

Action Transmittal

Transportation Advisory Board



Committee Meeting Date: January 4, 2024

Date: December 27, 2023

Action Transmittal: 2024-05

Scope Change Request for Saint Louis Park Cedar Lake Road and Louisiana Avenue Improvements Project

To: Technical Advisory Committee
From: TAC Funding & Programming Committee
Prepared By: Robbie King, Planner, 651-602-1380
Joe Barbeau, Planning Analyst, 651-602-1705

Requested Action

The City of Saint Louis Park requests a scope change to remove dedicated cycle tracks improvements from Louisiana Avenue and provide parallel alternate routes on Hampshire Avenue S and Pennsylvania Avenue S for its Cedar Lake Road and Louisiana Avenue improvements project (SP # 163-296-006 / 163-296-007).

Recommended Motion

That the Technical Advisory Committee recommend approval of Saint Louis Park's scope change request to remove Louisiana Avenue cycle track improvements from its Cedar Lake Road and Louisiana Avenue Improvements project (SP # 163-296-006 / 163-296-007).

Background and Purpose

The City of Saint Louis Park was awarded \$7,000,000 in federal Surface Transportation Block Grant funds in the 2022 Regional Solicitation for program year 2026. Funding was awarded within the Roadway Reconstruction and Modernization category. The [application](#) was awarded to modernize Louisiana Avenue and Cedar Lake Road by adding a roundabout to the intersection of Louisiana Avenue and Cedar Lake Road, adding separated bike lanes, upgrading or adding sidewalks, and improving ADA access. The city's requested changes are summarized in Table 1.

Table 1: Summary of Requested Changes

Location	Original Proposal	Proposed Design
23 rd St. to Cedar Lake Rd	Protected one way cycle track in each direction / sidewalk on both sides of road	Shared use trail on both sides of roadway
Cedar Lake Rd to 22 nd St.	Dedicated on street bike lanes or protected one-way cycle track in each direction	Shared use trail on both sides of roadway
22 nd St. to 14 th St.	Dedicated on street bike lanes or protected one way cycle track in each direction	*Dedicated bike routes using parallel side streets and trail
14 th St. to Wayzata Blvd.	Protected one way cycle track in each direction / sidewalk on east side of road	Shared use trail on both sides of roadway

*Dedicated bike routes on parallel side streets include Hampshire Ave, approximately 1300 feet (4 blocks) east of Louisiana Ave and Pennsylvania Ave, approximately 1350 feet (4 blocks) west of Louisiana Ave.

The city requests to retain its full federal funding amount. The original cost estimate of the full project is \$11,985,000 and the cost with this requested scope change is \$11,695,000, representing a difference of \$290,000.

A TIP amendment is not included with this request because the project is currently undergoing a scope change review to phase the project. A streamlined TIP amendment request will be introduced later.

Relationship to Regional Policy

Projects that receive funding through the Regional Solicitation and HSIP Solicitation processes 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. 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: Table 2 shows a scoring analysis. This application scored 541 points and finished 11th in the Roadway Reconstruction and Modernization category. The highest-scoring unfunded project scored 492.

Table 2: Scoring Analysis

Measure	Max Score	Original Score	Scope Change	Notes
1A. Job connections	65	25	0	
1B. Truck corridor tiers	40	20	0	
2A. Person throughput	110	41	0	
2B. 2024 AADT	65	18	0	
3A. Equity engagement	30	22	0	
3B. Equity connection, benefits, & impacts	40	27	0	Facility relocation may have small impact
3C. Housing	30	15	0	Facility relocation may have small impact
4A. Date of construction	50	15	0	
4B. Geometric deficiencies	125	85	0	
5A. Vehicle delay reduced	50	36	0	
5B. KG of emissions reduced	30	5	0	
6A. Crashes reduce	150	46	0	
6B. Proactive pedestrian crash reduction	30	19	-	Combines ped access with bike access
7. Transit, bike, ped elements & connections	110	93	--	Causes gaps in the bike trail access and moves bikes to minimally improved roadways
8. Risk assessment	75	47	0	
9. Cost effectiveness	100	27	N/A	
Total	1,100	541	-	

* 0 = no change

+ = small improvement, ++ = moderate improvement, +++ = large improvement

- = small diminishment, -- = moderate diminishment, --- = large diminishment

It is difficult to precisely recreate a score for an updated proposal and determine what “would have happened” to the entire scoring scenario had one project been ranked below another unfunded project. While there are some changes to the project, it is not possible to state with any certainty that the project would not have been funded if originally proposed as attached. As such, staff recommends approval of the scope change based on the existing policy.

That said, staff notes that the high multimodal elements score (93/110) was based in part on a continuous bicycle and pedestrian flow along Louisiana Avenue and that this proposal interrupts that flow. For pedestrians, the original application provided access along the entire east side of the roadway. It still does, though 700 feet is now provided as part of shared-use trails. For bicyclists, the Cedar Lake Road to 22nd Street segment is no longer proposed to have bicycles on the east



side of the road, potentially forcing conflicts. Further, movement of most of the bicycle access from protected lanes to existing streets is a downgrade in bicycle accommodation, as is reliance on cycling on sidewalks for both pedestrians and bicyclists.

Funding: Removal of a portion of the original project scope will result in a reduction in the project cost.

While recent history suggests that retention of the full federal award is typical when removed elements are going to be completed by another projects, the project elements being removed here are not being completed elsewhere. As such, there are two options:

- A) The project retains the full federal award.
- B) The project returns \$169,389 (the federal cost of the removed elements) to the region for redistribution.

Table 3: Federal and Local Costs

	Application Budget (% of Total Project Cost)	Scope Change Request Budget (% of Total Project Cost)
Federal Funding Amount in STIP	\$7,000,000 (58.41%)	\$6,830,611 (58.41%)
Local Contribution	\$4,985,000 (41.59%)	\$4,864,389 (41.59%)
Total Cost	\$11,985,000	\$11,695,000
Reduction in Local Contribution		\$120,611
Reduction in Federal Award		\$169,389
Total Project Reduction		\$290,000

Committee Comments and Action

At its December 21, 2023, meeting, the TAC Funding & Programming Committee voted unanimously to recommend approval of Saint Louis Park’s scope change request to remove Louisiana Avenue cycle track improvements from its Cedar Lake Road and Louisiana Avenue Improvements project.

Routing

To	Action Requested	Date Completed
TAC Planning or TAC Funding & Programming Committee	Review & Recommend	December 21, 2023
Technical Advisory Committee	Review & Recommend	<i>January 3, 2024</i>
Transportation Advisory Board	Review & Adopt	<i>January 17, 2024</i>



December 1, 2023

Mr. Michael Thompson
Chair, TAC Funding and Programming Committee
Metropolitan Council
390 Robert Street North
Saint Paul, MN 55101-1805

RE: Scope Change Request for SP 163-296-006 & SP 163-296-007

Dear Mr. Thompson,

The City of St. Louis Park respectfully requests that the Funding and Programming Committee consider the attached Scope Change request for the Cedar Lake Road and Louisiana Avenue Improvements project.

Background

The City applied for and was awarded federal Surface transportation block grant (STBG) funds for the program year 2026. The scope of the project included reconstruction of Cedar Lake Road from TH 169 to Kentucky Avenue and Louisiana Avenue from 23rd Street to TH 394. Improvements include construction of new sidewalks and bikeways where currently not present along both roadways, replacement of existing sidewalks, enhancements to bus stop facilities and amenities, construction of a roundabout at Cedar Lake Road and Louisiana Avenue, modifications of traffic signals to meet current ADA requirements, replacement of street lighting systems, storm sewer improvements, and public utility improvements.

Program Funding

In 2022, the City of St. Louis Park applied for and was selected to receive STBG funding for the Cedar Lake Road and Louisiana Avenue Improvements project. A map showing the project location is provided as attachment 2.

Program Development

At the time of application, the city recognized that both corridors are vital for transporting people and goods throughout the City of St. Louis Park and the adjacent areas. Both corridors have reached the end of their useful life and now require reconstruction. The city identified the opportunity to provide facilities for people that choose to walk, roll, bike, and utilize transit. The City's Connect the Park plan was approved by City Council in 2013, aimed at making more livable neighborhoods by providing convenient, safe, and equitable ways for residents to move around the city. The plan identified a bicycle facility and a pedestrian facility along both Cedar Lake Road and Louisiana Avenue, but additional design and public engagement was needed to determine what type of facilities would be the best fit.

The funding application for both Cedar Lake Road and Louisiana Ave included:

- Bicycle facilities: Dedicated on street bike lanes or protected one way cycle tracks in each direction where currently not present.
- Pedestrian facilities: Dedicated sidewalk on each side of the roadway where currently not present.

Preliminary Design Evaluation and Public Engagement

Beginning in January 2022 the design team began preliminary design and engaged the public to determine the best design for both Cedar Lake Road and Louisiana Ave. This process included three rounds of public engagement as described below.



During Phase 2 of the public engagement, three alternatives were developed and shared with the public to evaluate various bike and pedestrian facilities for both Cedar Lake Road and Louisiana Ave. The tables below show the alternatives.

Cedar Lake Road			
	Alternative No. 1	Alternative No. 2	Alternative No. 3
Description	Multi Use Trail	Cycle Tracks	Buffered Bike Lanes
Bike Facility Type	Multi-Use Trail (Both Sides)	One-Way Cycle Track (Both Sides)	Bike Lanes with 3' Buffer (Both Sides)
Pedestrian Facility	Multi-Use Trail (Both Sides)	Sidewalk (Both Sides)	Sidewalk (Both Sides)

Louisiana Avenue			
	Alternative No. 1	Alternative No. 2	Alternative No. 3
Description	Multi Use Trail	Cycle Tracks	Alternative Route
Bike Facility Type	Multi-Use Trail (Both Sides)	One-Way Cycle Track (Both Sides)	On-Street Bike Blvd Provided on Parallel Streets
Pedestrian Facility	Multi-Use Trail (Both Sides)	Sidewalk (Both Sides)	Sidewalk (Both Sides)

Each alternative was evaluated based on several different factors including right of way impacts, tree impacts, project cost, and public support. The tables below show the evaluation matrixes:

Cedar Lake Road			
	Alternative No. 1	Alternative No. 2	Alternative No. 3
Description	Multi Use Trail	Cycle Tracks	Buffered Bike Lanes
Bike Facility Type	Multi-Use Trail (Both Sides)	One-Way Cycle Track (Both Sides)	Bike Lanes with 3' Buffer (Both Sides)
Pedestrian Facility	Multi-Use Trail (Both Sides)	Sidewalk (Both Sides)	Sidewalk (Both Sides)
Tree Impacts	149	60	62
Permanent Easement	20	46	48
Project Cost	\$\$	\$\$\$	\$
Public Support Percent	25%	58%	17%

Louisiana Avenue			
	Alternative No. 1	Alternative No. 2	Alternative No. 3
Description	Multi Use Trail	Cycle Tracks	Alternative Route
Bike Facility Type	Multi-Use Trail (Both Sides)	One-Way Cycle Track (Both Sides)	On-Street Bike Blvd Provided on Parallel Streets
Pedestrian Facility	Multi-Use Trail (Both Sides)	Sidewalk (Both Sides)	Sidewalk (Both Sides)
Tree Impacts	70	38	15
Permanent Easement	25	31	22
Project Cost	\$\$	\$\$\$	\$
Public Support Percent	20%	50%	30%

After evaluating each alternative, a preferred alternative was selected for each roadway:

- Cedar Lake Road – Alternative No. 2 (Cycle Tracks)
- Louisiana Avenue – Alternative No. 3 (Alternative Route)

The preferred alternatives were shared with the public during Phase 3 of the public engagement process and a Public Hearing was held to provide residents an opportunity to voice any concerns. City Council approved the preferred alternatives and authorized the design team to move forward with final design for both roadways.

Proposed Scope Change

The proposed scope change does not eliminate dedicated bicycle routes, instead it provides an alternate that is just as effective and provides many advantages.

- Cedar Lake Road: There are no formal scope changes for Cedar Lake Road. The funding application included a dedicated bikeway in the form of either on street bike lanes or protected one-way cycle tracks in each direction. The approved alternative provides protected one-way cycle tracks in each direction for the entire length of Cedar Lake Road. In addition, sidewalk will be constructed on each side of the roadway where currently not present.
- Louisiana Avenue: The funding application included a dedicated bikeway in the form of either on street bike lanes or protected one way cycle tracks in each direction and a dedicated sidewalk on each side of the roadway where currently not present. Attachment 3 shows the funding

application design. The formal scope change for Louisiana Avenue includes modifying the bicycle facility as described in the table below and shown in Attachment 4 and Attachment 5.

Louisiana Avenue Bicycle Facility Summary		
Location	Funding Application Design	Current Design
Louisiana Avenue: 23rd Street to Cedar Lake Road (400 feet)	Protected one way cycle track in each direction Sidewalk on both sides of the road	Shared use trail on both sides of roadway
Louisiana Avenue: Cedar Lake Road to 22nd Street (900 feet)	Dedicated on street bike lanes or protected one way cycle track in each direction Sidewalk on east side of the road	Shared use trail on west side of roadway Sidewalk on east side of the road
Louisiana Avenue: 22nd Street to 14th Street (2500 feet)	Dedicated on street bike lanes or protected one way cycle track in each direction Sidewalk on east side of the road	*Dedicated bike routes using parallel side streets and trail Sidewalk on east side of the road
Louisiana Avenue: 14th Street to Wayzata Blvd (300 feet)	Protected one way cycle track in each direction Sidewalk on east side of the road	Shared use trail on both sides of roadway

*Dedicated bike routes on parallel side streets include Hampshire Avenue, approximately 1300 feet (4 blocks) east of Louisiana Avenue and Pennsylvania Avenue, approximately 1350 feet (4 blocks) west of Louisiana Avenue. These alternate bike routes are shown as red dashes in Attachment 5 on the "Alternative Bike Route Map".

The reasoning for including the dedicated bike routes on the parallel side streets and trail instead of Louisiana Avenue, between 22nd Street and 14th Street, includes:

1. I-394 is a barrier for bicyclist to cross from St. Louis Park to Golden Valley.
 - o The Louisiana Avenue bridge over I-394 has no dedicated bicycle facilities. Bikers are required to use vehicle travel lanes at a very busy location (20,000 AADT). Due to the traffic volumes, separated bicycle facilities are the safest and most comfortable for bicyclists of all ages and abilities. The bridge is approximately 30 years old and MnDOT has no plans to replace the bridge or add separated bicycle facilities.
 - o There are existing pedestrian bridges that cross I-394 near Pennsylvania Avenue and Hampshire Avenue. The parallel side street bike routes align well with these existing pedestrian bridges and will provide a safe and comfortable crossing of I-394 for bicyclists of all ages and abilities.
2. Traffic volume and speed: The parallel local city streets (Hampshire Avenue and Pennsylvania Avenue) have a much lower volume of traffic compared to Louisiana Avenue and have a lower

posted speed limit (20 mph compared to 30 mph). These roads provide a much more comfortable bicycling experience for all ages and abilities.

3. Tree removal: Providing dedicated bike facilities along Louisiana Avenue has a significant impact to existing trees. Residents and City Council members have made it clear that the look and feel of Louisiana Avenue is unique with the mature trees and that limiting impacts to existing trees is a high priority. Constructing a trail along the entire length of Louisiana Avenue would result in the removal of 70 mature trees, providing the dedicated bike routes on the parallel side streets and trail reduces this impact to only 15 trees.
4. Private property impacts: The parallel side streets and trail require the least amount of impacts and right of way to be acquired from private properties adjacent to Louisiana Avenue (33% reduction in acquired right of way).
5. Construction cost: The parallel side streets and trail alternative has the lowest overall construction cost.

It is also worth noting that the city allows bicyclists to use sidewalks within the city limits. Bicyclists can use the sidewalks along both sides of Louisiana Avenue between 22nd Street and 14th Street if they do not feel comfortable to share the road with traffic.

Funding

We have developed Attachment 1: Funding Data for Scope Change Request, which captures the original application funding amount and the reduction of the bicycle facility costs that is not covered by city funding.

The overall project cost is estimated at \$11,695,000, which is significantly higher than the federal funding amount. A summary of the overall project cost and reduction for the proposed scope change is summarized below.

Federal Funding Amount in STIP	\$7,000,000
Estimated Project Cost from Application	\$11,985,000
Project Cost to be Covered by Local Funds	\$4,985,000
Cost of Project Elements being Removed	\$290,000
Change in Project Costs	\$(290,000)
58.41% Federal	\$169,389
41.59% Local	\$120,611
Revised Project Cost	\$11,695,000
Revised Federal Amount	\$6,830,611
Revised Local Amount	\$4,864,389

Summary

With the modified scope described above the project goal of reconstructing Cedar Lake Road and Louisiana Avenue while providing new sidewalk and bikeways where currently not present is still being met. We believe the proposed design provides an alternate that is just as effective and provides many advantages over the original application design.

We therefore request the Funding and Programming Committee's support for scope changes as described. We also request that the Federal Award amount remains at \$7,000,000. If additional information is needed, please contact me at 952.924.2552 or by email at jshamla@stlouisparkmn.gov.

Sincerely,



Joseph Shamla
City of St. Louis Park

Cc: Colleen Brown, MnDOT Federal Aid
Kyle Imholte, Kimley Horn

Att: (1) Funding Data for Scope Change Request
(2) Project Location Map
(3) Funding Application Design – Louisiana Ave
(4) Existing and Proposed Bike Facilities Map
(5) Current Design – Louisiana Ave

ATTACHMENT 1: FUNDING DATA FOR SCOPE CHANGE REQUEST

Original Application:

Regional Solicitation Year	2022
Application Funding Category	Roadways Including Multimodal Elements
HSIP Solicitation?	No
Application Total Project Cost	\$11,985,000.00
Federal Award	\$7,000,000.00
Application Federal Percentage of Total Project Cost	58.41%

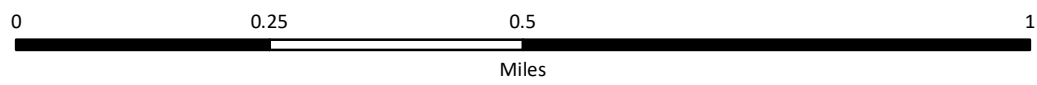
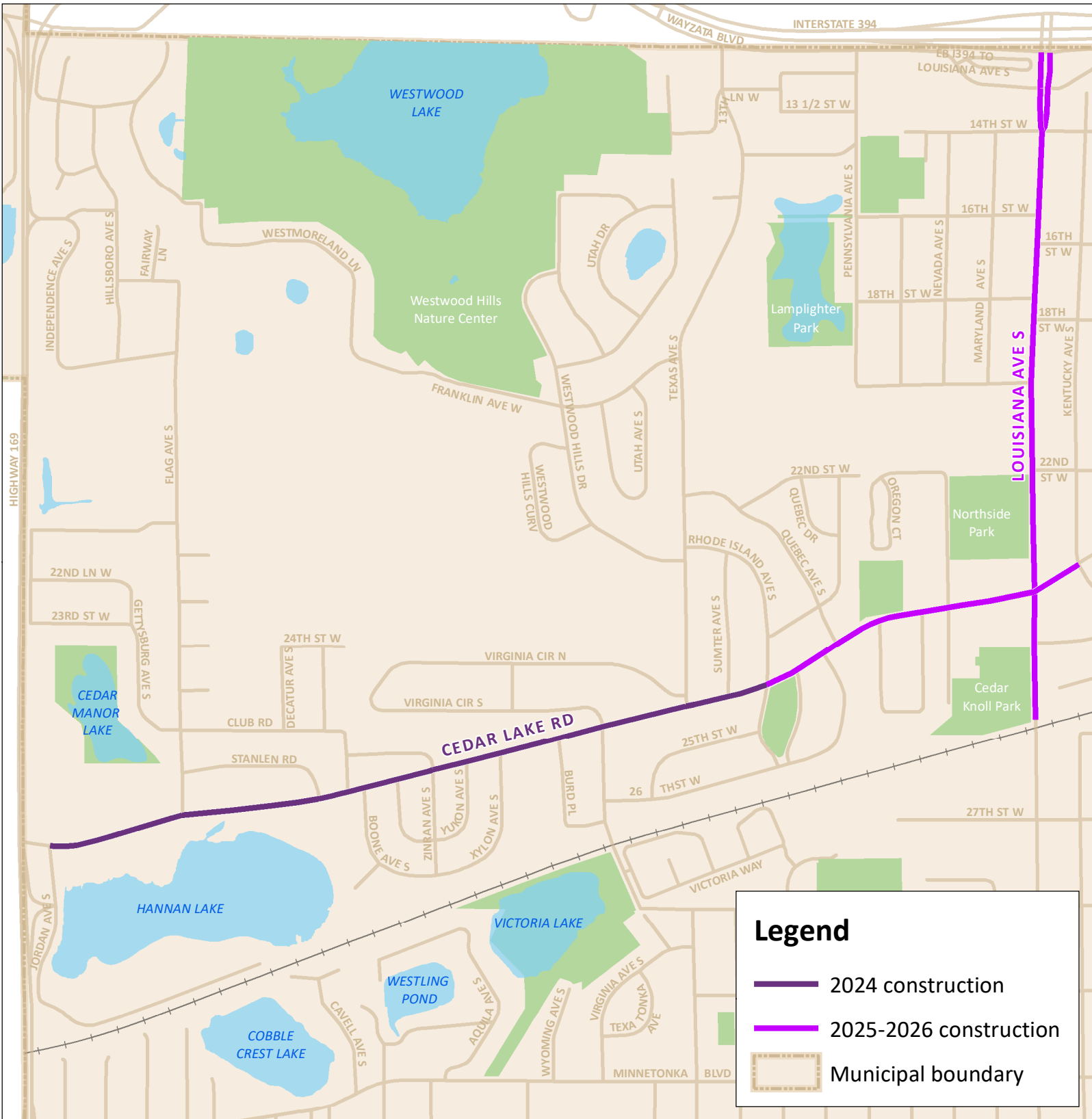
Project Elements Being Removed:

Elements	Original Application Cost
Cycle Track	\$275,000.00
Aggregate Base	\$15,000.00
Total Cost of Removed Elements	\$290,000.00

New Project Elements:

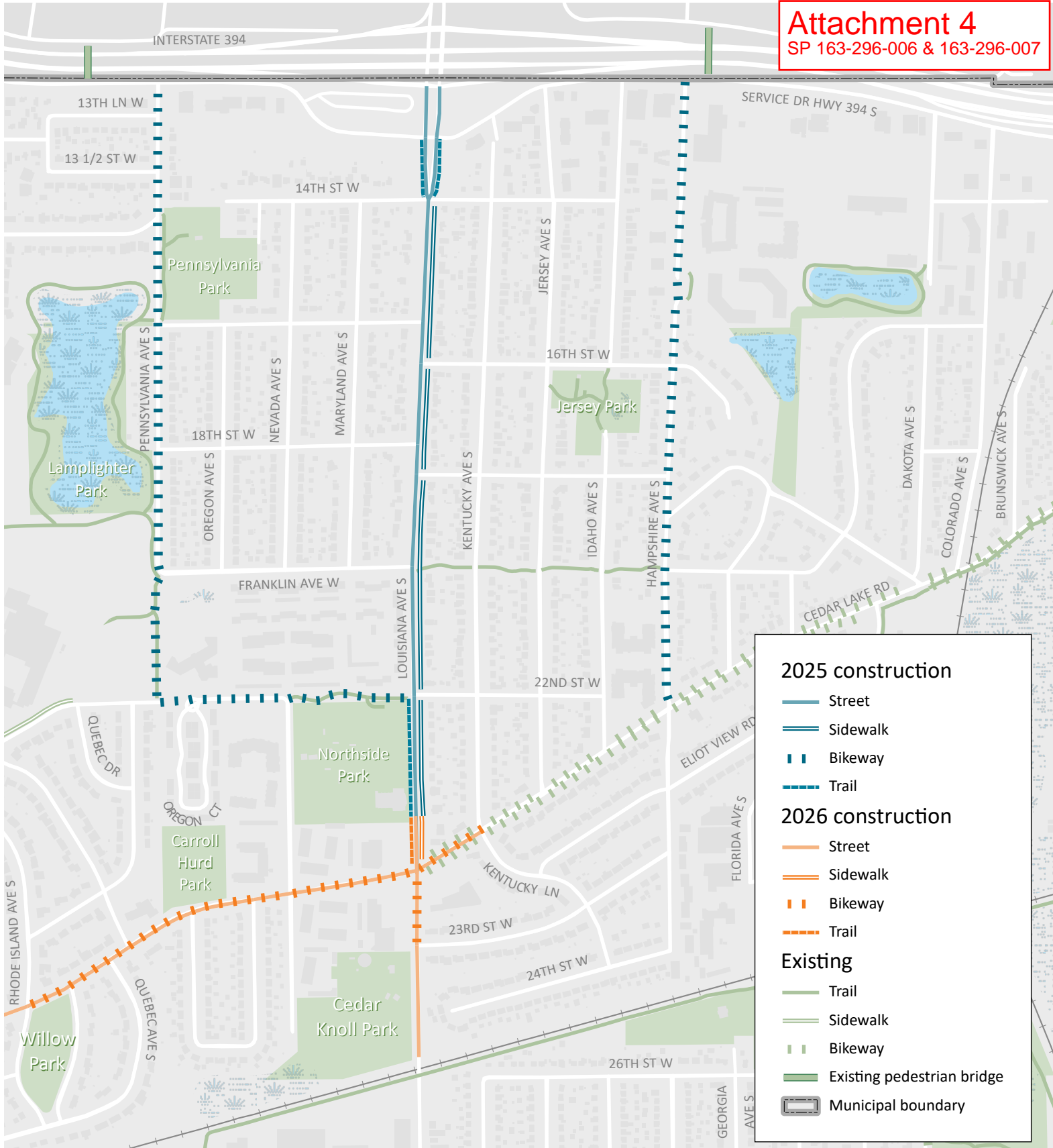
Elements	Original Application Cost

Cedar Lake Road and Louisiana Avenue Improvements



Louisiana Avenue Improvements

Attachment 4
SP 163-296-006 & 163-296-007



2025 construction

- Street
- Sidewalk
- Bikeway
- Trail

2026 construction

- Street
- Sidewalk
- Bikeway
- Trail

Existing

- Trail
- Sidewalk
- Bikeway
- Existing pedestrian bridge
- ▭ Municipal boundary