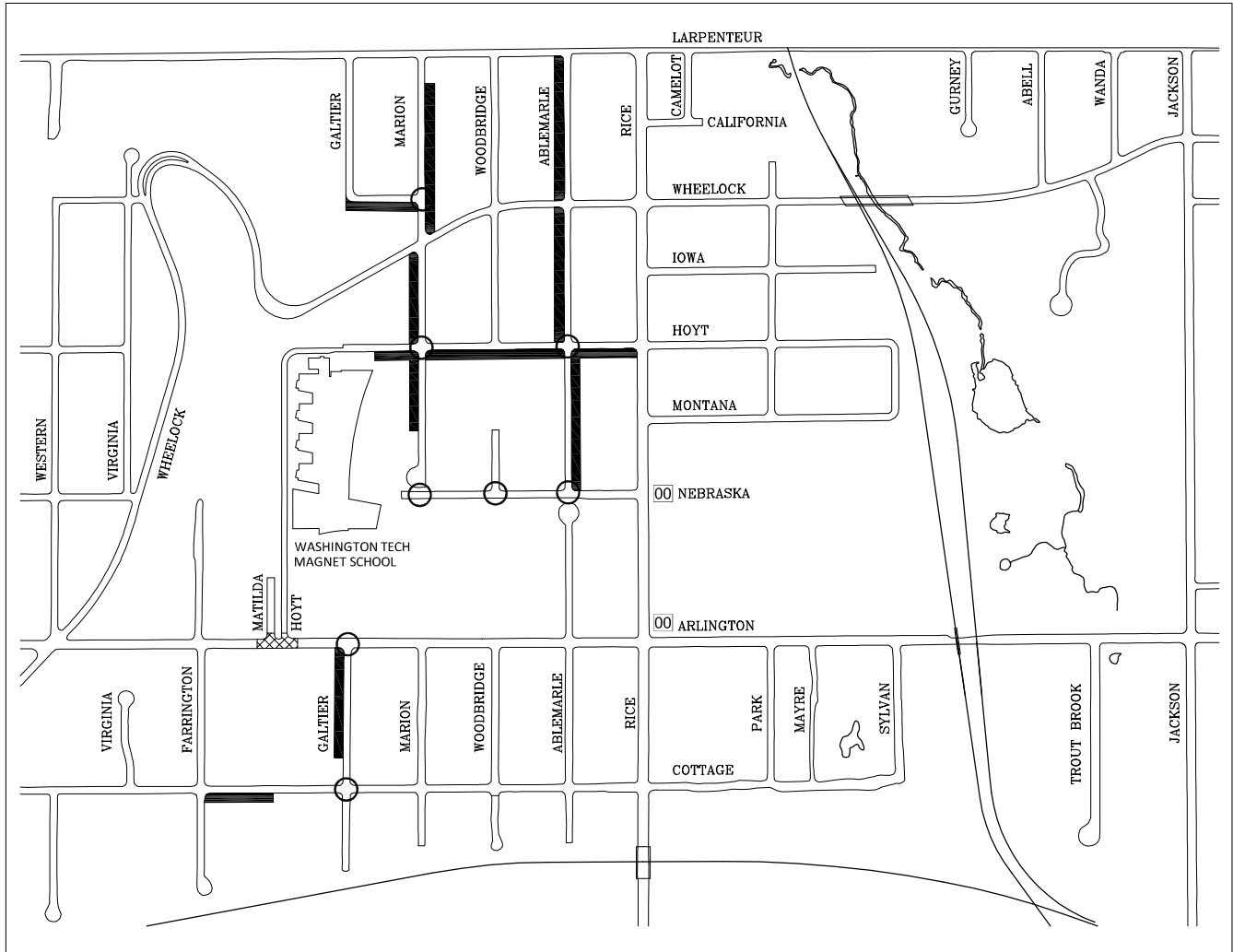
WASHINGTON TECH SRTS

DESIGNED	CX
DRAWN	CX
APPROVED	CME









City of Saint Paul
 Department of Public Works
 Street Design and Construction Division



Sidewalk Locations:
 Galtier - Cottage to Arlington
 Marion - Nebraska to Larpenteur
 Ablemarle - Nebraska to Larpenteur
 Hoyt - Marion to Rice
 Nebraska - Marion to Rice
 Cottage - Farrington to Galtier

Crossing Improvement Locations:
 Arlington/Matilda/Hoyt Intersection
 Countdown Timer @ Rice/Nebraska
 Countdown Timer @ Rice/Arlington

LEGEND KEY:

-  PRIMARY SIDEWALK INFILL
-  CROSSING IMPROVEMENT
-  COUNTDOWN TIMER
-  ADA RAMPS



2019-2020

SAFE ROUTE TO SCHOOL PROJECT

L = 5,500 ft.
 PROJECT MAP

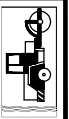


DESIGNED	CX
DRAWN	CX
APPROVED	CME

PREPARED BY STREET ENGINEERING DIVISION FOR THE CITY OF ST. PAUL, DEPARTMENT OF PUBLIC WORKS

WASHINGTON TECH SRTS

PROJECT:	19-T-1373
STATE AID	164-591-003
PROJECT NUMBER:	
DATE:	12/3/2018



Attachment 2

ARLINGTON AVE E:ARLINGTON AVE W=>TROUT BROOK CIR (S-0518738)

Distress Survey

Sample No: 1 of 2 | Distress History | Sample CI: []

Distress Data | Section CI History | Distribution | Section CI: []

Sample No: (Empty)

Sample No	Distress	Quantity	Location	Total Samples	Area	Sample CI
InspectDate: 6/9/2015 (17 items)						
1 of 2	BlockHigh	270		2	2436	15
1 of 2	BlockMed	450		2	2436	15
1 of 2	LongTransHigh	40		2	2436	15
1 of 2	PatchLow	45		2	2436	15
1 of 2	RavelLow	192		2	2436	15
1 of 2	RutHigh	120		2	2436	15
1 of 2	RutLow	240		2	2436	15
1 of 2	RutMed	120		2	2436	15
2 of 2	AlligatorLow	20		2	2436	27
2 of 2	BlockLow	740		2	2436	27
2 of 2	BlockMed	340		2	2436	27
2 of 2	DeprHig	30		2	2436	27
2 of 2	EdgeHigh	5		2	2436	27
2 of 2	LongTransHigh	100		2	2436	27
2 of 2	LongTransMed	60		2	2436	27
2 of 2	RavelMed	50		2	2436	27
2 of 2	RutHigh	120		2	2436	27
InspectDate: 9/21/2012 (10 items)						
1 of 2	FlushingLow	100		2	2400	73
1 of 2	FlushMed	50		2	2400	73
1 of 2	LongTransLow	75		2	2400	73
1 of 2	LongTransMed	100		2	2400	73
1 of 2	RavelLow	240		2	2400	73
2 of 2	AlligatorLow	10		2	2400	70
2 of 2	FlushingLow	250		2	2400	70
2 of 2	LongTransLow	50		2	2400	70
2 of 2	LongTransMed	120		2	2400	70
2 of 2	RavelLow	240		2	2400	70

Attachment 3 Selected Street View Photos



Facing eastbound at Hoyt Ave (October 2012 top; October 2017 bottom)



Facing Westbound at Burr St N (September 2013 top; October 2016 bottom)

Attachment 4 Bike Lane Scope

