

# Action Transmittal

Transportation Advisory Board



**Committee Meeting Date:** January 18, 2024

**Date:** January 11, 2024

## Action Transmittal: 2024-09

Program Year Extension Request: Anoka's 44<sup>th</sup> Avenue Bridge Bike/Pedestrian Trail Project

**To:** TAC Funding & Programming Committee

**Prepared By:** Robbie King, Planner, 651-602-1380

### Requested Action

Anoka County requests a program year extension for its 44<sup>th</sup> Avenue Bridge bike/pedestrian trail project (SP# 002-602-015) from 2024 to 2025.

### Recommended Motion

That the Funding & Programming Committee recommend that TAB approve Anoka County's requested extension of its 44<sup>th</sup> Avenue Bridge bike/pedestrian trail project (SP# 002-602-015) from 2024 to 2025.

### Background and Purpose

Anoka County was awarded \$2,015,200 in the 2022 Regional Solicitation, within the Multiuse Trails and Bicycle Facilities category, to construct a new bike and pedestrian trail adjacent to the roadway on the 44<sup>th</sup> Avenue Bridge over the Burlington North Santa Fe (BNSF) railway from East River Road (CSAH 1) to Main Street (CSAH 102) in 2024. During the design engineering process, the county received three separate reports from BNSF that concrete was falling off of the bottom of the bridge and into the railyard.

As a result of these reports, Anoka County, with BNSF and their consultant TKDA, performed an enhanced bridge inspection. This inspection resulted in a downgraded rating for the bridge's Local Planning Index from 80 to 52.3. This represents a significant decline in the bridge condition.

The bike/ped trail project is now recommended to be completed concurrently with the bridge rehabilitation that will begin in January 2025. The county requests a program year extension for the 44<sup>th</sup> Avenue Bridge bike/ped trail project so that it can be constructed along with the bridge rehabilitation.

### Relationship to Regional Policy

The Transportation Advisory Board (TAB) adopted the Program Year Policy in April 2013 (updated in August 2014) to assist with management and timely delivery of transportation projects awarded federal funding through the TAB's Regional Solicitation. The policy includes a procedure to request a one-year extension based on extenuating circumstances within certain guidelines.

### Staff Analysis

Per the Program Year Policy's progress assessment (attached) a minimum score of 7 is needed to be eligible for an extension. This process helps assess whether the project is in a position to be

able to be obligated with the one-year extension. The request obtained a score of 7. Therefore, staff recommends approval of the request.

An extension of the program year does not guarantee federal funding will be available in that year. The project sponsor is responsible for completing the project in the new program year and covering the federal share of the project until federal funding becomes available. At this time the project would be in line for 2028 reimbursement of federal funds, though an earlier reimbursement may occur if funding becomes available.

## Routing

To	Action Requested	Date Scheduled/ Completed
TAC Planning or TAC Funding & Programming Committee	Review & Recommend	<i>January 18, 2024</i>
Technical Advisory Committee	Review & Recommend	<i>February 7, 2024</i>
Transportation Advisory Board	Review & Adopt	<i>February 21, 2024</i>





# Anoka County

## TRANSPORTATION DIVISION

Highway

Gerald J. Auge, Jr., P.E.  
Assistant County Engineer

December 29, 2023

Mr. Michael Thompson, P.E.  
Chair, TAC Funding and Programming Committee  
Metropolitan Council  
390 Robert Street North  
St. Paul, MN 55101

Re: Program Year Extension Request for SP 002-602-015  
CSAH 2 (44<sup>th</sup> Avenue) Bridge Bike/Ped Trail Project from  
CSAH 1 (East River Road) to CSAH 102 (Main Street), Fridley, MN

Dear Mr. Thompson:

Anoka County, in partnership with the City of Fridley, was awarded \$2,015,200 in federal funding for FY 2024 to construct a Bike/Ped Trail adjacent to CSAH 2 (“44<sup>th</sup> Avenue”) over the 44<sup>th</sup> Avenue Bridge from CSAH 1 (“East River Road”) to CSAH 102 (“Main Street”), in Fridley, Minnesota. This Bike/Ped Trail project will connect the west side of the Burlington Northern Santa Fe (“BNSF”) railway to the east side, and to the existing Mississippi River Trail which runs north-south along on the west side of East River Road.

Anoka County began the design engineering process for the bike/ped trail project shortly after the notification of award of federal funding. The 44<sup>th</sup> Avenue Bridge was built by BNSF in 1973 and turned over to Anoka County as owner of the bridge. The bridge is unique for this area, as it is a curved steel bridge design and has stay-in-place deck forms that were part of the original design. During our design process, Anoka County received three separate reports from BNSF of concrete pieces falling into the rail yard below the bridge, posing a concern for worker safety and the potential for property damage. Anoka County, in partnership with BNSF and our consultant, TKDA, conducted an enhanced bridge inspection of the bridge. The bridge inspection noted deterioration in the hinges, joints and stay-in-place deck forms: a bridge in need of a major rehabilitation. The Local Planning Index rating of the bridge was downgraded from 80 to 52.3, demonstrating a significant decline in bridge condition ratings. Inspection and design engineering findings recommended the entire bridge deck be removed and replaced with a new reinforced bridge deck due to deterioration; it also noted the presence and deterioration of non-epoxy coated bridge deck rebar.

The County Engineer has recommended and was authorized by the Anoka County Board of Commissioners to proceed with bridge rehabilitation, in conjunction with the construction of the bike/ped trail project.

Early indications estimate construction of the 44<sup>th</sup> Avenue Bridge Trail/Ped Trail Project will begin in January 2025. The schedule will be coordinated with BNSF, to ensure construction activities on the bridge will allow for the removal of the concrete bridge deck from above without impacting BNSF’s railway operations below.

**Our Passion Is Your Safe Way Home**

1440 Bunker Lake Boulevard N.W. ▲ Andover, MN 55304-4005  
Office: 763-324-3100 ▲ Fax: 763-324-3020 ▲ [www.anokacounty.us/highway](http://www.anokacounty.us/highway)

**Affirmative Action / Equal Opportunity Employer**

Please refer to the enclosed documentation and attachments for additional information regarding this request. Please feel free to contact me with any questions at 763-324-3103 or by email at [jerry.auge@anokacountymn.gov](mailto:jerry.auge@anokacountymn.gov).

Sincerely,

A handwritten signature in cursive script that reads "Gerald Auge".

Gerald J. Auge, Jr., P.E.  
Assistant Anoka County Engineer

cc: Colleen Brown, MnDOT State Aid  
Joe MacPherson, P.E., Anoka County Engineer  
Mark Daubenberger, P.E., TKDA

# REQUEST FOR PROGRAM YEAR EXTENSION

SP 002-602-015

CSAH 2 (44<sup>th</sup> Avenue) Bridge Bike/Ped Trail Project from CSAH 1 (East River Road) to  
CSAH 102 (Main Street)

# 1. Project Progress

## a. Progress Schedule

Please See [Attachment 1](#).

## b. Right of Way Acquisition

Permanent highway easement is not anticipated to be required for the proposed project. There is one location where temporary easement/occupancy may be necessary. At the southwest quadrant of the intersection of CSAH 2 (44<sup>th</sup> Avenue) and Main Street, there is an apparent encroachment of the existing roadway on the adjacent parcel. The subject parcel is owned by BNSF and associated with the Northtown Yard operations. If it is concluded that there is no permanent easement present, a temporary easement/occupancy will be obtained together with the temporary occupancy/construction agreement required from BNSF for the bridge construction portion of the project to remove the encroachment.

Please see [Attachment 2](#) for the location of the potential temporary easement/occupancy required. The agreement for temporary easement/occupancy, if needed, will be completed by September 2024.

## c. Plans

Progress on preliminary bridge and roadway plans has been delayed due to changes in the project scope described below. Preliminary plans are scheduled for completion in February 2024 and final plan approval anticipated by September 2024.

## d. Permits

Anticipated permits on this project include the following:

- NPDES
- Mississippi Watershed Management Organization
- City of Fridley
- BNSF Temporary Occupancy, Construction and Maintenance Agreement

## e. Approvals

In addition to the permit approvals noted above, plan approval will be required from MnDOT State Aid, the City of Edina, and BNSF.

A draft of the environmental document (Categorical Exclusion) has been reviewed by MnDOT Metro State Aid and will need final approval by Anoka County and MnDOT State Aid for Local Transportation.

## f. Funding/Expenditures

To date, Anoka County has spent approximately \$315,000 on consulting fees for public engagement, bridge inspection, environmental documentation, and preliminary design for this project. In addition, Anoka County has incurred approximately \$15,000 in internal staff costs related to project management and consultant oversight. These costs to date have been financed solely by Anoka County. Remaining final design and project

procurement to be completed by a consultant is anticipated to cost an additional \$515,000.

## **2. Justification for Extension Request**

### **a. What is unique about this project that requires an extension of the program year?**

The project was originally programmed to modify the existing CSAH 2 bridge over BNSF and the roadway to the extent required to accommodate a multiuse path between CSAH 1 (East River Road) and Main Street in Fridley. The proposed layout is depicted as Figure 1 of Attachment 3. Design activities for the proposed project commenced shortly after receipt of the federal grant.

As preliminary design progressed, Anoka County received reports from BNSF on 3 separate occasions that pieces of concrete had fallen from the underside of the bridge onto the railyard below, posing a concern of worker safety and potential of property damage. Anoka County's design consultant conducted an inspection of the bridge, predominantly in areas that previously were not accessible. The bridge inspection noted deterioration in the hinges, joints, and stay-in-place deck forms, as well as bridge deck delamination. The Local Planning Index rating of the bridge was downgraded from 80 to 52.3, demonstrating a significant decline in the bridge condition ratings.

Several alternatives were evaluated to address the condition of the bridge deck, ranging from minor or major rehabilitation. Design engineering findings noted that the bridge was constructed with reinforcing steel that is susceptible to corrosion. Given that and the age of the bridge, recommendations were made to replace the entire bridge deck, as well as strengthening of the bridge piers to extend the service life of the substructure. The nature of the proposed bridge work requires full closure of the roadway and detouring of traffic. Given this, the County decided that it would be in the best interest of the public to improve the condition of the pavement between East River Road and Main Street while traffic is detoured for the bridge work. An Administrative Scope Change was requested and approved in November 2023 for this change.

As the preliminary design progressed, it was determined by County and design team staff that the preferred location of the new trail was on the north side of the roadway and bridge. The design team proceeded with the revised scope of the project, including meeting with MnDOT State Aid Bridge and BNSF staff to inform them of the significant change in scope of bridge work. BNSF indicated that, due to the nature and extent of the proposed scope of work, the existing Construction and Maintenance agreement with the County would need to be redone to account for current terms and conditions. The proposed layout is shown in Figure 2 of Attachment 3.

As the preliminary design was nearing completion in December 2023, the County continued engagement efforts with the City of Fridley. The City indicated that operations in the rail yard draws viewing interest from rail hobbyists and the general public. If the trail were to be positioned on the north side of the bridge, viewing opportunities would be lost. With this loss, there is a chance that people will park on the south side of the road or cross the roadway from the north to the south, creating a safety concern. Therefore, a design was made to revert to the original concept, placing the trail on the south side of the roadway. Figure 3 of Attachment 3 depicts the current layout.

Project development was on schedule to obtain federal authorization through the FHWA by the necessary deadline for program year 2024. However, given the scope changes and the need to process a new Construction and Maintenance Agreement with BNSF, meeting the schedule for program year 2024 is a significant concern.

A program year extension of one year is being requested to provide the necessary time for the design to account for the scope changes and allow sufficient time for railroad approvals and agreements.

**b. What are the financial impacts if this project does not meet its current program year?**

In addition to the original scope needs to address non-motorized transportation needs, the County is faced with an increased financial obligation to address the structural needs that were not anticipated. The original STIP Total Cost was \$2,619,761 and the revised Total Cost in the approved Administrative Scope Change is \$10,000,000. Additional federal money will not be available to help offset these cost increases. If the current program year is not met, the County's portion of the project will be further increased and is contingent on County Board approval.

**c. What are the implications if the project does not obtain the requested extension?**

If project approvals and agreements with BNSF are prolonged and the Program Year 2024 schedule is not met, there would be a substantial funding gap due to the forfeiture of \$2,619,761 in federal funds. The scope of the project would need to be re-evaluated and some of the needs identified for the project might go unmet, or the project could potentially need to be delayed by several years while the funding gap is addressed.

**d. What actions will the agency take to resolve the problems facing the project in the next three to six months?**

Coordination with the City of Fridley, BNSF, and MnDOT will continue to ensure the combined projects are completed by the program year extension deadline of June 2025. The original anticipated letting of November 2024 and start of construction in January 2025 is planned to remain the same with the extension request.



# Attachment 1

PROGRESS SCHEDULE FOR PROGRAM YEAR EXTENSION

**Attachment 1: PROGRESS SCHEDULE FOR PROGRAM YEAR EXTENSION**

Enter request date  
**Program Year 2025**

INSTRUCTIONS:

1. Check status of project under each major heading.
2. Enter dates as requested for each major heading.
3. Enter points as suggested by each applicable response.
4. Total points received in the TOTAL POINTS line on the last page. **The minimum score to be eligible to request an extension is seven points.**

ENVIRONMENTAL DOCUMENTATION

PROJECT MEMORANDUM

<input checked="" type="checkbox"/> Reviewed by State Aid Date of approval <u>December 2023</u>	If checked enter 4.	<u>4</u>
<input type="checkbox"/> Completed/Approved Date of approval _____	If checked enter 5.	_____
<input type="checkbox"/> EA <input type="checkbox"/> Completed/Approved Date of approval _____	If checked enter 2.	_____
EITHER		
<input type="checkbox"/> Not Complete Anticipated Date of Completion _____		
	If prior to January 31 of the program year, enter 1.	_____

OPPORTUNITY FOR PUBLIC HEARING (not necessary for project memorandum)

<input type="checkbox"/> Completed Date of Hearing _____	If checked enter 2.	_____
<input type="checkbox"/> Not Complete Anticipated Date of Completion _____		
	If prior to February 28 of the program year, enter 1.	_____

FINAL ENVIRONMENTAL ASSESSMENT (not required for project memorandum)

<input type="checkbox"/> Completed/FONSI Approved Date of approval _____	If checked enter 2.	_____
<input type="checkbox"/> Not Complete Anticipated Date of Completion _____		
	If prior to March 31 of the program year, enter 1.	_____

STUDY REPORT (required for Environmental Assessment Only)

Complete/Approved If checked enter 1. \_\_\_\_\_  
Date of Approval \_\_\_\_\_  
 Not Complete  
Anticipated Date of Completion \_\_\_\_\_

CONSTRUCTION PLANS

Completed (includes signature of District State Aid Engineer)  
Date \_\_\_\_\_ If checked enter 3. \_\_\_\_\_  
 Completed (approved by District State Aid as to SA Standards but not signed)  
Date \_\_\_\_\_ If checked enter 2. \_\_\_\_\_  
 Not Complete  
Anticipated Date of Completion September 13, 2024  
If prior to June 30 of the program year, enter 1. 1

RIGHT OF WAY ACQUISITION

Completed (includes approval of R/W Cert. #1 or #1A) If checked enter 2. \_\_\_\_\_  
Date \_\_\_\_\_  
 Not Complete  
Anticipated Date of Completion September 13, 2024  
If prior to December 31 of the year following the original program year, enter 1. 1

ENGINEERS ESTIMATE OF COSTS

Completed If checked enter 2. \_\_\_\_\_  
Date \_\_\_\_\_  
 Not Complete  
Anticipated Date of Completion September 13, 2024  
If prior to December 31 of the year following the original program year, enter 1. 1

AUTHORIZED

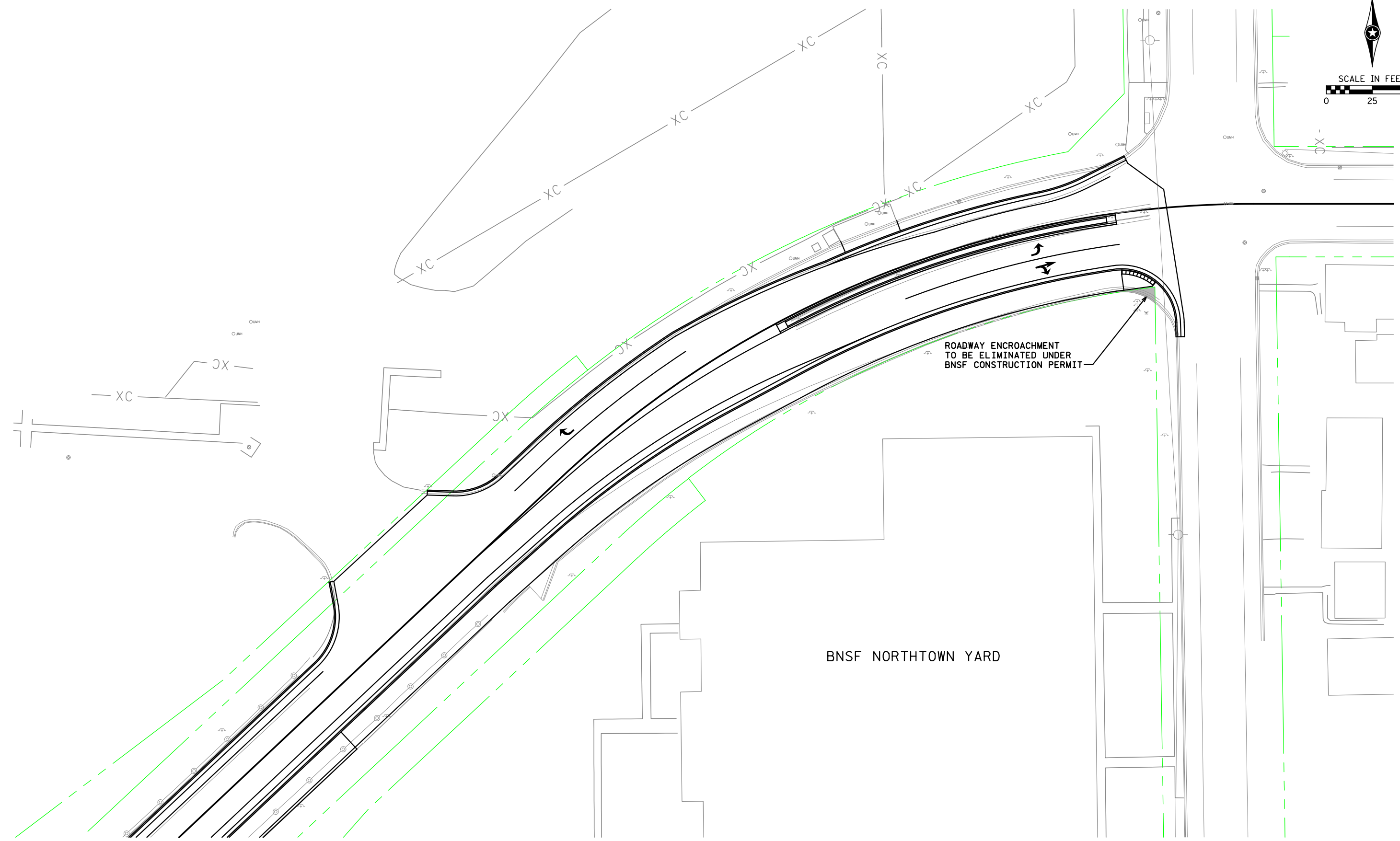
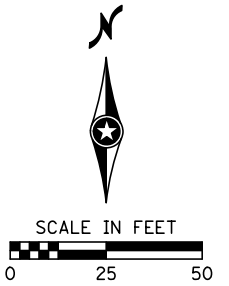
Anticipated Letting Date October 25, 2024.  
Anticipated letting date must be prior to June 30  
in the year following the original program year,  
so that authorization can be completed prior to  
June 30 of the extended program year.

TOTAL POINTS 7

# Attachment 2

RIGHT OF WAY PARCEL EXHIBIT

DATE: 12/29/2023 TIME: 9:13:14 AM  
 FILENAME: p:\tkda-pw-bentley.com\fkda-pw-ON Documents\Projects\AnokaCounty\20837000\04\_Production\01\_CAD\Highway Working\ADC\CSAH2\_ROW-Parcel.dgn



NO.	DATE	BY	DESCRIPTION OF REVISIONS

DES: I HEREBY CERTIFY THAT THIS SHEET WAS PREPARED BY ME OR UNDER MY DIRECT SUPERVISION AND THAT I AM A DULY LICENSED PROFESSIONAL ENGINEER UNDER THE LAWS OF THE STATE OF MINNESOTA  
 DRW:  
 CHK: SIGNATURE: \_\_\_\_\_ LIC. NO. \_\_\_\_\_ DATE: \_\_\_\_\_



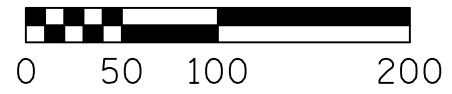
STATE PROJ. NO. 002-602-015  
 RIGHT OF WAY PARCEL EXHIBIT  
 SHEET NO. \_\_\_\_\_ OF \_\_\_\_\_ SHEETS

# Attachment 3


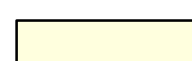

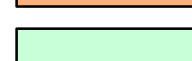
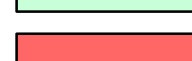

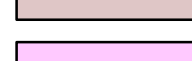

PROJECT LAYOUT DRAWINGS

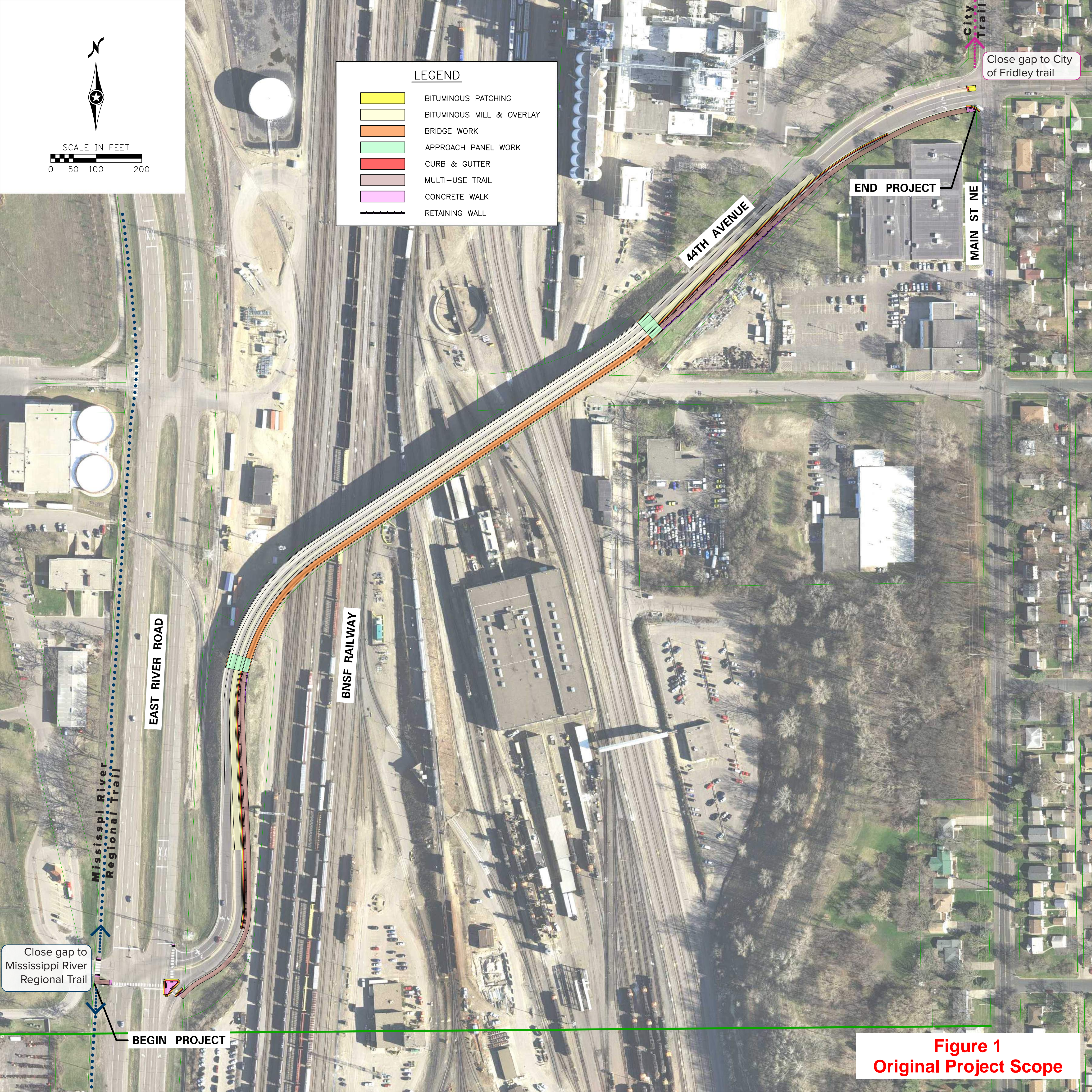


SCALE IN FEET



**LEGEND**

-  BITUMINOUS PATCHING
-  BITUMINOUS MILL & OVERLAY
-  BRIDGE WORK
-  APPROACH PANEL WORK
-  CURB & GUTTER
-  MULTI-USE TRAIL
-  CONCRETE WALK
-  RETAINING WALL



EAST RIVER ROAD

BNSF RAILWAY

44TH AVENUE

END PROJECT

MAIN ST NE

City Trail

Close gap to City of Fridley trail

Close gap to Mississippi River Regional Trail

BEGIN PROJECT

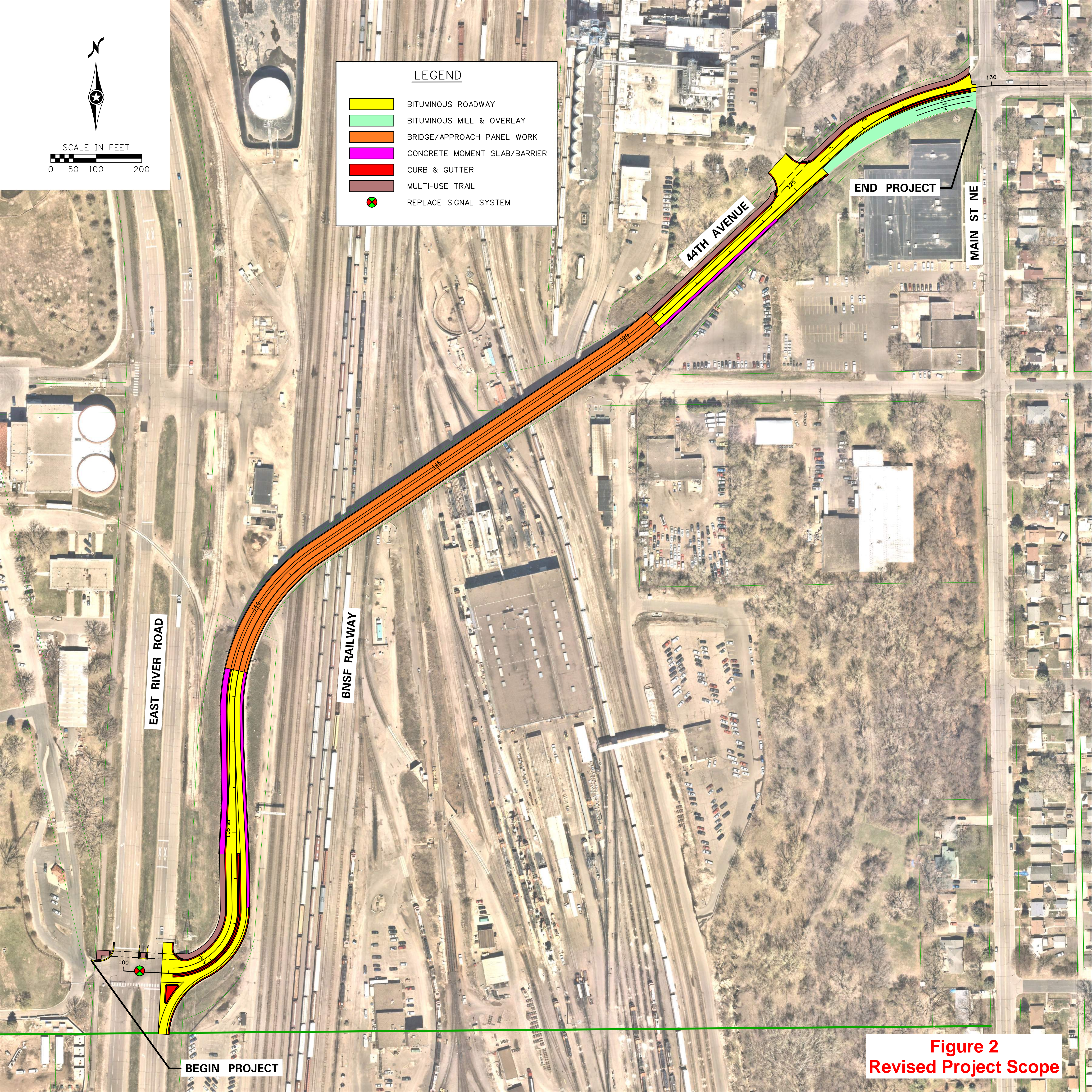
**Figure 1**  
**Original Project Scope**



SCALE IN FEET  
0 50 100 200

### LEGEND

-  BITUMINOUS ROADWAY
-  BITUMINOUS MILL & OVERLAY
-  BRIDGE/APPROACH PANEL WORK
-  CONCRETE MOMENT SLAB/BARRIER
-  CURB & GUTTER
-  MULTI-USE TRAIL
-  REPLACE SIGNAL SYSTEM



EAST RIVER ROAD

BNSF RAILWAY

44TH AVENUE

END PROJECT

MAIN ST NE

BEGIN PROJECT

**Figure 2**  
**Revised Project Scope**

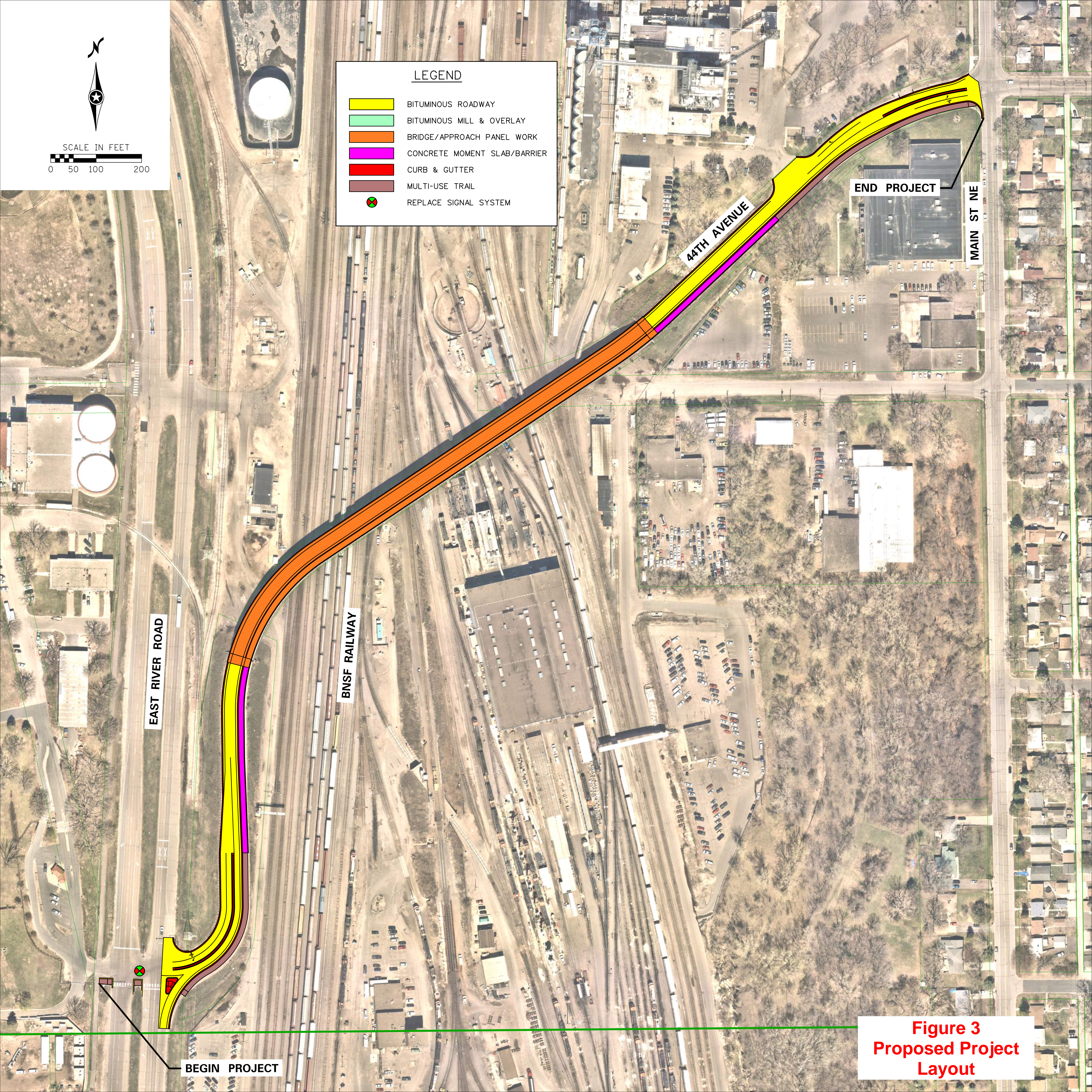




SCALE IN FEET  
0 50 100 200

**LEGEND**

-  BITUMINOUS ROADWAY
-  BITUMINOUS MILL & OVERLAY
-  BRIDGE/APPROACH PANEL WORK
-  CONCRETE MOMENT SLAB/BARRIER
-  CURB & GUTTER
-  MULTI-USE TRAIL
-  REPLACE SIGNAL SYSTEM



EAST RIVER ROAD

BNSF RAILWAY

44TH AVENUE

END PROJECT

MAIN ST NE

BEGIN PROJECT

**Figure 3  
Proposed Project  
Layout**