## **ACTION TRANSMITTAL No. 2014-64**

**DATE:** September 5, 2014

**TO:** Funding & Programming Committee

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

**SUBJECT:** Scope Change Request Three Rivers Park District: Nine Mile Creek

Trail East

**REQUESTED** Three Rivers Park District requests a scope change to modify the

ACTION: scope of SP# 091-090-028; 091-090-028AC to modify alignment

and termini. The total project cost remains unchanged.

**RECOMMENDED** Recommend approval of the scope change request for the Three

**MOTION:** Rivers Park District bicycle/pedestrian project.

**BACKGROUND AND PURPOSE OF ACTION:** Three Rivers Park District received \$6,160,000 in Congestion Mitigation and Air Quality (CMAQ) funding for construction of a bicycle/pedestrian trail from Tracy Avenue to the Edina Promenade in Edina. Key changes proposed are:

- Moving the eastern terminus from Tracy Avenue west two blocks to Doron Avenue. This is due to a City of Edina Reconstruction of Tracy Avenue and Valley Lane into a roundabout. The City intends to construct the trail to fill this gap.
- Alignment change for CP Rail Crossing (See Segment D1B of attached maps).
- Alignment change for Highway 100 crossing (see Segment D1-C)
- Removal of Parklawn Avenue section, which is located in the middle of the original alignment. Reconstruction is to be completed by the City of Edina.
- Removal of the Gallagher Drive section, which is located adjacent to the Parklawn Avenue section, also mid-alignment. The trail along this section has already been completed by the City of Edina
- Extension of the alignment from the east end of Edina Promenade south along Xerxes Avenue South the 75<sup>th</sup> Street West, where it will connect to existing trail.

The project is programmed in FY 2015 for advanced construction to be reimbursed in fiscal year 2016. A TIP amendment will accompany this request.

**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, federal rules require that 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 and process allow project sponsors to make adjustments to their projects as needed while still providing substantially the same benefits described in their original project applications.

**STAFF ANALYSIS:** Staff reviewed the submitted scope change request. The original trail project application was awarded 760 points, which resulted in third place out of 10 projects that applied in the "Bike/Walk" category in 2011. It was the lowest-ranked of the projects selected for funding. The highest non-selected project scored 736 points. Based on a review of the proposed changes, the proposed scope changes would not have been likely to considerably change the project score, provided the City of Edina portions are completed as promised by the City and the Park District.

#### Other considerations include:

- The original project, to be built entirely by Three Rivers, extended from Tracy Ave to the west end of Edina Promenade (just east of France Avenue South). The proposed scope change extends the overall project length to include the Edina Promenade and Xerxes Avenue from the Promenade to 75<sup>th</sup> Street West, better-filling the gap between Nine Mile Creek Trail West (the eastern terminus of which is to be at Tracy Avenue) and the Xerxes/75<sup>th</sup> Street intersection, at which point an existing trail begins, heading east.
- However, the proposed change creates two gaps of significance, to be constructed separately from the project by another entity, the city of Edina, shown in the two sub-bullets below.
  - Valley Lane from Tracy Avenue to Doron Lane. While this removes only the western two blocks from the original proposal, this two block section provides the connection to the proposed Western segment of Nine Mile Creek Trail. Non-completion of this segment would cause a gap in that trail.
  - Parklawn Avenue from about 7625 Parklawn Avenue to Gallagher Drive.
     This leaves a gap in the trail through an area developed with multi-family housing and some office space.
- Attached is letter from City of Edina Director of Engineering stating staff's intention to include these projects for Council approval in its 2015-16 Capital Improvements Program (CIP). Also attached is a letter provided by the Three Rivers Park District committing that it will complete the project and not leave any gaps should the City decide not to proceed with either or both of these projects. Note that the City's letter does not specify completing the western portion from Tracy Avenue to Doron Lane. It also discusses "Parklawn Avenue from France Avenue to 76<sup>th</sup> Street," though the portion of Parklawn Avenue in questions runs south of 76<sup>th</sup> Street. Note also that the application letter and maps errantly state that the City's projects are included in the 2016 CIP, which has yet to be finalized.

In addition, it should be noted that staff review for this request uncovered an error in the original scoring. Because the overall project cost of \$10,200,000 was errantly entered into a spreadsheet as \$1,200,000, the cost-effectiveness score was over-scored. Staff estimates that the total score of 180 would have been 71, reducing the total score to 651. With the now proposed changes, the cost effectiveness score would be altered from 71 to 69 (for a total of 649, provided the City's portions are completed as promised).

While the City's commitment is difficult to gauge, staff recommends approval based on the improved eastern connectivity of the proposed project, the difficulty that City projects place on completing the project as originally proposed, and the Park District's stated commitment to prevent gaps.

# ROUTING

ТО	ACTION REQUESTED	DATE COMPLETED
TAC Funding & Programming Committee	Review & Recommend	
Technical Advisory Committee	Review & Recommend	
Transportation Advisory Board	Review & Approve	



August 13, 2014

Three Rivers
Park District
Board of
Commissioners

Mr. Karl Keel, PE

TAC Funding and Programming Committee

Penny Steele District 1

1700 West 98th Street Bloomington, Minnesota

SUBJECT: NINE MILE CREEK REGIONAL TRAIL: EAST SEGMENT, EDINA, MINNESOTA - SCOPE

CHANGE REQUEST

Jennifer DeJournett District 2

Dear Mr. Keel:

#### INTRODUCTION

Daniel Freeman, Vice Chair District 3

John Gunyou, Chair District 4

> John Gibbs District 5

Larry Blackstad Appointed At Large

At Large

Steve Antolak

Appointed At Large

Cris Gears Superintendent Three Rivers Park District (TRPD) was successful in the 2011 federal funding solicitation of the Bikeways/Walkways category for the development of the Nine Mile Creek Regional Trail: East Segment via the 2013-2016 TIP Amendment for the 2015-2016 Regional Solicitation Projects. The TIP amendment added 74 projects with approximately \$159 million in federal funding of which \$41.6 million are from the CMAQ program. The TIP amendment has \$6.16 million in federal funding via a combination of the CMAQ program, and the AC program (total project cost of \$11.4 million) scheduled for a pedestrian/bicycle trail between Tracy Ave. and France Ave. in the City of Edina known as The Nine Mile Creek Regional Trail: East Segment project in fiscal year 2015. (See Attachment - Segment Maps). Although there are a number of alignment changes since the original submittal, the project description remains similar and the benefits are consistent with its original intent. Therefore, TRPD is requesting a scope amendment in order to move forward with a revised project alignment. Please consider this formal request from TRPD for the change in scope/alignment for the development of the Nine Mile Creek Regional Trail: East Segment project for fiscal year 2015.

## **ORIGINAL PROJECT DESCRIPTION**

In the 2011 STP funding submittal, the scope of the Nine Mile Creek Regional Trail: East Segment was described as: "Three Rivers Park District will construct 3.75 miles of off-road walkway/bikeway facilities in order to fill a critical gap in the 11 mile Nine Mile Creek Regional Trail in the City of Edina between Tracy Avenue and Edina Promenade (France Avenue). The project includes a new pedestrian bridge over TH 100 and new underpass of the CP Railroad north of 70<sup>th</sup> Street. The Nine Mile Creek Regional Trail: East Segment will connect neighborhoods and residential areas to transit, retail, commercial, employment, schools, and parks, ultimately fulfilling a critical component of the multimodal transportation system. The Nine

Mile Creek Regional Trail: East Segment project will connect to a 3.0 mile trail segment currently under construction to create a contiguous 6.75 mile unified regional route in an area underserved by regional trails. Future trail construction will extend 3.0 miles west and connect to a 1.25 mile trail segment planned for fall 2014 construction. When complete the regional trail will connect the communities of Hopkins, Minnetonka, Edina, Richfield, and Bloomington and to the planned Intercity Regional Trail in Richfield, four existing regional trails in Hopkins, and LRT and bus transit systems (Hiawatha LRT, SWLRT, and numerous bus routes). The trail will serve multiple users including bicyclists, walkers and skaters, and support both commuters and recreational users."

#### REQUESTED CHANGE OF SCOPE

Subsequent to submitting the STP funding application, TRPD began preliminary engineering in January 2014 to further the development of the project. Preliminary engineering efforts to date have confirmed necessary modifications to the alignment shown in the original STP funding application. Five significant alignment revisions have been identified, which are described below and are further shown on the attached Project Segment Maps.

- 1) Segment D1-A: Reconstruction of the intersection of Tracy Avenue and Valley Lane is included in the City of Edina Capital Improvement Program for 2016. Tracy Avenue is a State Aid route. The City project proposes to reconstruct the intersection using a roundabout configuration. The project will also be reconstructing portions of Tracy Avenue, Valley View Road, and Valley Lane. TRPD will provide local funding of the project to the City for inclusion of the trail as part of the roadway project. Therefore, it is proposed to revise the western limit of the project to begin two blocks east at the intersection of Valley Lane and Doron Lane, as shown on the map for Segment D1-A. This will provide adequate distance such that this project will not conflict with the ultimate intersection and roadway revisions.
- 2) <u>Segment D1-B:</u> The original trail alignment was proposed to pass underneath the CP Railroad into Abercrombie Park as shown on the map for Segment D1-B. The original alignment proposed under the CP Railroad is not feasible due to flood levels in Nine Mile Creek and other vertical constraints with the existing rail tracks and ballast. The revised proposed alignment continues south to 70<sup>th</sup> Street, passing under 70<sup>th</sup> Street in a box culvert underpass, circling back up to 70<sup>th</sup> Street, then continuing to the east along the south side of 70<sup>th</sup> Street.
- 3) Segment D1-C: The original trail alignment was proposed to cross perpendicular to TH100 near the south entrance to 7300 Metro Boulevard as shown on the map for Segment D1-C. This crossing was determined not feasible due to limited City right of way, conflicts with private property accesses, and restrictions imposed by nearby overhead power lines along Metro Boulevard. The revised alignment provides adequate space for the required bridge piers in order to achieve the necessary clearance over TH100.
- 4) Segment D2-B: The original trail alignment has not changed through this segment as shown on the map for Segment D2-B. However, the responsible party for the construction of the segments has changed. The City of Edina constructed the Edina Promenade in 2007 and also recently reconstructed Gallagher Drive in 2012. TRPD entered into a cooperative agreement with the City in 2012 that permits TRPD to use the Edina Promenade for the Nine Mile Creek Regional Trail and required TRPD to contribute funding for construction of the regional trail along the east side of Gallagher Drive from Parklawn Avenue to France Avenue. Gallagher Drive was narrowed and the available space was used to install the new regional trail segment behind the curb in the boulevard area. This process and proposed improvements will serve as a template for the reconstruction of Parklawn Avenue. The reconstruction project on Parklawn Avenue is included in the City of Edina Capital Improvement Program for 2016. TRPD will provide funding to the City for inclusion of the trail along the west and north sides of Parklawn Avenue to fill the gap from Fred Richards Golf Course to Gallagher Drive.

5) Segment D4, 5, 6: The original STP application alignment terminated just east of France Avenue at the Edina Promenade. TRPD is requesting to extend the project limit approximately 2,000 feet east to Xerxes Avenue and then approximately 1,300 feet south along Xerxes Avenue to the existing regional trail at 75<sup>th</sup> Street. The first portion (2,000 feet) of this segment extension will make use of the existing trails within the Promenade until its terminus at the north end of Xerxes Avenue. From there, a new trail segment (1,300 feet) would be constructed along the west side of Xerxes Avenue and terminate at 75<sup>th</sup> Street where it will connect with the existing regional trail. This proposed extension will fill the gap between France Ave. and 75<sup>th</sup> Street.

#### MODIFIED PROJECT DESCRIPTION

The Nine Mile Creek Regional Trail: East Segment will have a total of 4.43 miles of off-road walkway/bikeway facilities through the City of Edina from the intersection of Valley Lane and Doron Lane to the intersection of Xerxes Ave. and 75<sup>th</sup> Street. The Nine Mile Creek Regional Trail: East Segment was identified to fill a critical gap in the 11 mile Nine Mile Creek Regional Trail in the City of Edina. The City of Edina has already completed two segments of the regional trail, the Edina Promenade and Gallagher Drive, in cooperation with TRPD. The City will also construct the segment of regional trail parallel to Parklawn Avenue from 76<sup>th</sup> Street to Gallagher Drive as part of their 2016 Capital Improvement Program. TRPD will provide local funds to cover the cost of the off-street trail portion of this City project. When this project is complete, the City will have constructed a total of 1.20 miles of the planned trail.

The remaining 3.23 mile project includes the construction of paved trails, boardwalks, pedestrian bridges over Nine Mile Creek, a new pedestrian bridge over TH 100 and a new underpass beneath the 70<sup>th</sup> Street corridor. The Nine Mile Creek Regional Trail: East Segment, generally following Nine Mile Creek, will connect neighborhoods and residential areas to transit, retail, commercial, employment, schools, and parks, ultimately fulfilling a critical component of the multimodal transportation system. The Nine Mile Creek Regional Trail: East Segment project will connect to a 3.0 mile trail segment already constructed to create a contiguous 6.75 mile unified regional route in an area underserved by regional trails. Future trail construction will extend 3.0 miles west and connect to a 1.25 mile trail segment previously constructed. When complete the regional trail will connect the communities of Hopkins, Minnetonka, Edina, Richfield, and Bloomington and to the planned Intercity Regional Trail in Richfield, four existing regional trails in Hopkins, and LRT and bus transit systems (Hiawatha LRT, SWLRT, and numerous bus routes). The trail will serve multiple users including bicyclists, walkers and skaters, and support both commuters and recreational users.

## MODIFIED PROJECT COST ESTIMATE

Based on preliminary engineering and cost estimating efforts to date, it has been determined that there is no net cost change to the overall project due to the above described alignment changes.

The modified scope and revised design for the Nine Mile Creek Regional Trail: East Segment continues to meet the needs identified in the original application. While some of the project elements have been modified, the benefits remain consistent with its original intent. Therefore, responses to the prioritizing criteria do not need to be revised.

We look forward to hearing from you and discussing the revised project in more detail. If you have any questions please contact me at 763-694-2060.

# Sincerely,

Eric Nelson

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Senior Manager of Engineering/Project Manager

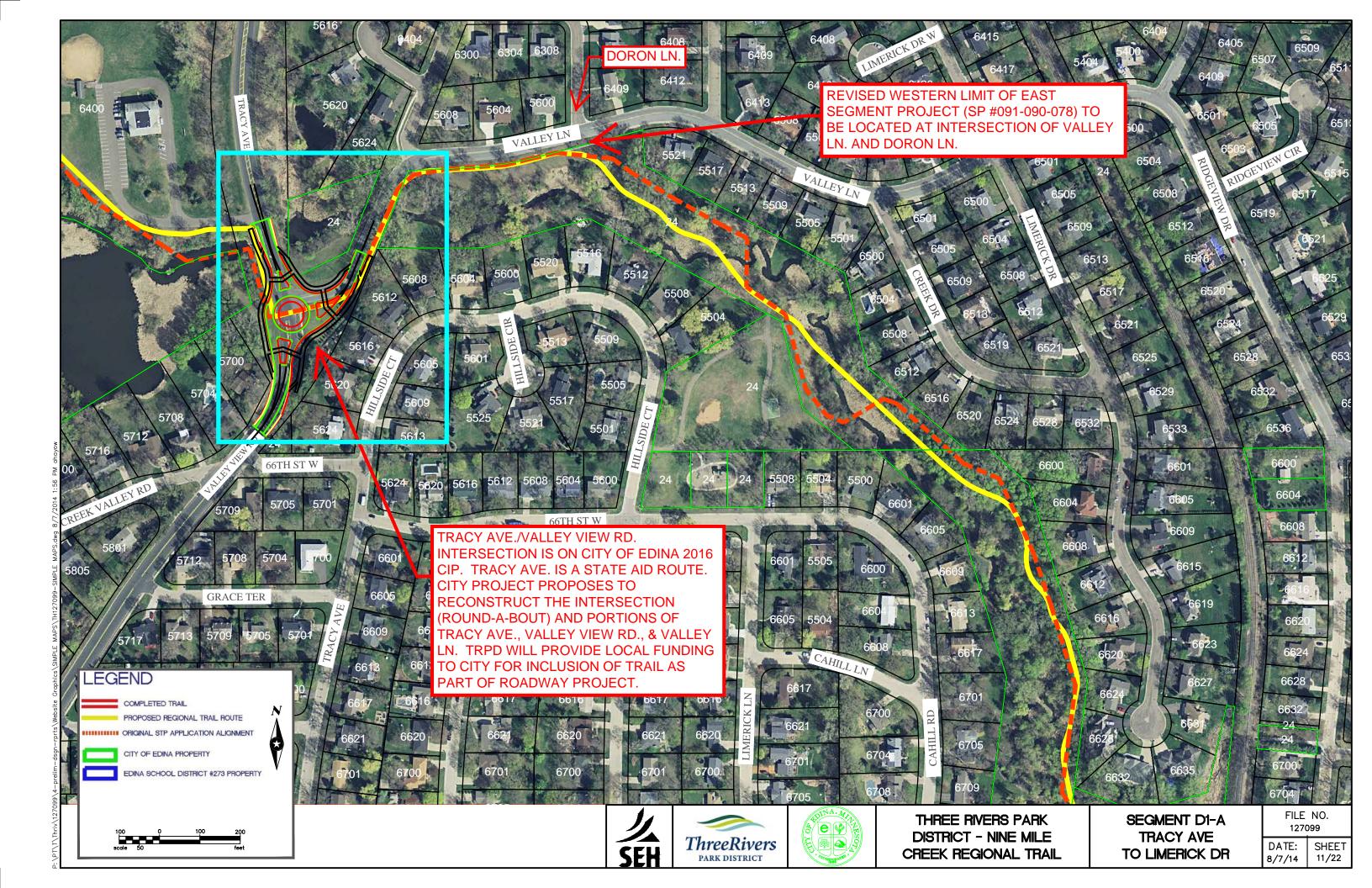
## Attachments

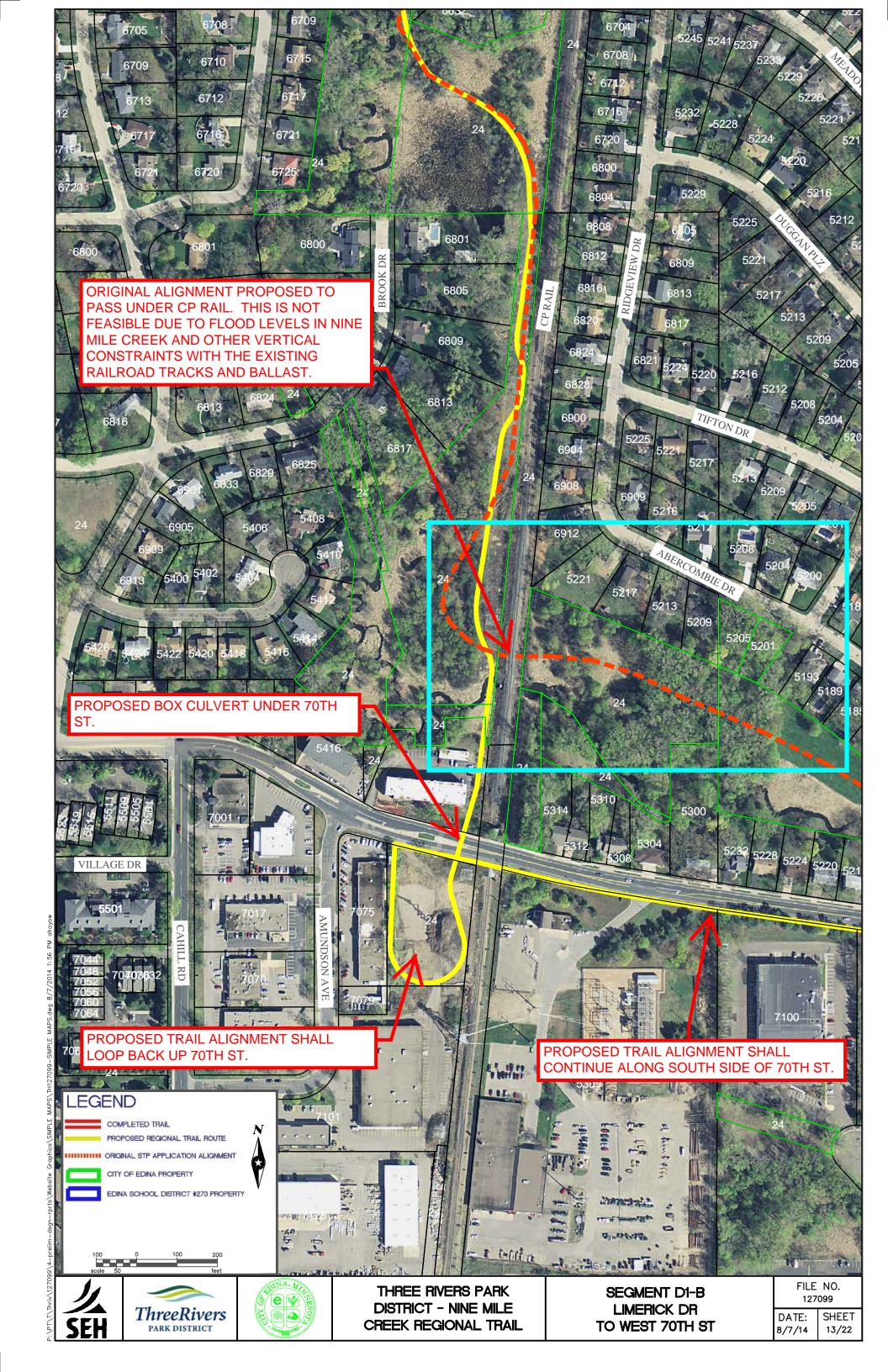
Lisa Daniels, MnDOT cc:

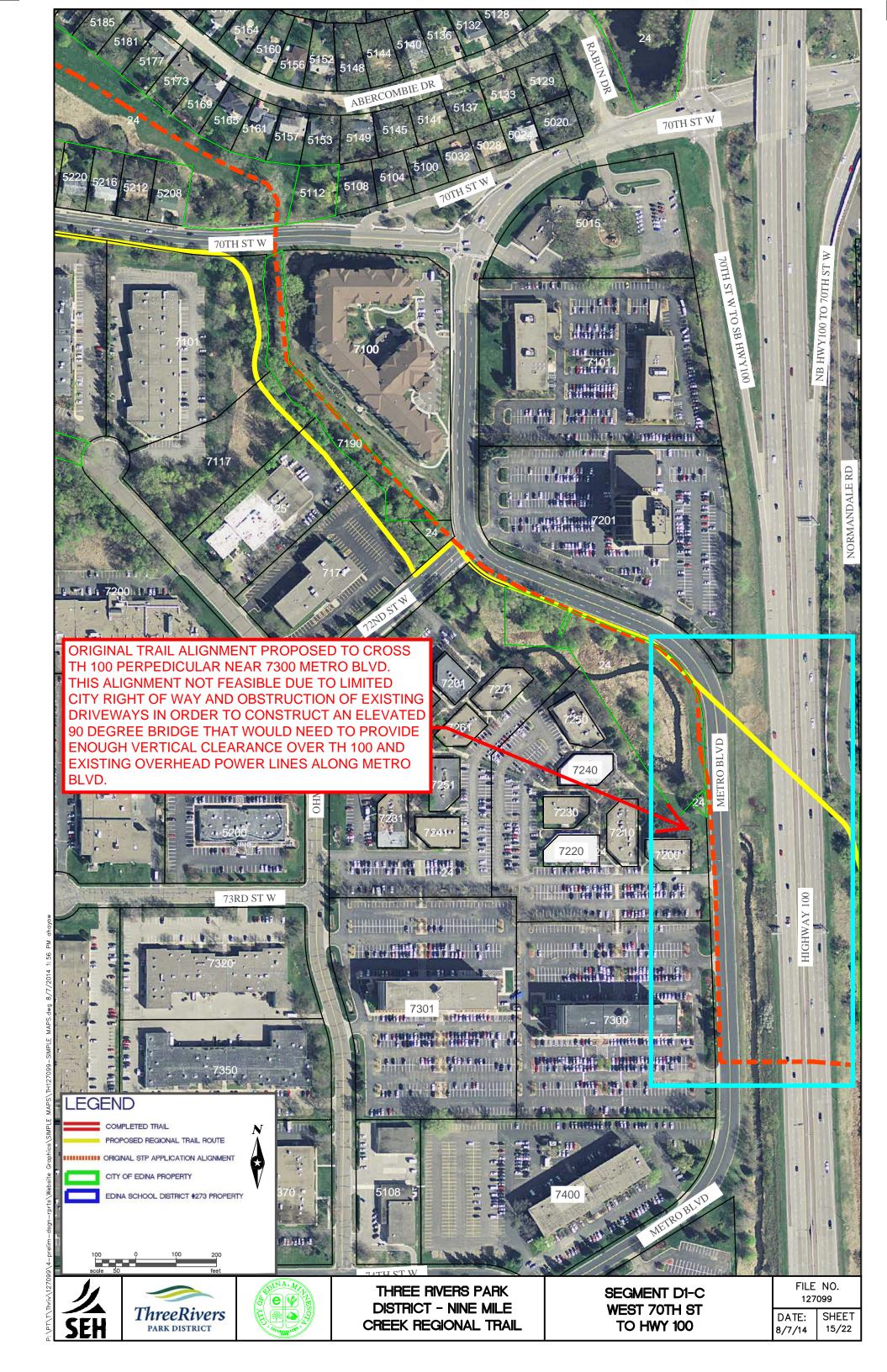
Colleen Brown, MnDOT

Heidi Schallberg, Metropolitan Council Jonathan Vlaming, Three Rivers Park District

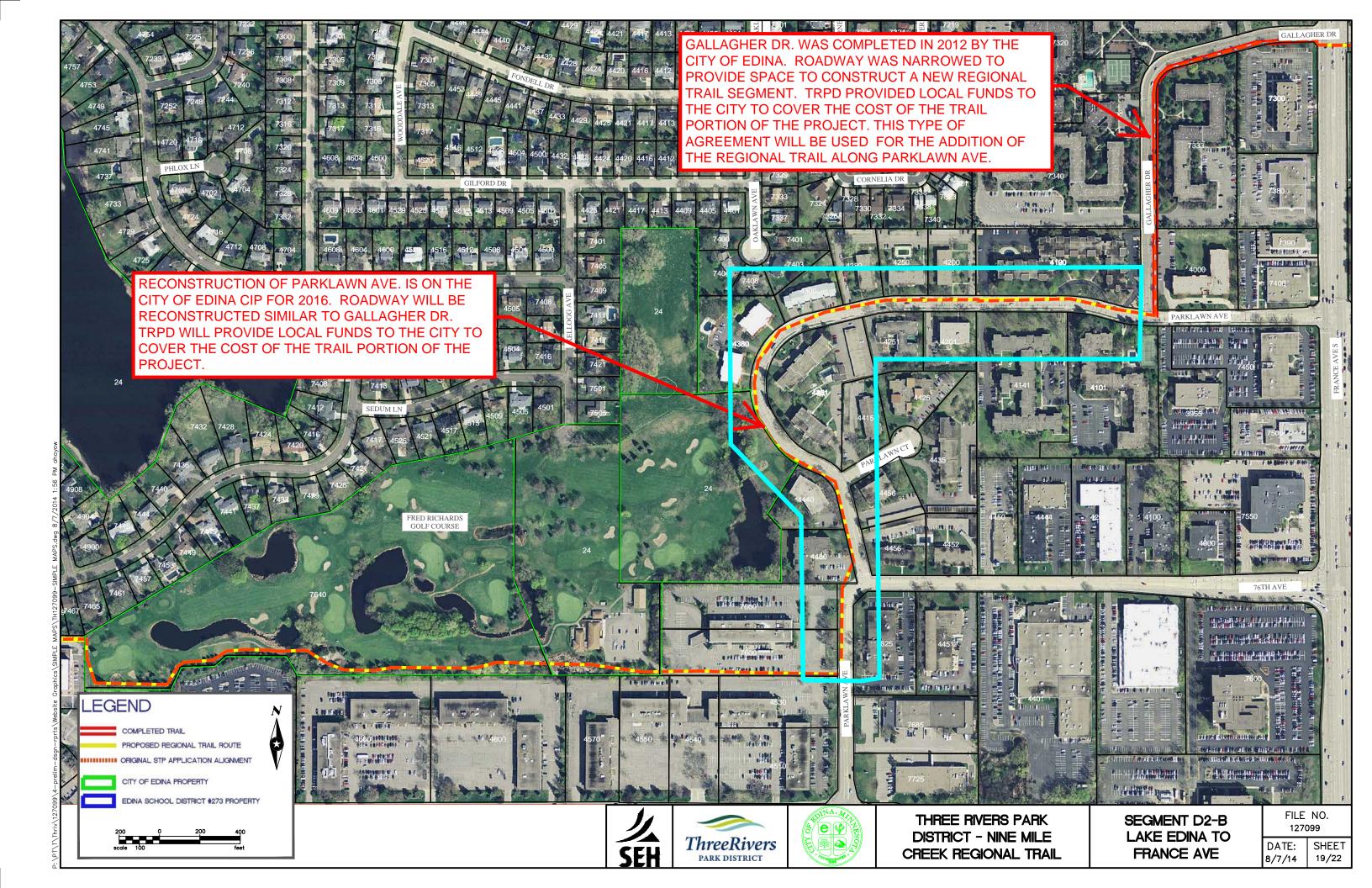
Toby Muse, SEH

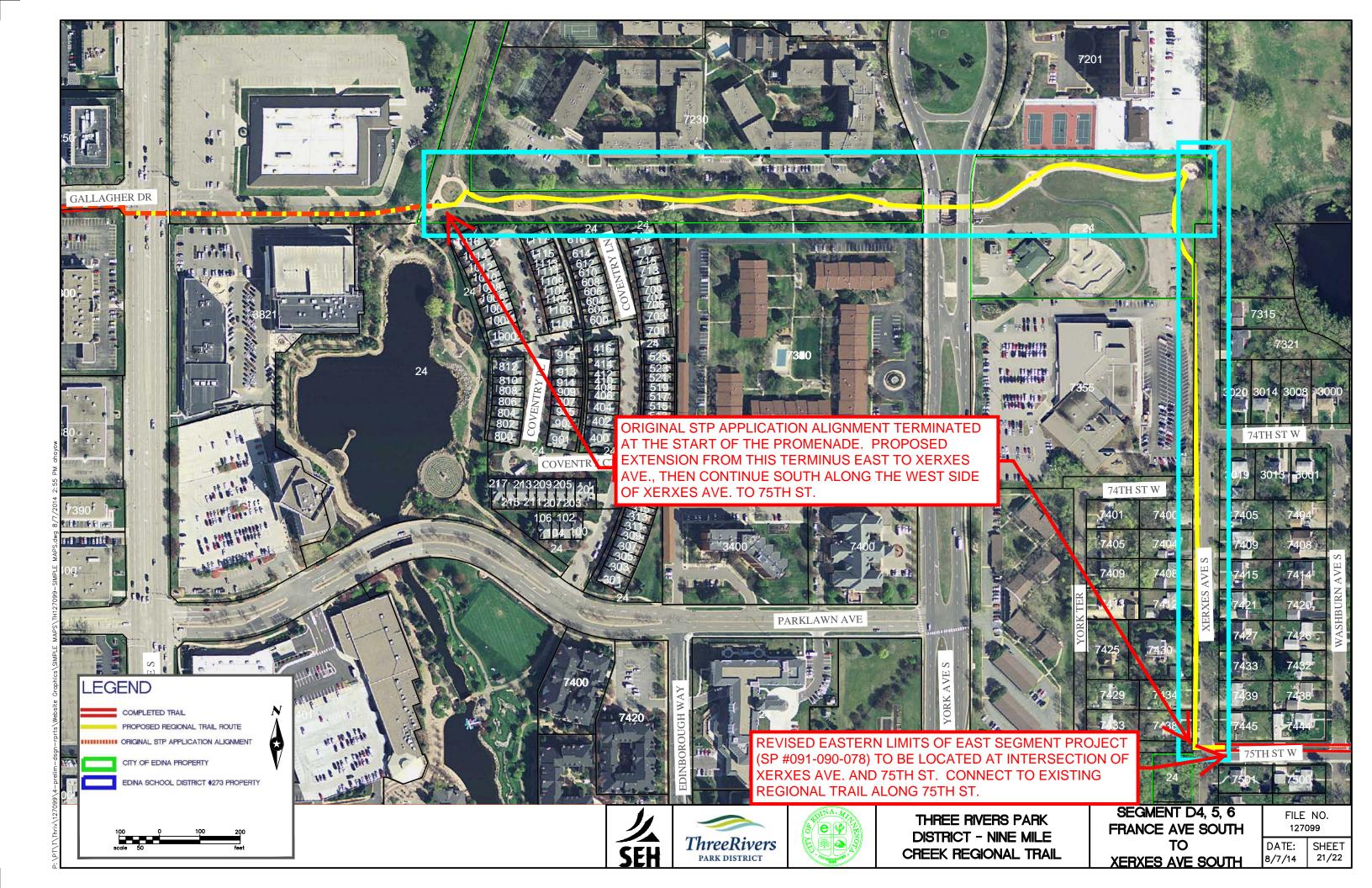












# Nine Mile Creek Regional Trail - East Segment Scope Change Request - Cost Breakdown

# **Project Additions:**

<u>Item</u>	Segment Length (LF)	Unit Cost per LF	<u>Extension</u>	<u>Notes</u>
Trail along Xerxes Avenue from Edina Promenade to 75th Street	1300	\$ 85.00	\$ 110,500.00	Unit costs based on off-street trail constructed behind existing curb line within city right-of-way.
Revised route from proposed CP Rail crossing to 70th Street underpass, then along south side of 70th Street	Lump S	um	\$ 1,865,000.00	
Total additional project cost:			\$ 1,975,500.00	

# **Project Deletions:**

<u>Item</u>	Segment Length (LF)	Unit (	Cost per LF	Exte	<u>nsion</u>	
Trail along south side of Valley View Road from Tracy Avenue to Valley Lane	950	\$	85.00	\$	80,750.00	Unit costs based on off-street trail constructed behind existing curb line within city right-of-way.
Replacement of pedestrian bridge on south side of Valley View Road west of Valley Lane	Lump Sum			\$	300,000.00	
Original route from proposed CP Railing crossing, through Abercrombie Park to 70th Street	Lump Sum			\$	860,000.00	
Trail along Parklawn Avenue from 76th Street to Gallagher Drive	2900	\$	130.00	\$		Unit costs based on relocating curb line to construct off-street trail within city right-of-way.
Trail along Gallagher Drive from Parklawn Avenue to France Avenue	1500	\$	130.00	\$	195,000.00	Unit costs based on relocating curb line to construct off-street trail within city right-of-way.
Total deleted project cost:				\$ ^	1,812,750.00	



# Nine Mile Creek Regional Trail City of Edina Capital Improvement Plan

September 9, 2014

Dear Mr. Nelson:

The City of Edina is currently in the review process with staff and the City Council in regards to the 2015 – 2016 Capital Improvement Plan (CIP). The City Council will get their first look at the list of projects and budget implications at the September 16 City Council Meeting. A form of the CIP will be approved by council before the end of the year.

The Engineering Department has submitted two projects of note in relation to the Nine Mile Creek Regional Trail (NMCRT) under development by Three Rivers Park District (TRPD). Both are on municipal state aid roadways that include the reconstruction of Parklawn Avenue from France Avenue to 76<sup>th</sup> Street and the reconstruction of the intersection of Tracy Avenue and Valley View Road. The initial discussions for the intersection of Tracy Avenue and Valley View Road include construction of a roundabout. A roundabout would provide a safe pedestrian facility for the NMCRT. If a roundabout is not approved for this intersection, the City of Edina will work with TRPD to determine what crossing treatments satisfy warrants and could be installed to create a safe intersection.

Since both projects have a designated funding source in the use of municipal state aid funds, both projects are likely to be included in the CIP. The City is committed to the NMCRT and the infrastructure needed to complete the entire trail through the City of Edina. We look forward to working with TRPD to complete not only the projects listed above but also assist in the completion of the entire NMCRT.

Sincerely,

Chad A. Millner

Director of Engineering

Cha) A. Mille



September 5, 2014

Three Rivers
Park District
Board of
Commissioners

Mr. Karl Keel, PE

TAC Funding & Programming Committee

1700 West 98<sup>th</sup> Street Bloomington, MN 55431

RE: Nine Mile Creek Regional Trail, East Segment: Edina, MN – Scope Change Request

Clarification

Penny Steele District 1

Dear Mr. Keel,

Three Rivers Park District (TRPD) submitted a request for a scope change for the Nine Mile Creek Regional Trail: East Segment on August 13, 2014, outlining several changes to the project scope since the time of application for the grant. Included in these changes were two segments of trail that are intended to be designed and constructed by the City of Edina (City) in cooperation with TRPD, with TRPD contributing funding for the trail-related costs of the respective projects.

Jennifer DeJournett District 2

Recently, Mr. Joe Barbeau, Senior Planner with the Metropolitan Council, contacted TRPD to advise us that the reviewing committee may have concerns about the two segments of trail to be constructed by the City may represent potential gaps in the trail should the City not move forward with their planned projects.

Daniel Freeman, Vice Chair District 3

John Gunyou,

Chair District 4 It is our understanding that the City fully intends to proceed with both the Tracy Avenue/Valley Lane Intersection Improvement project and the Parklawn Avenue Street Reconstruction and incorporate the Nine Mile Creek Regional Trail into each project. These projects are expected to be included in their Capital Improvement Plan that will be reviewed and approved by City Council by the end of 2014. In addition, TRPD and the City are working on a trailway cooperative agreement that will define the terms and conditions of how these projects will cooperatively include the

regional trail. The TRPD Board of Commissioners and the City Council are expected to adopt this agreement in October/November 2014.

John Gibbs District 5 In the event that the city does not proceed with either of these projects, this letter serves to confirm that TRPD will proceed on its own with designing and constructing the affected segments of regional trail and will not leave any gaps in the trail segment from Tracy Avenue to Xerxes Avenue. Should the City decide not to proceed with either or both of the projects, the design and construction will be reincorporated into the larger project and will be constructed concurrently with the remaining portions of the trail.

Larry Blackstad Appointed At Large

Sincerely,

Steve Antolak Appointed At Large Jonathan Vlaming

Associate Superintendent, Division of Planning, Design, & Technology

C: Lisa Daniels, MnDOT Colleen Brown, MnDOT

Joe Barbeau, Metropolitan Council Eric Nelson, Three Rivers Park District Toby Muse, SHE

Boe Carlson Superintendent

JCV/jjs