



Application

17074 - 2022 Multiuse Trails and Bicycle Facilities

17579 - Minneapolis Parks East Bank Trail Connection

Regional Solicitation - Bicycle and Pedestrian Facilities

Status: Submitted

Submitted Date: 04/14/2022 3:30 PM

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## Primary Contact

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Pronouns First Name Middle Name Last Name

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**\*:** Minneapolis Minnesota 55411  
City State/Province Postal Code/Zip

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Phone Ext.

**Fax:**

**What Grant Programs are you most interested in?** Regional Solicitation - Bicycle and Pedestrian Facilities

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## Organization Information

**Name:** MINNEAPOLIS PARK & RECREATION BOARD

**Jurisdictional Agency (if different):**

Organization Type:

Organization Website:

Address: 2117 W RIVER RD

\* MINNEAPOLIS Minnesota 55411-2227  
City State/Province Postal Code/Zip

County: Hennepin

Phone:\* 612-230-6420  
Ext.

Fax:

PeopleSoft Vendor Number 0000002639A4

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## Project Information

Project Name East Bank Trail Gap Improvements

Primary County where the Project is Located Hennepin

Cities or Townships where the Project is Located: Minneapolis

Jurisdictional Agency (If Different than the Applicant): MPRB and City of Minneapolis

**Brief Project Description (Include location, road name/functional class, type of improvement, etc.)**

The East Bank Trail corridor extends 4.6 miles along the Mississippi River from the Stone Arch Bridge in downtown Minneapolis to St. Anthony Parkway in northeast Minneapolis. The southern two miles of the trail corridor are currently in place while the northern 1.6 miles are planned to be constructed in conjunction with ongoing riverfront land acquisition activities by the Minneapolis Park and Recreation Board. The proposed project is located where the existing trail crosses Plymouth Avenue (classification: Other Arterial, 10,000 ADT) which represents the only at-grade roadway crossing of the trail corridor. The MPRB is currently completing plans for the development of Graco Park north of Plymouth Avenue which will function as a 9-acre companion to the established Boom Island Park part of the Central Mississippi Regional Park located south of Plymouth Avenue. Pedestrian and cycle traffic between the two regional parks as well as bike and pedestrian traffic utilizing the East Bank Regional Trail for longer trips is expected to increase from 200 per day to 2,000 per day at Plymouth Avenue. All pedestrians and cyclists will be required to cross Plymouth Avenue at Sibley Street at-grade without the proposed improvements.

The project shifts the alignment for the East Bank Trail away from Sibley Street and towards the Mississippi River in the and includes a trail underpass of Plymouth Avenue, a new wider trail bridge over the Boom Island Marina outlet and a dedicated trail facility through the Boom Island marina plaza area. The project also includes safety improvements at the intersection of Plymouth Avenue and Sibley Street to enhance the visibility of pedestrians and calm traffic speeds through this intersection.

Plymouth Avenue serves as a Tier 1 RBTN route and includes on-street bike lanes and sidewalk

facilities on both sides of the roadway. The proposed underpass and intersection improvements will provide users of the Tier 1 RBTN facility a safe means of crossing Plymouth Avenue and accessing the regional parks as well as the East Bank Regional Trail whether they choose to cross at-grade (Sibley Street) or utilize the proposed grade separation improvements.

*(Limit 2,800 characters; approximately 400 words)*

**TRANSPORTATION IMPROVEMENT PROGRAM (TIP)**

**DESCRIPTION - will be used in TIP if the project is selected for funding. [See MnDOT's TIP description guidance.](#)**

East Bank Trail Gap Improvements

*Include both the CSAH/MSAS/TH references and their corresponding street names in the TIP Description (see Resources link on Regional Solicitation webpage for examples).*

**Project Length (Miles)**

0.2

*to the nearest one-tenth of a mile*

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## Project Funding

**Are you applying for competitive funds from another source(s) to implement this project?**

No

**If yes, please identify the source(s)**

**Federal Amount**

\$2,560,000.00

**Match Amount**

\$640,000.00

*Minimum of 20% of project total*

**Project Total**

\$3,200,000.00

*For transit projects, the total cost for the application is total cost minus fare revenues.*

**Match Percentage**

20.0%

*Minimum of 20%*

*Compute the match percentage by dividing the match amount by the project total*

**Source of Match Funds**

MPRB local funds

*A minimum of 20% of the total project cost must come from non-federal sources; additional match funds over the 20% minimum can come from other federal sources*

## Preferred Program Year

**Select one:**

2026

*Select 2024 or 2025 for TDM and Unique projects only. For all other applications, select 2026 or 2027.*

**Additional Program Years:**

2023, 2024, 2025

*Select all years that are feasible if funding in an earlier year becomes available.*

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## Project Information

<b>County, City, or Lead Agency</b>	Minneapolis Park and Recreation Board
<b>Zip Code where Majority of Work is Being Performed</b>	55413
<b>(Approximate) Begin Construction Date</b>	04/01/2026
<b>(Approximate) End Construction Date</b>	11/02/2026
<b>Name of Trail/Ped Facility:</b>	East Bank Trail
<i>(i.e., CEDAR LAKE TRAIL)</i>	
<b>TERMINI:(Termini listed must be within 0.3 miles of any work)</b>	
<b>From:</b>	
<b>(Intersection or Address)</b>	Graco Park (0.1 mile north of Plymouth Avenue)
<b>To:</b>	
<b>(Intersection or Address)</b>	Boom Island Park (0.2 mile south of Plymouth Avenue)
<i>DO NOT INCLUDE LEGAL DESCRIPTION; INCLUDE NAME OF ROADWAY IF MAJORITY OF FACILITY RUNS ADJACENT TO A SINGLE CORRIDOR</i>	
<b>Or At:</b>	
<b>Miles of trail (nearest 0.1 miles):</b>	0.3
<b>Miles of trail on the Regional Bicycle Transportation Network (nearest 0.1 miles):</b>	0.3
<b>Is this a new trail?</b>	Yes
<b>Primary Types of Work</b>	Grading, underpass, bridge, bit base, bit surf, sidewalk, signals, lighting, concrete barrier, bike path, pedestrian ramps, landscaping
<i>Examples: GRADE, AGG BASE, BIT BASE, BIT SURF, SIDEWALK, SIGNALS, LIGHTING, GUARDRAIL, BIKE PATH, PED RAMPS, BRIDGE, PARK AND RIDE, ETC.</i>	
<b>BRIDGE/CULVERT PROJECTS (IF APPLICABLE)</b>	
<b>Old Bridge/Culvert No.:</b>	N/A
<b>New Bridge/Culvert No.:</b>	TBD
<b>Structure is Over/Under (Bridge or culvert name):</b>	Under Plymouth Avenue (MSAS 197)

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## Requirements - All Projects

### All Projects

1. The project must be consistent with the goals and policies in these adopted regional plans: Thrive MSP 2040 (2014), the 2040 Transportation Policy Plan (2018), the 2040 Regional Parks Policy Plan (2018), and the 2040 Water Resources Policy Plan (2015).

**Check the box to indicate that the project meets this requirement.** Yes

2. The project must be consistent with the 2040 Transportation Policy Plan. Reference the 2040 Transportation Plan goals, objectives, and strategies that relate to the project.

Strategy B6, page 2.8: Regional transportation partners will use best practices to provide and improve facilities for safe walking and bicycling, since pedestrians and bicyclists are the most vulnerable users of the transportation system.

Strategy C1, page 2.10: Regional transportation partners will continue to work together to plan and implement transportation systems that are multimodal and provide connections between modes. The Metropolitan Council will prioritize regional projects that are multimodal and cost effective and encourage investments to include appropriate provisions for bicycle and pedestrian travel.

Strategy C2, page 2.11: Local units of government should provide a network of interconnected roadways, bicycle facilities, and pedestrian facilities to meet local travel needs using Complete Streets principles.

Strategy C15, page 2.22: Regional transportation partners should focus investments on completing Regional Bicycle Transportation Network alignments and their direct connections with local bicycle networks.

Strategy C16, page 2.23: Regional transportation partners should fund projects that improve key regional bicycle barrier crossing locations, provide for pedestrian travel across physical barriers, and/or improve continuity of bicycle and pedestrian facilities between jurisdictions.

Strategy E2, page 2.31: The Metropolitan Council

**Briefly list the goals, objectives, strategies, and associated pages:**

and MnDOT will consider reductions in transportation-related emissions of air pollutants and greenhouse gases when prioritizing transportation investments.

Strategy E3, page 2.31: Regional transportation partners will plan and implement a transportation system that considers the needs of all potential users, including children, senior citizens, and persons with disabilities, and that promotes active lifestyles and cohesive communities. A special emphasis should be placed on promoting the environmental and health benefits of alternatives to single-occupant vehicle travel.

*(Limit 2,800 characters; approximately 400 words)*

*3. The project or the transportation problem/need that the project addresses must be in a local planning or programming document. Reference the name of the appropriate comprehensive plan, regional/statewide plan, capital improvement program, corridor study document [studies on trunk highway must be approved by the Minnesota Department of Transportation and the Metropolitan Council], or other official plan or program of the applicant agency [includes Safe Routes to School Plans] that the project is included in and/or a transportation problem/need that the project addresses.*

The project is included as a planned off-street bicycle facility in the Minneapolis 2040 Comprehensive Plan (page D-31), and as part of the Graco Park and East Bank Trail project in the MPRB's Above the Falls Master Plan, pages 6-7 through 6-9. It is also included in the ongoing Graco Park master plan, as supported by community engagement. The Boom Island park improvements are included in the Central Mississippi Riverfront Master Plan (pg. 117). The project is also supported by the Minneapolis Park and Recreation Board Comprehensive Plan, Parks for All.

List the applicable documents and pages: Unique projects are exempt from this qualifying requirement because of their innovative nature.

The following Goal and Strategy from Parks for All supports this project (pg. 43).

Goal 5: Expand focus on health equity

Strategy 3: Support year-round, multimodal, vehicular, non-motorized, and shared mobility options that create safe recreation and commuter access to and through parks and the Grand Rounds through infrastructure, filling trail gaps, traffic calming, maintenance, promotion, crash reduction, and education on trail protocols.

*(Limit 2,800 characters; approximately 400 words)*

*4. The project must exclude costs for studies, preliminary engineering, design, or construction engineering. Right-of-way costs are only eligible as part of transit stations/stops, transit terminals, park-and-ride facilities, or pool-and-ride lots. Noise barriers, drainage projects, fences, landscaping, etc., are not eligible for funding as a standalone project, but can be included as part of the larger submitted project, which is otherwise eligible. Unique project costs are limited to those that are federally eligible.*

**Check the box to indicate that the project meets this requirement.** Yes

*5. Applicant is a public agency (e.g., county, city, tribal government, transit provider, etc.) or non-profit organization (TDM and Unique Projects applicants only). Applicants that are not State Aid cities or counties in the seven-county metro area with populations over 5,000 must contact the MnDOT Metro State Aid Office prior to submitting their application to determine if a public agency sponsor is required.*

**Check the box to indicate that the project meets this requirement.** Yes

*6. Applicants must not submit an application for the same project in more than one funding sub-category.*

**Check the box to indicate that the project meets this requirement.** Yes



7. The requested funding amount must be more than or equal to the minimum award and less than or equal to the maximum award. The cost of preparing a project for funding authorization can be substantial. For that reason, minimum federal amounts apply. Other federal funds may be combined with the requested funds for projects exceeding the maximum award, but the source(s) must be identified in the application. Funding amounts by application category are listed below in Table 1. For unique projects, the minimum award is \$500,000 and the maximum award is the total amount available each funding cycle (approximately \$4,000,000 for the 2020 funding cycle).

**Multiuse Trails and Bicycle Facilities:** \$250,000 to \$5,500,000

**Pedestrian Facilities (Sidewalks, Streetscaping, and ADA):** \$250,000 to \$2,000,000

**Safe Routes to School:** \$250,000 to \$1,000,000

**Check the box to indicate that the project meets this requirement.** Yes

8. The project must comply with the Americans with Disabilities Act (ADA).

**Check the box to indicate that the project meets this requirement.** Yes

9. In order for a selected project to be included in the Transportation Improvement Program (TIP) and approved by USDOT, the public agency sponsor must either have a current Americans with Disabilities Act (ADA) self-evaluation or transition plan that covers the public right of way/transportation, as required under Title II of the ADA. The plan must be completed by the local agency before the Regional Solicitation application deadline. For the 2022 Regional Solicitation funding cycle, this requirement may include that the plan is updated within the past five years.

**The applicant is a public agency that employs 50 or more people and has a completed ADA transition plan that covers the public right of way/transportation.** Yes

**Date plan completed:**

**Link to plan:**

MPRB ADA Action Plan, November 2018:  
[https://www.minneapolisparcs.org/wp-content/uploads/2019/04/mprb\\_ada\\_action\\_plan.pdf](https://www.minneapolisparcs.org/wp-content/uploads/2019/04/mprb_ada_action_plan.pdf)

**The applicant is a public agency that employs fewer than 50 people and has a completed ADA self-evaluation that covers the public right of way/transportation.**

**Date self-evaluation completed:**

**Link to plan:**

**Upload plan or self-evaluation if there is no link**

*Upload as PDF*

10. The project must be accessible and open to the general public.

**Check the box to indicate that the project meets this requirement.** Yes

11. The owner/operator of the facility must operate and maintain the project year-round for the useful life of the improvement, per FHWA direction established 8/27/2008 and updated 6/27/2017. Unique projects are exempt from this qualifying requirement.

**Check the box to indicate that the project meets this requirement.** Yes

12. The project must represent a permanent improvement with independent utility. The term independent utility means the project provides benefits described in the application by itself and does not depend on any construction elements of the project being funded from other sources outside the regional solicitation, excluding the required non-federal match.

Projects that include traffic management or transit operating funds as part of a construction project are exempt from this policy.

**Check the box to indicate that the project meets this requirement.** Yes

13. The project must not be a temporary construction project. A temporary construction project is defined as work that must be replaced within five years and is ineligible for funding. The project must also not be staged construction where the project will be replaced as part of future stages. Staged construction is eligible for funding as long as future stages build on, rather than replace, previous work.

Check the box to indicate that the project meets this requirement. Yes

14. The project applicant must send written notification regarding the proposed project to all affected state and local units of government prior to submitting the application.

Check the box to indicate that the project meets this requirement. Yes

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## Requirements - Bicycle and Pedestrian Facilities Projects

1. All projects must relate to surface transportation. As an example, for multiuse trail and bicycle facilities, surface transportation is defined as primarily serving a commuting purpose and/or that connect two destination points. A facility may serve both a transportation purpose and a recreational purpose; a facility that connects people to recreational destinations may be considered to have a transportation purpose.

Check the box to indicate that the project meets this requirement. Yes

### Multiuse Trails on Active Railroad Right-of-Way:

2. All multiuse trail projects that are located within right-of-way occupied by an active railroad must attach an agreement with the railroad that this right-of-way will be used for trail purposes.

Check the box to indicate that the project meets this requirement.

[Upload Agreement PDF](#)

Check the box to indicate that the project is not in active railroad right-of-way. Yes

### Multiuse Trails and Bicycle Facilities projects only:

3. All applications must include a letter from the operator of the facility confirming that they will remove snow and ice for year-round bicycle and pedestrian use. The Minnesota Pollution Control Agency has a resource for best practices when using salt. Upload PDF of Agreement in Other Attachments.

Check the box to indicate that the project meets this requirement. Yes

[Upload PDF of Agreement in Other Attachments.](#)

### Safe Routes to School projects only:

4. All projects must be located within a two-mile radius of the associated primary, middle, or high school site.

Check the box to indicate that the project meets this requirement.

5. All schools benefitting from the SRTS program must conduct after-implementation surveys. These include the student travel tally form and the parent survey available on the National Center for SRTS website. The school(s) must submit the after-evaluation data to the National Center for SRTS within a year of the project completion date. Additional guidance regarding evaluation can be found at the MnDOT SRTS website.

Check the box to indicate that the applicant understands this requirement and will submit data to the National Center for SRTS within one year of project completion.

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## Requirements - Bicycle and Pedestrian Facilities Projects

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### Specific Roadway Elements

#### CONSTRUCTION PROJECT ELEMENTS/COST ESTIMATES

Cost

Mobilization (approx. 5% of total cost)

\$300,000.00

Removals (approx. 5% of total cost)	\$115,000.00
Roadway (grading, borrow, etc.)	\$0.00
Roadway (aggregates and paving)	\$110,000.00
Subgrade Correction (muck)	\$0.00
Storm Sewer	\$50,000.00
Ponds	\$0.00
Concrete Items (curb & gutter, sidewalks, median barriers)	\$60,000.00
Traffic Control	\$25,000.00
Striping	\$10,000.00
Signing	\$15,000.00
Lighting	\$0.00
Turf - Erosion & Landscaping	\$60,000.00
Bridge	\$600,000.00
Retaining Walls	\$0.00
Noise Wall (not calculated in cost effectiveness measure)	\$0.00
Traffic Signals	\$0.00
Wetland Mitigation	\$0.00
Other Natural and Cultural Resource Protection	\$0.00
RR Crossing	\$0.00
Roadway Contingencies	\$120,000.00
Other Roadway Elements	\$75,000.00
<b>Totals</b>	<b>\$1,540,000.00</b>

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## Specific Bicycle and Pedestrian Elements

<b>CONSTRUCTION PROJECT ELEMENTS/COST ESTIMATES</b>	<b>Cost</b>
Path/Trail Construction	\$90,000.00
Sidewalk Construction	\$75,000.00
On-Street Bicycle Facility Construction	\$20,000.00
Right-of-Way	\$0.00
Pedestrian Curb Ramps (ADA)	\$20,000.00
Crossing Aids (e.g., Audible Pedestrian Signals, HAWK)	\$200,000.00
Pedestrian-scale Lighting	\$120,000.00
Streetscaping	\$35,000.00
Wayfinding	\$20,000.00

Bicycle and Pedestrian Contingencies	\$500,000.00
Other Bicycle and Pedestrian Elements	\$580,000.00
<b>Totals</b>	<b>\$1,660,000.00</b>

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## Specific Transit and TDM Elements

<b>CONSTRUCTION PROJECT ELEMENTS/COST ESTIMATES</b>	<b>Cost</b>
Fixed Guideway Elements	\$0.00
Stations, Stops, and Terminals	\$0.00
Support Facilities	\$0.00
Transit Systems (e.g. communications, signals, controls, fare collection, etc.)	\$0.00
Vehicles	\$0.00
Contingencies	\$0.00
Right-of-Way	\$0.00
Other Transit and TDM Elements	\$0.00
<b>Totals</b>	<b>\$0.00</b>

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## Transit Operating Costs

Number of Platform hours	0
Cost Per Platform hour (full loaded Cost)	\$0.00
Subtotal	\$0.00
Other Costs - Administration, Overhead, etc.	\$0.00

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## Totals

Total Cost	\$3,200,000.00
Construction Cost Total	\$3,200,000.00
Transit Operating Cost Total	\$0.00

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## Measure A: Project Location Relative to the RBTN

Select one:

Tier 1, Priority RBTN Corridor

Tier 1, RBTN Alignment

Tier 2, RBTN Corridor

Tier 2, RBTN Alignment

Direct connection to an RBTN Tier 1 corridor or alignment Yes

Direct connection to an RBTN Tier 2 corridor or alignment

OR

Project is not located on or directly connected to the RBTN but is part of a local system and identified within an adopted county, city or regional parks implementing agency plan.

Upload Map 1649887691357\_RBTN Orientation.pdf

Please upload attachment in PDF form.

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## Measure A: Population Summary

Existing Population Within One Mile (Integer Only) 36227

Existing Employment Within One Mile (Integer Only) 111582

Upload the "Population Summary" map 1649887731227\_PopEmploymentSummary.pdf

Please upload attachment in PDF form.

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## Measure A: Engagement

*i. Describe any Black, Indigenous, and People of Color populations, low-income populations, disabled populations, youth, or older adults within a ½ mile of the proposed project. Describe how these populations relate to regional context. Location of affordable housing will be addressed in Measure C.*

*ii. Describe how Black, Indigenous, and People of Color populations, low-income populations, persons with disabilities, youth, older adults, and residents in affordable housing were engaged, whether through community planning efforts, project needs identification, or during the project development process.*

*iii. Describe the progression of engagement activities in this project. A full response should answer these questions:*

The neighborhoods surrounding the project include a significant BIPOC population which could access the trail and regional parks by foot, bicycle or car. The project is located in a census tract where the population is 79.2% white, and the census tract across the river is 22.8% white.

The East Bank Trail design process began with the Above the Falls Master Plan in 2000 followed by the RiverFirst initiative in 2012. The design was updated over the past year as part of the Graco Park design process that included three rounds of stakeholder engagement. Engagement activities were held in a variety of formats and locations to accommodate as many kinds of stakeholders as possible, including both park neighbors and people throughout the region. Engagement prioritized youth and senior voices as well as BIPOC community members. Events included pop-ups, neighborhood meetings, open houses, technical committee meetings, virtual meetings, intercept interviews with people visiting the park, and a bus tour and design charrette for youth engagement. Online and in-person engagement demographics reflected the racial/ethnic make-up of the region.

Response:

MPRB has developed park designs, policies and park funding based on racial equity criteria resulting in a systems approach to equity for park projects, including Graco Park (part of Above the Falls Regional Park) and the East Bank Trail Connection. Through our Racial Equity Action Plan, the Regional Park CIP established with Equity Metrics, the Parks for Comprehensive Plan, and the Community Engagement Policy and Procedures that are rooted in racial equity, all decisions are guided through a racial equity framework at MPRB. This requires a data-informed and responsive approach. Midway through engagement for Graco Park and East Bank Trail in 2021, staff identified a

need for more representation from youth, BIPOC, and disability communities in the design process based on engagement goals. Staff worked with regional park staff and other youth serving organizations to organize a youth tour and design charrette along the river that engaged over 120 youth from the Metro Area, primarily BIPOC, to tour and provide design suggestions for the park and trail. This exciting engagement for staff and youth alike provided great ideas early in the design process. The Minneapolis Council on People with Disabilities was also consulted at several points during the process, and they provided key input on the intersection crossing design and underlined the importance of the underpass for safe park access. Engagement participants were asked about park design, programming, and access. Participants expressed overwhelming support for the trail underpass and intersection improvements across 8th Street, which are the basis of this grant request.

*(Limit 2,800 characters; approximately 400 words):*

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## **Measure B: Equity Population Benefits and Impacts**

*Describe the projects benefits to Black, Indigenous, and People of Color populations, low-income populations, children, people with disabilities, youth, and older adults. Benefits could relate to:*

*This is not an exhaustive list. A full response will support the benefits claimed, identify benefits specific to Equity populations residing or engaged in activities near the project area, identify benefits addressing a transportation issue affecting Equity populations specifically identified through engagement, and substantiate benefits with data.*

*Acknowledge and describe any negative project impacts to Black, Indigenous, and People of Color populations, low-income populations, children, people with disabilities, youth, and older adults. Describe measures to mitigate these impacts. Unidentified or unmitigated negative impacts may result in a reduction in points.*

*Below is a list of potential negative impacts. This is not an exhaustive list.*

**Response:**

The East Bank Trail Connection will create a safe and accessible link between two distinct regional destinations and parks. The underpass and intersection improvements will provide safe and accessible access from the City street network for cyclists and pedestrians as well as an innovative connection between the two regional parks through the underpass, filling a much desired trail safety gap. The East Bank Trail is part of a Scenic Byway, the Grand Rounds, and located in the Minneapolis Northside Green Zone. Improving bicycle and pedestrian connectivity and safety will promote equity in this area. Safety improvements here will bring these crossings to the standard established for crossings of the riverfront regional trail network and intersecting collector/arterial streets such as Plymouth Avenue. The bridge underpass allows East Bank Trail users as well as Tier 1 RBTN users to avoid an at-grade crossing of Plymouth Avenue to access the regional parks. Narrowing the crosswalk width at Plymouth Avenue and Sibley Street will also induce traffic calming benefits to the adjacent neighborhood and cyclists and pedestrians moving along the Tier 1 corridor.

While vehicle access is not particularly limited in the block groups nearest the project, the area is connected to clusters of low vehicle access (approximately 30% or more households without a car). For residents who don't drive, extending bicycle and pedestrian access from Boom Island further north opens up more access along the river. Improving the safety of bicycle and pedestrian facilities is essential for those who do not drive.

The Plymouth Avenue bikeway is part of the broader bike network in Hennepin County and connects these parks to Northeast and North neighborhoods. The North Side Green Zone



includes a majority BIPOC population, with several block groups over 80% non-white, and has faced historic disinvestment. The North Side Green Zone stands to benefit from increased connectivity to regional parks and downtown business and work activity nodes as well as connections to additional active public transportation routes.

Anticipated negative impacts created by the trail project include temporary construction inconveniences such as dust, noise, and temporary detours. As the proposed trail underpass will be constructed, detours are only anticipated for vehicular traffic. Construction documents will specify limited duration for the roadway closure to limit access disruption to the neighborhood. The nearby river crossing at Broadway Avenue will help mitigate inconvenience. Detours or other temporary roadway/trail/sidewalk impacts will be established safely, communicated in advance, and signed appropriately consistent with or exceeding control measures required by the City of Minneapolis.

*(Limit 2,800 characters; approximately 400 words):*

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## **Measure C: Affordable Housing Access**

*Describe any affordable housing development existing, under construction, or planned within ½ mile of the proposed project. The applicant should note the number of existing subsidized units, which will be provided on the Socio-Economic Conditions map. Applicants can also describe other types of affordable housing (e.g., naturally-occurring affordable housing, manufactured housing) and under construction or planned affordable housing that is within a half mile of the project. If applicable, the applicant can provide self-generated PDF maps to support these additions. Applicants are encouraged to provide a self-generated PDF map describing how a project connects affordable housing residents to destinations (e.g., childcare, grocery stores, schools, places of worship).*

*Describe the project's benefits to current and future affordable housing residents within ½ mile of the project. Benefits must relate to affordable housing residents. Examples may include:*

*This is not an exhaustive list. Since residents of affordable housing are more likely not to own a private vehicle, higher points will be provided to roadway projects that include other multimodal access improvements. A full response will support the benefits claimed, identify benefits specific to residents of affordable housing, identify benefits addressing a transportation issue affecting residents of affordable housing specifically identified through engagement, and substantiate benefits with data.*

According to Housing Link, the immediate project area includes 1,974 affordable or subsidized housing units on both sides of the Mississippi River, including more than 1,376 that are affordable at 30% of the area's median income. Approximately 562 of these units serve families, 150 are designated for elderly residents, and 93 units serve residents with disabilities. Over 1,200 of the units are part of a public housing program.

In addition, the census tracts surrounding the project are an average of 65% renter occupied, compared to the regional average of 30% renter occupied. In Census Tract 1023 on the west side of the river, over half of all households do not have a vehicle available for their daily use, underscoring the importance of enhancing multimodal transportation connectivity in this area. The median housing value in that census tract is \$177,000 compared to the regional average of \$257,000, and 35% of owners spend more than 35% of their monthly income on housing, with a similar rate for renters.

**Response:**

This connection will enhance multimodal connections for residents of affordable housing units with schools, daycares, religious sites and job opportunities, as shown in the attached map. The project connects directly to an area designated as a Jobs and Activity Center, providing key opportunities for residents of affordable housing units on the east side of the river to better access opportunities including Downtown Minneapolis and the Northside Green Zone, an effort designated to support economic development through environmentally conscious efforts.

DESTINATION ACCESS AND CONNECTIVITY

OFFERED BY THE EAST BANK TRAIL:

This project creates an important all ages and abilities connection on the East Bank Trail network, enabling barrier-free travel from Northeast and North Minneapolis neighborhoods to downtown Minneapolis via the Stone Arch Bridge and West River Parkway trail. Additional destinations of note include:

- University of Minnesota Minneapolis campuses
- University of MN/Fairview Health System
- Fort Snelling
- Saint Paul
- Dakota County trail system via the Mendota Bridge

As the East Bank Trail is extended north additional connections will be available to neighborhoods in Minneapolis, Columbia Heights and Fridley via connections to these existing regional trails:

- St. Anthony Parkway (Grand Rounds),
- Camden Bridge
- Anoka County via the Mississippi River Regional Trail

*(Limit 2,800 characters; approximately 400 words):*

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## Measure D: BONUS POINTS

Project is located in an Area of Concentrated Poverty:

Projects census tracts are above the regional average for population in poverty or population of color (Regional Environmental Justice Area):

Yes

Project located in a census tract that is below the regional average for population in poverty or populations of color (Regional Environmental Justice Area):

Upload the Socio-Economic Conditions map used for this measure.

1649943047781\_SocioEconomicConditions.pdf

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## Measure A: Gaps closed/barriers removed and/or continuity between jurisdictions improved by the project

*PART 1: Qualitative assessment of project narrative discussing how the project will close a bicycle network gap, create a new or improved physical bike barrier crossing, and/or improve continuity and connections between jurisdictions.*

*Specifically, describe how the project would accomplish the following: Close a transportation network gap, provide a facility that crosses or circumvents a physical barrier, and/or improve continuity or connections between jurisdictions.*

*Bike system gap improvements include the following:*

- *Providing a missing link between existing or improved segments of a local transportation network or regional bicycle facility (i.e., regional trail or RBTN alignment);*

- *Improving bikeability to better serve all ability and experience levels by:*

- *Providing a safer, more protected on-street facility or off-road trail;*

- *Improving safety of bicycle crossings at busy intersections (e.g., through signal operations, revised signage, pavement markings, etc.); OR*

- *Providing a trail adjacent or parallel to a highway or arterial roadway or improving a bike route along a nearby and parallel lower-volume neighborhood collector or local street.*

*Physical bicycle barrier crossing improvements include grade-separated crossings (over or under) of rivers and streams, railroad corridors, freeways and expressways, and multi-lane arterials, or enhanced routes to circumvent the barrier by channeling bicyclists to existing safe crossings or grade separations. Surface crossing improvements (at-grade) of major highway and rail barriers that upgrade the bicycle facility treatment or replace an existing facility at the end of its useful life may also be considered as bicycle barrier improvements. (For new barrier crossing projects, distances to the nearest parallel crossing must be included in the application to be considered for the full allotment of points under Part 1).*

*Examples of continuity/connectivity improvements may include constructing a bikeway across jurisdictional lines where none exists or upgrading an existing bicycle facility treatment so that it connects to and is consistent with an adjacent jurisdictions bicycle facility.*

The proposed tunnel, bridge and intersection improvements included in this project are all designed to significantly improve the safety, accessibility, and ease of crossing Plymouth Avenue (10,000 vehicle ADT, 500 bicycle ADT) for the East Bank Trail users in the vicinity of Graco and Boom Island Regional Parks. The three project elements work in tandem to maximize accessibility and safety in the corridor as part of a coordinated set of improvements that must be implemented at the same time.

The East Bank Trail is part of a linear parkland system that extends along both banks of the Mississippi River through the City of Minneapolis. Pedestrians and cyclists are currently able to utilize a continuous off-road mixed-use trail along the east bank of the Mississippi River from the Stone Arch Bridge in the St. Anthony Main district to 16th Avenue NE a distance of approximately 2.5 miles. The MPRB is planning to extend the east bank trail to the northern city limits (1.6 miles) and connect to the Grand Rounds corridor at St. Anthony Parkway and the Anoka County Mississippi River Regional Trail. The Plymouth Avenue crossing is the only uncontrolled at-grade roadway crossing in this trail corridor and represents a major barrier in this trail network from a safety and continuity perspective.

Plymouth Avenue also represents a barrier between Above the Falls Regional Park (which includes Graco Park) and the Central Mississippi Riverfront Regional Park (which includes Boom Island Park). These two major regional parks are designed to interface with each other for large civic events as well as daily use. Boom Island Park provides vehicular parking for Graco Park patrons who will need to walk from Boom Island to Graco Park to participate in activities at that location. The Central Mississippi Riverfront Regional Park which experienced 3.6 million visitors in 2019, the third

**Response:**

most visited regional park in the metropolitan area.

Existing ADT on Plymouth Avenue/8th Street is >10,000 and the crosswalk is 52 feet.

Bicycle pedestrian conflict points as well as pedestrian/vehicular, bicyclist/vehicle and vehicle/vehicle all exist at this current location.

Construction of a tunnel crossing with a mixed-use trail would provide for a safe and convenient alternative crossing of this busy urban arterial street for both long distance regional trail users and inter-park pedestrian and bicycle traffic.

The proposed intersection modifications at Plymouth Avenue and Sibley Street will be designed to reduce vehicular speeds, narrow the pedestrian crossing distances, separate bicycles from vehicular traffic and improve sightlines for all modes to improve safety at the conflict points.

*(Limit 2,800 characters; approximately 400 words)*

*PART 2: Regional Bicycle Barrier Crossing Improvements and Major River Bicycle Barrier Crossings*

**DEFINITIONS:**

*Regional Bicycle Barrier Crossing Improvements include crossings of barrier segments within the Regional Bicycle Barrier Crossing Improvement Areas as updated in the 2019 Technical Addendum to the Regional Bicycle Barriers Study and shown in the RBBS online map (insert link to forthcoming RBBS Online Map). Projects must create a new regional barrier crossing, replace an existing regional barrier crossing at the end of its useful life, or upgrade an existing barrier crossing to a higher level of bike facility treatment, to receive points for Part 2.*

*Major River Bicycle Barrier Crossings include all existing and planned highway and bicycle/pedestrian bridge crossings of the Mississippi, Minnesota and St. Croix Rivers as identified in the 2018 update of the 2040 Transportation Policy Plan. Projects must create a new major river bicycle barrier crossing, replace an existing major river crossing at the end of its useful life, or upgrade the crossing to a higher level of bike facility treatment, to receive points for Part 2.*

*Projects that construct new or improve existing Regional Bicycle Barrier Crossings or Major River Bicycle Barrier Crossings will be assigned points as follows: (select one)*

**Tier 1**

*Tier 1 Regional Bicycle Barrier Crossing Improvement Area segments & any Major River Bicycle Barrier Crossings*

**Tier 2**

*Tier 2 Regional Bicycle Barrier Crossing Improvement Area segments*

**Tier 3**

*Tier 3 Regional Bicycle Barrier Crossing Improvement Area segments*

**Non-tiered**

*Crossings of non-tiered Regional Bicycle Barrier segments*

**No improvements**

Yes

*No Improvements to barrier crossings*

*If the project improves multiple regional bicycle barriers, check box.*

**Multiple**

**Yes**

*Projects that improve crossing of multiple regional bicycle barriers receive bonus points (except Tier 1 & MRBBCs)*

---

## **Measure B: Project Improvements**

Currently all East Bank Trail users are required to cross Plymouth Avenue/8th Street at Sibley Street which is an uncontrolled intersection. There have been three accidents at this intersection between 2019 and 2021 including reports of 3 serious injuries. The development of Graco Park in 2023 is expected to draw tens of thousands of additional visits along this segment of the riverfront. Park patrons are expected to move freely between the two large regional parks to access the variety of activities and experiences each park provides. The combination of East Bank Trail use growth, Graco Park development and Boom Island-Graco Park connection is anticipated to significantly increase volume of pedestrian and cycle traffic crossings of Plymouth Avenue. The improvements associated with this project are all rooted in enhancing safety and accessibility for the pedestrian and bicycle crossing traffic, including improvements requested by the members of the community with disabilities. The MPRB strategies to enhance safety include a range of improvements:

**Response:**

1. Provision of a separated grade connection between the two parks to eliminate as many vehicle/ped, vehicle/bike conflicts as possible. The improvements associated with this strategy include a new underpass below Plymouth Avenue, a new widened trail bridge across the Boom Island Marina and a dedicated trail corridor through the Boom Island plaza to reduce conflicts between East Bank Trail users and park patrons utilizing activities on the plaza.
2. Convenient access for the Plymouth Avenue/8th Street Tier 1 RBTN non-motorized users and both regional parks without needing to cross the roadway. The improvements associated with this strategy include crossing enhancements of Sibley Street such as raised crosswalks, signage and pavement markings. Trail connections between



Plymouth Avenue and the proposed underpass will be constructed to encourage use of the new underpass by Tier 1 RBTN non-motorized traffic.

3. Safety improvements to the at-grade intersection are anticipated to include a variety of design treatments to provide a safer environment for those who need to or choose to cross at that location.

The planned improvements include:

a. Curb bumpouts into Plymouth Avenue to reduce crossing width from 52 feet to 26 feet and to provide additional visibility between drivers and people waiting to cross, as well as reduce vehicular speeds.

b. Shift of on-street bike lanes to raised/protected bike lanes in the vicinity of the intersection to separate the ped/bicycle conflict point and to provide cyclists a safe means to stop and cross Plymouth Avenue if desired.

c. Addition of crosswalk safety infrastructure including a pedestrian activated RRFB system and additional lighting in the intersection area.

*(Limit 2,800 characters; approximately 400 words)*

---

## **Measure A: Multimodal Elements**

**Response:**

The proposed trail underpass and marina bridge improvements are conceived from the inherent need to provide a safe and attractive connection between two large regional parks that host thousands of people in multiple civic events large and small throughout the year. The trail underpass and marina bridge also serve as critical elements in the East Bank Trail system which is part of a continuous trail corridor along the east bank of the Mississippi Riverfront with an adjacent bridge crossing to west bank trails as well that allow for connection throughout the Grand Rounds. The underpass and marina bridge improvements will allow trail users to avoid an 800-foot trail meander which takes them away from the riverfront amenity and directs them to an at-grade crossing of a busy urban arterial street. Although the project improvements include measures to improve safety of the at-grade crossing, the proposed trail underpass and bridge will provide a much superior travel experience adjacent to the waterfront consistent with MPRB's vision. It will also further the goals of the Mississippi National River and Recreation Area, which include enhancing connectivity to the Mississippi River. The underpass design is intended to include a 30-foot wide arch span structure to maximize physical safety for park users through expanded sight lines and greater influence of natural light into the underpass space. The improvements include convenient connections to the existing sidewalks and bike lanes on Plymouth Avenue to allow users of that RBTN Tier 1 facility the use of the grade separation for access to either park regardless of which side of Plymouth Avenue they are walking or biking on.

*(Limit 2,800 characters; approximately 400 words)*

---

**Transit Projects Not Requiring Construction**

If the applicant is completing a transit application that is operations only, check the box and do not complete the remainder of the form. These projects will receive full points for the Risk Assessment.  
Park-and-Ride and other transit construction projects require completion of the Risk Assessment below.

**Check Here if Your Transit Project Does Not Require Construction**

---

## Measure A: Risk Assessment - Construction Projects

### 1. Public Involvement (20 Percent of Points)

Projects that have been through a public process with residents and other interested public entities are more likely than others to be successful. The project applicant must indicate that events and/or targeted outreach (e.g., surveys and other web-based input) were held to help identify the transportation problem, how the potential solution was selected instead of other options, and the public involvement completed to date on the project. The focus of this section is on the opportunity for public input as opposed to the quality of input. NOTE: A written response is required and failure to respond will result in zero points.

**Multiple types of targeted outreach efforts (such as meetings or online/mail outreach) specific to this project with the general public and partner agencies have been used to help identify the project need.** Yes

100%

**At least one meeting specific to this project with the general public has been used to help identify the project need.**

50%

**At least online/mail outreach effort specific to this project with the general public has been used to help identify the project need.**

50%

**No meeting or outreach specific to this project was conducted, but the project was identified through meetings and/or outreach related to a larger planning effort.**

25%

**No outreach has led to the selection of this project.**

0%

Describe the type(s) of outreach selected for this project (i.e., online or in-person meetings, surveys, demonstration projects), the method(s) used to announce outreach opportunities, and how many people participated. Include any public website links to outreach opportunities.

Three rounds of engagement were conducted related to this project. Engagement activities were held in a variety of different formats and locations to accommodate as many different kinds of stakeholders as possible, with a balance between park neighbors in St. Anthony West and Sheridan and people throughout the region. Engagement also prioritized the voices of youth and seniors as well as BIPOC community members. Events included pop-ups and neighborhood meetings, open houses, technical committee meetings, virtual meetings, intercept interviews with people visiting the park, and a bus tour for youth engagement. There were a number of project and technical advisory meetings to guide the process, as well as meetings with standing committees at the City of Minneapolis including the Bicycle Advisory Committee, the Pedestrian Advisory Committee, and the Committee on People with Disabilities. Feedback was shared throughout through project website updates and Park Board meetings.

**Response:**

The following is a synopsis of the engagement activities associated with the project:

Round 1:

Theme: Project introduction, value setting and programming

Website: 1500 views

On-Line and paper survey: 179 respondents

7 Project meetings: approx. 200 attendees

ROUND 2 ENGAGEMENT

Theme: Concept Review and Feedback (3

concepts)

Website: 1600 views

3 Neighborhood meetings

1 Open house

On-line and paper survey: 278 respondents

8 Project meetings: approximately 200 attendees

### ROUND 3 ENGAGEMENT

Theme: Preferred Concept Review and Feedback

Public access television and concept video : 1000 views

Website: 1600 views

3 Neighborhood meetings

1 Open house

Online survey: 150 respondents

Engagement participants were asked about park design, programming, and access. Participants expressed overwhelming support for the trail underpass and marina bridge concept, ranking those improvements their highest priority for the park area. A public hearing for the concept was held on April 6, 2022 and the final concept was supported and passed through the MPRB Planning Committee.

*(Limit 2,800 characters; approximately 400 words)*

## **2.Layout (25 Percent of Points)**

*Layout includes proposed geometrics and existing and proposed right-of-way boundaries. A basic layout should include a base map (north arrow; scale; legend;\* city and/or county limits; existing ROW, labeled; existing signals;\* and bridge numbers\*) and design data (proposed alignments; bike and/or roadway lane widths; shoulder width;\* proposed signals;\* and proposed ROW). An aerial photograph with a line showing the projects termini does not suffice and will be awarded zero points. \*If applicable*

**Layout approved by the applicant and all impacted jurisdictions (i.e., cities/counties/MnDOT. If a MnDOT trunk highway is impacted, approval by MnDOT must have occurred to receive full points. A PDF of the layout must be attached along with letters from each jurisdiction to receive points.**

100%

**A layout does not apply (signal replacement/signal timing, stand-alone streetscaping, minor intersection improvements).**

**Applicants that are not certain whether a layout is required should contact Colleen Brown at MnDOT Metro State Aid [colleen.brown@state.mn.us](mailto:colleen.brown@state.mn.us).**

Yes

100%

**For projects where MnDOT trunk highways are impacted and a MnDOT Staff Approved layout is required. Layout approved by the applicant and all impacted local jurisdictions (i.e., cities/counties), and layout review and approval by MnDOT is pending. A PDF of the layout must be attached along with letters from each jurisdiction to receive points.**

75%

**Layout completed but not approved by all jurisdictions. A PDF of the layout must be attached to receive points.**

50%

**Layout has been started but is not complete. A PDF of the layout must be attached to receive points.**

25%

**Layout has not been started**

0%

**Attach Layout**

*Please upload attachment in PDF form.*

**Additional Attachments**

*Please upload attachment in PDF form.*

### **3.Review of Section 106 Historic Resources (15 Percent of Points)**

**No known historic properties eligible for or listed in the National Register of Historic Places are located in the project area, and project is not located on an identified historic bridge**

Yes

100%

**There are historical/archeological properties present but determination of no historic properties affected is anticipated.**

100%

**Historic/archeological property impacted; determination of no adverse effect anticipated**

80%

Historic/archeological property impacted; determination of adverse effect anticipated

40%

Unsure if there are any historic/archaeological properties in the project area.

0%

Project is located on an identified historic bridge

**4.Right-of-Way (25 Percent of Points)**

Right-of-way, permanent or temporary easements, and MnDOT agreement/limited-use permit either not required or all have been acquired Yes

100%

Right-of-way, permanent or temporary easements, and/or MnDOT agreement/limited-use permit required - plat, legal descriptions, or official map complete

50%

Right-of-way, permanent or temporary easements, and/or MnDOT agreement/limited-use permit required - parcels identified

25%

Right-of-way, permanent or temporary easements, and/or MnDOT agreement/limited-use permit required - parcels not all identified

0%

**5.Railroad Involvement (15 Percent of Points)**

No railroad involvement on project or railroad Right-of-Way agreement is executed (include signature page, if applicable) Yes

100%

**Signature Page**

Please upload attachment in PDF form.

Railroad Right-of-Way Agreement required; negotiations have begun

50%

Railroad Right-of-Way Agreement required; negotiations have not begun.

0%

---

**Measure A: Cost Effectiveness**

Total Project Cost (entered in Project Cost Form): \$3,200,000.00

Enter Amount of the Noise Walls: \$0.00

Total Project Cost subtract the amount of the noise walls: \$3,200,000.00

**Points Awarded in Previous Criteria**

Cost Effectiveness \$0.00

---

## Other Attachments

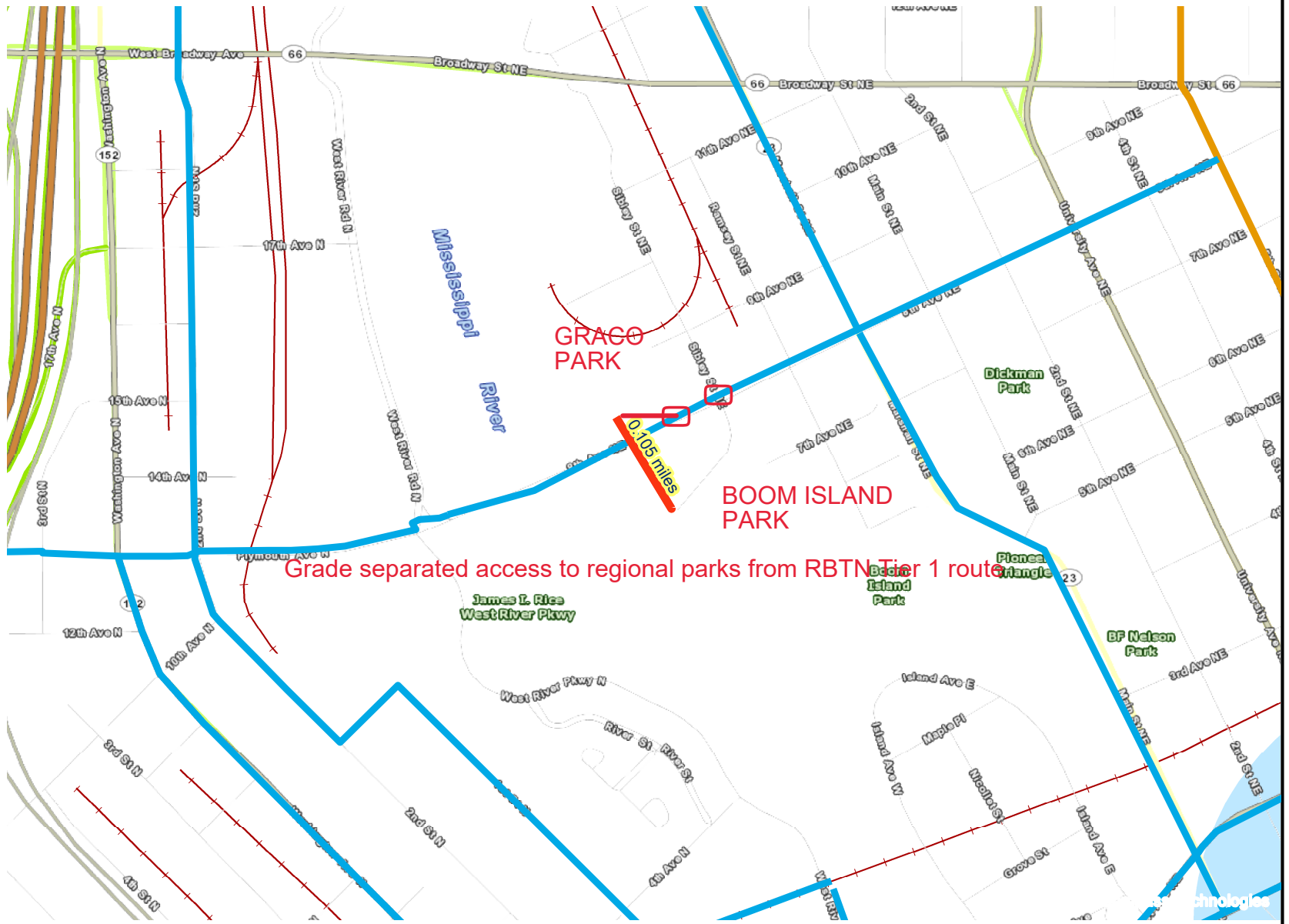
File Name	Description	File Size
28 - LOS - MPRB - East Bank Bikeway Project - 2022.03.25.pdf	Letter of Support - Hennepin County	87 KB
AffordableHousing_CommunityDestinations.pdf	Affordable Housing Developments and Community Destinations Map	1.8 MB
Agenda_ItemResolution_2022-152m2bfutx3.pdf	Letter of Commitment - Agenda-Item Resolution	194 KB
Generated Maps_Combined.pdf	Generated Maps-Combined	10.5 MB
Graco Park Trail Connections - Letter of Relevance.pdf	Letter of Support - National Park Service	754 KB
Grant-OnePager_MPRB_GracoPark_MAPS.pdf	Maps - One-pager	5.7 MB
Grant-OnePager_MPRB_GracoPark_Photos.pdf	Photos - One-pager	1.1 MB
Grant-OnePager_MPRB_GracoPark_Trails_FINAL-Submittal.pdf	East Bank Trail Gap Improvements One-Pager	4.0 MB
RegionalSolicitation_MinneapolisSupport_MPRB_Signed.pdf	Letter of Support - City of Minneapolis	183 KB
signedMPRBapprovalofgrant_regsol_041122.pdf	Letter of Commitment - MPRB	261 KB



# Project to RBTN Orientation

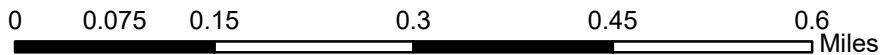
## Results

Project NOT IN Regional Bicycle Transportation Corridor.



Grade separated access to regional parks from RBTN Tier 1 route

- Project
- RBTN Tier 1 Alignment
- RBTN Tier 2 Alignment
- Principal Arterials
- Minor Arterials
- + + Railroads
- RBTN Tier 1
- RBTN Tier 2



Created: 3/24/2022  
LandscapeRSA6

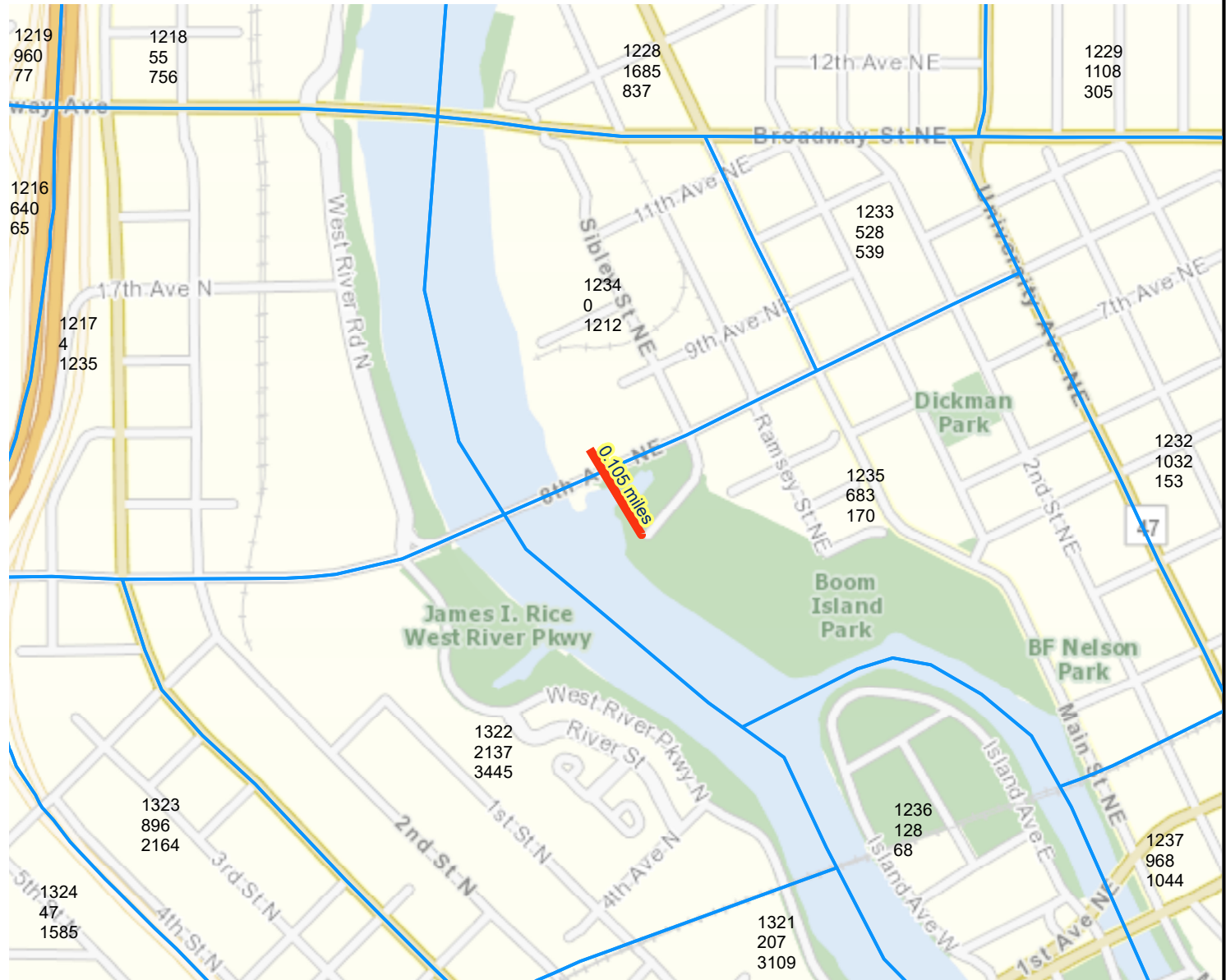


For complete disclaimer of accuracy, please visit <https://giswebsite.metc.state.mn.us/gis/site/notice.aspx>



# Population/Employment Summary

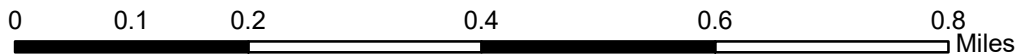
Multiuse Trails and Bicycle Facilities Project: Graco Park Trail Connection | Map ID: 1648148135293



## Results

Within ONE Mile of project:  
 Total Population: 36227  
 Total Employment: 111582

-  Project Points
-  Project Area
-  Project
-  2016 TAZ



Created: 3/24/2022  
 LandscapeRSA4



For complete disclaimer of accuracy, please visit  
<https://giswebsite.metc.state.mn.us/gis/site/notice.aspx>

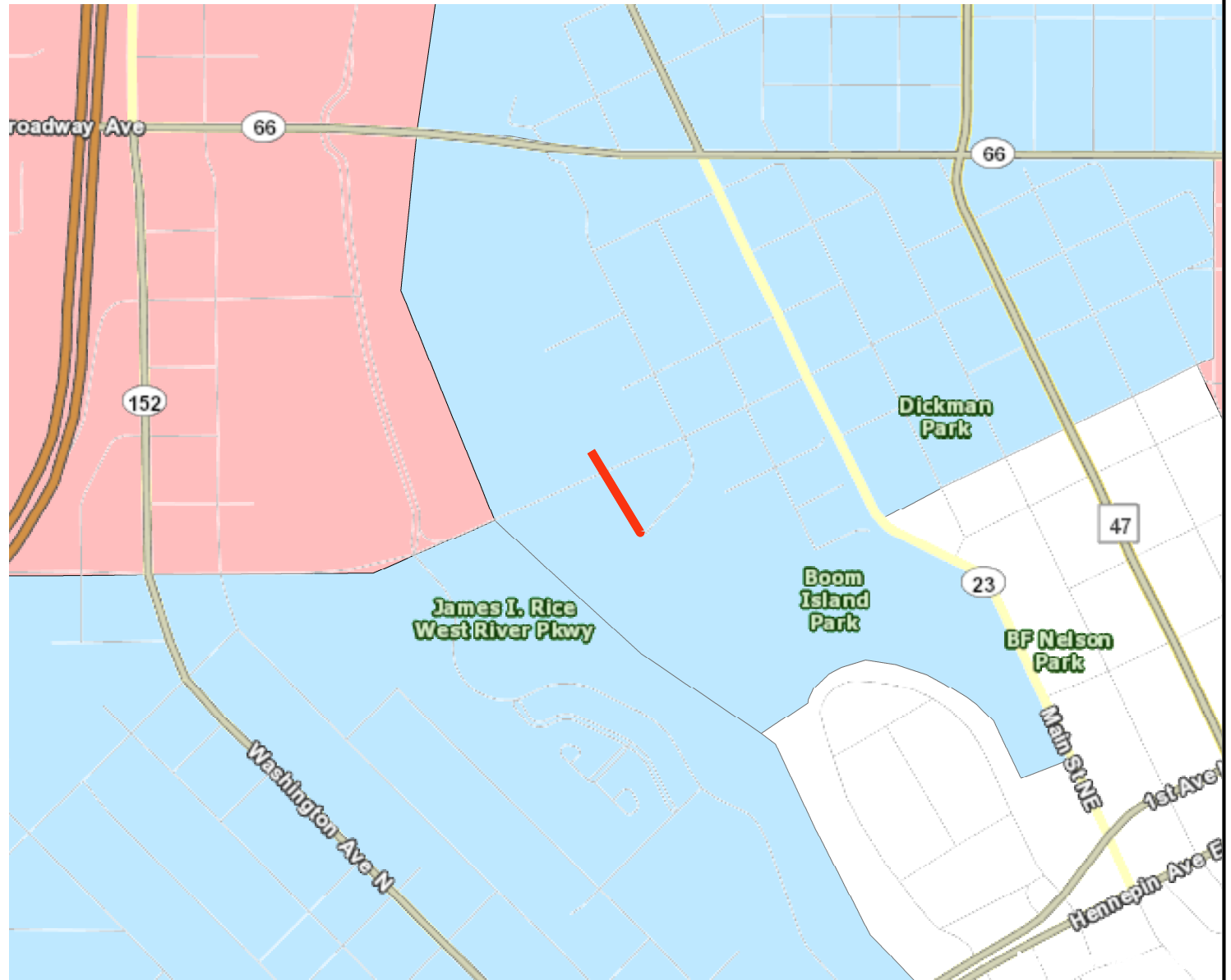


# Socio-Economic Conditions

## Results

Total of publicly subsidized rental housing units in census tracts within 1/2 mile: 1860

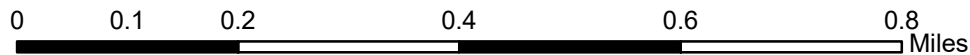
Project located in census tract(s) that are ABOVE the regional average for population in poverty or population of color.



— Lines

Regional Environmental Justice Area

Area of Concentrated Poverty



Created: 3/24/2022  
LandscapeRSA2



For complete disclaimer of accuracy, please visit  
<http://giswebsite.metc.state.mn.us/gisite/notice.aspx>



HENNEPIN COUNTY  
MINNESOTA

March 25, 2022

Elaine Koutsoukos - TAB Coordinator  
Metropolitan Council  
390 North Robert Street  
St. Paul, MN 55101

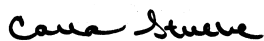
Re: Support for 2022 Regional Solicitation Application  
East Bank Bikeway Project – At Plymouth Avenue/Sibley Street/8th Avenue NE

Dear Ms. Koutsoukos,

Hennepin County has been notified that the Minneapolis Park and Recreation Board is submitting an application for funding as part of the 2022 Regional Solicitation through the Metropolitan Council. The proposed project is the East Bank Bikeway Project that is anticipated to include various treatments to improve walking and biking across Plymouth Avenue between Boom Island Park and the future Graco Park. In addition, these improvements will complement the county's future vision of CSAH 23 (Marshall Street NE) that includes consideration for a protected bikeway facility that extends parallel to the nearby Mississippi River.

At this time, Hennepin County has no funding programmed for this project in its 2022-2026 Transportation Capital Improvement Program (CIP). Therefore, county staff is currently unable to commit county cost participation in this project. We look forward to working together to improve the accessibility, safety, and mobility of people walking and biking throughout Northeast Minneapolis.

Sincerely,



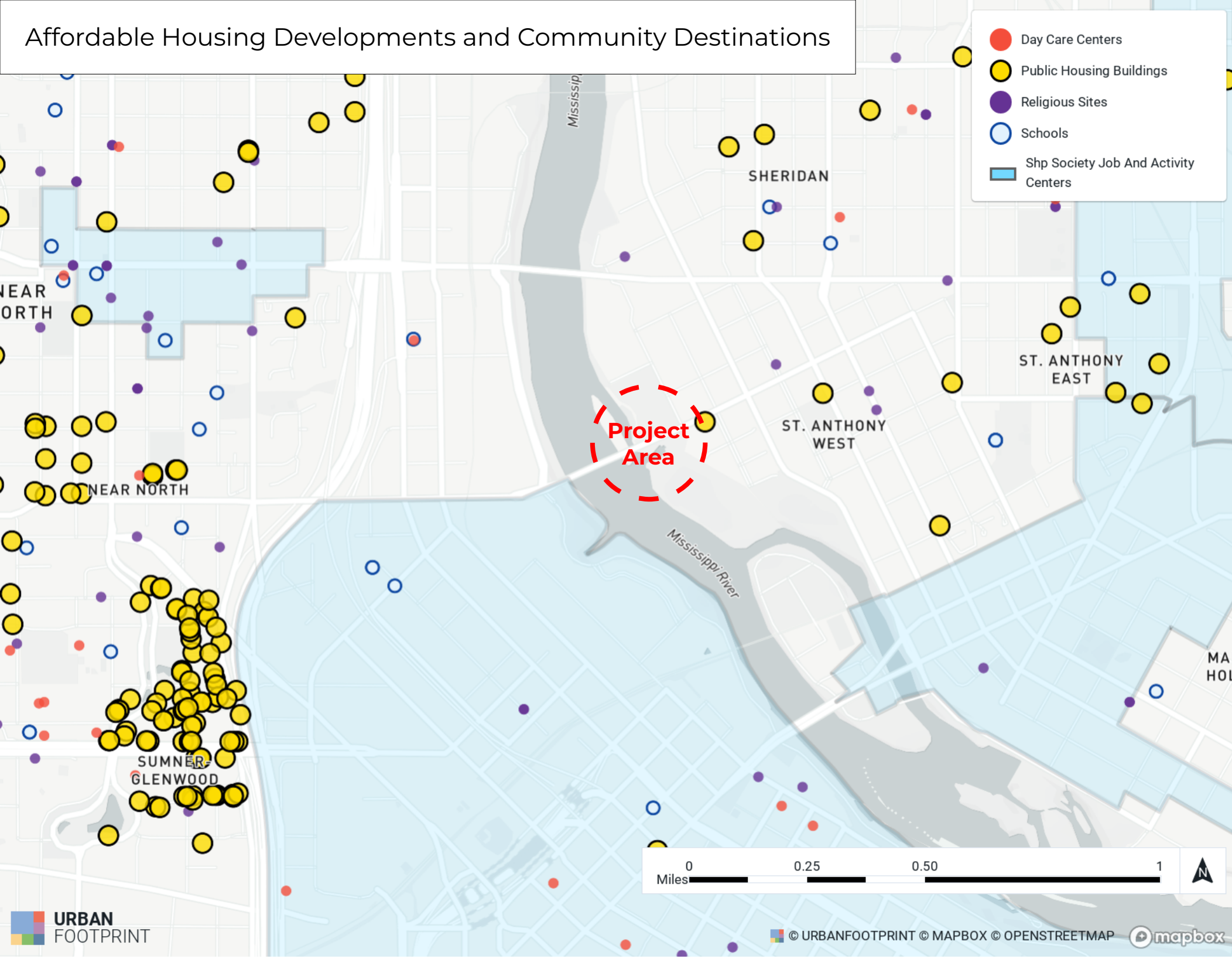
Carla Stueve, P.E.  
Transportation Project Delivery Director and County Engineer

cc: Jason Pieper, P.E. – Capital Program Manager

Hennepin County Public Works  
1600 Prairie Drive | Medina, MN  
612-596-0356 | hennepin.us

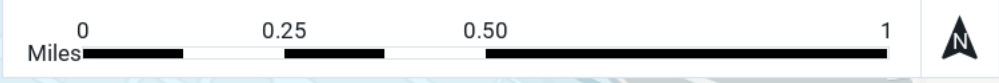


# Affordable Housing Developments and Community Destinations



- Day Care Centers
- Public Housing Buildings
- Religious Sites
- Schools
- Shp Society Job And Activity Centers

Project Area





## **Resolution 2022-152**

### **Resolution Approving Submission of an Application for Federal Transportation Funds through Metropolitan Council's 2022 Regional Solicitation Program and Authorizing the Commitment of Local Funds to Provide the Required Match for Federal Funding for the East Bank Trail Connections Project, Part of Above the Falls Regional Park and Central Mississippi Riverfront Regional Park**

Whereas, The Minneapolis Park & Recreation Board (MPRB) is the steward of Minneapolis parks and lakes;

Whereas, The Board of Commissioners approved a schematic design for a park at the former Scherer Brothers Lumber Company site as a part of RiverFirst, which included directions for the development of the park, known as Graco Park, and Hall's Island;

Whereas, The design of the new park has been underway since 2021;

Whereas, It is necessary as part of the new park project to create a safe and welcoming East Bank Trail connection between Graco Park, part of the Above the Falls Regional Park, and Boom Island, part of the Central Mississippi Riverfront Regional Park;

Whereas, The Metropolitan Council has made available federal transportation funding through the 2022 Regional Solicitation Funds;

Whereas, MPRB is eligible to apply for these funds for the East Bank Trail Connection to build an underpass, intersection improvements, trail connections, and a pedestrian and bike bridge over the Boom Island Marina; and

Whereas, This resolution is supported by Parks for All, the MPRB Comprehensive Plan 2021-2036, which envisions in Goal 5 to "Expand Focus on Heath Equity," Goal 4 to "Work from our strengths and determine our role in partnerships," and Goal 9 to "Operate a financially sustainable enterprise;"

**RESOLVED**, That the Board of Commissioners approves submission of an application for federal transportation funds through Metropolitan Council's 2022 Regional Solicitation Program and authorizes the commitment of local funds to provide the required match for federal funding for the East Bank Trail Connections Project, Part of Above the Falls Regional Park and Central Mississippi Riverfront Regional Park;

**RESOLVED**, That the President and Secretary of the Board are authorized to take all necessary administrative actions to implement this resolution.



TO: Administration & Finance Committee

FROM: Michael Schroeder, Assistant Superintendent, Planning

DATE: March 23, 2022

SUBJECT: Resolution Approving Submission of an Application for Federal Transportation Funds through Metropolitan Council's 2022 Regional Solicitation Program and Authorizing the Commitment of Local Funds to Provide the Required Match for Federal Funding for the East Bank Trail Connections Project, Part of Above the Falls Regional Park and Central Mississippi Riverfront Regional Park

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## **BACKGROUND**

The Minneapolis Park and Recreation Board (MPRB) is developing an application for the 2022 Regional Solicitation for Federal Transportation Funds in response to the current Metropolitan Council solicitation. This request includes a summary of the eligible project areas, a brief description of projects, an estimate of requested amounts, and the minimum local match. Each project requires a minimum 20% local match for construction in addition to the costs for design, engineering, administration, and right-of-way acquisition. These applications will maximize the use of federal funding.

The 2020 Regional Solicitation for federal transportation funding is part of Metropolitan Council's federally required continuing, comprehensive, and cooperative transportation planning process for the Twin Cities Metropolitan Area. The funding program and related rules and requirements are established by the U.S. Department of Transportation and administered locally through collaboration with the Federal Highway Administration, the Federal Transit Administration, and the Minnesota Department of Transportation. Applications are grouped into three primary modal evaluation categories as provided by the Metropolitan Council, and MPRB plans to apply for the "Multiuse Trails and Bicycle Facilities" subcategory.

MPRB is recommending the submittal of an application as part of the Graco Park design project (*Attachment A*). The funding would support bike and pedestrian facilities to assist with intersection improvements between Graco Park and Boom Island at the intersection of Sibley Street and 8<sup>th</sup> Avenue NE, Minneapolis MN, as well as an underpass beneath the Plymouth Avenue Bridge, and a new trail connection and bike and pedestrian bridge over the marina in Boom Island Park.

This project will provide safe, accessible on- and off-street connections to a network of non-motorized facilities for bicyclists and pedestrians at Sibley Street and 8<sup>th</sup> Avenue NE where it meets the Plymouth Avenue Bridge, providing a safer connection between two regional parks.



MPRB is developing a new park north of the Plymouth Avenue Bridge called Graco Park, part of the Above the Falls Regional Park Master Plan. MPRB has been working with a design team since spring of 2021 to design the park and has gathered feedback from the community and researched opportunities and constraints at the site. As part of the park design and construction, intersection improvements and safe passage under Plymouth Avenue have been identified as a key connector of Graco Park to the City-street network and to the neighboring Boom Island Park, part of the Central Riverfront Regional Park. The new facilities will meet current MPRB, City, and State Aid design and safety standards, including signage, paving, grading, and striping. A phased construction approach is planned for Graco Park. Work is tentatively planned to start in late 2022 or early 2023.

The following budget outlines the entire park project budget that includes grading of the site, site, trail, and underpass design. The local match will be provided through the following Graco Park funding and accrued Park Dedication Fees. The project budget for the East Bank Trail Connection is in development.

<b>Funding Source</b>	<b>Amount</b>
Graco Donation	\$3,027,700.00
East bank Trail Returned Payment	\$622,300.00
Sale of Scherer Site	\$1,093,525.00
Parkland Dedication	\$150,000.00
Flood Barrier	\$100,000.00
Capital Levy (AP681)	\$497,532.13
2021 Parks & Trails(8th & Sibley)	\$250,000.00
2021 Parks & Trails(Budget)	\$1,023,000.00
Met Council (SG22059)	\$680,876.46
Met Council (SG12267)	\$995,322.85
Met Council (SG11356)	\$475,877.15
2021 Regional Park Funds	\$573,000.00
East Bank Trail Connection	\$350,000.00
Creation Space Funds	\$300,000.00
<b>Total</b>	<b>\$10,139,133.39</b>

## **RECOMMENDATION**

Staff recommends that the Board of Commissioners approve submission of an application for federal transportation funds through Metropolitan Council's 2022 Regional Solicitation Program and authorizes the commitment of local funds to provide the required match for federal funding





for the East Bank Trail Connections Project, part of Above the Falls Regional Park and Central Mississippi Riverfront Regional Park.

This action is supported by the following goals and strategies in Parks for All, the MPRB Comprehensive Plan 2021-2036:

- Goal 4:** Work from our strengths and determine our role in partnership.
- Strategy 8:** Create system-wide connections to and through parks for pedestrians, cyclists, and transit riders based on master plans and in collaboration with agency partners.
  
- Goal 5:** Expand focus on health equity
- Strategy 3:** Support year-round, multimodal, vehicular, non-motorized, and shared mobility options that create safe recreation and commuter access to and through parks and the Grand Rounds through infrastructure, filling trail gaps, traffic calming, maintenance, promotion, crash reduction, and education on trail protocols.
  
- Goal 9:** Operate a financially sustainable enterprise
- Strategy 6:** Diversify funding streams to leverage existing funding with grants, site-specific revenue generations, sponsorship, and public/private partnerships through an equity lens.

# Transit Connections

Multiuse Trails and Bicycle Facilities Project: Graco Park Trail Connection | Map ID: 1648148135293

## Results

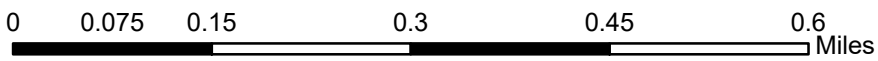
Transit with a Direct Connection to project:  
-- NONE --

\*indicates Planned Alignments

Transit Market areas: 1



- |  |                            |  |                             |  |                             |  |                             |  |                           |
|--|----------------------------|--|-----------------------------|--|-----------------------------|--|-----------------------------|--|---------------------------|
|  | Project Points             |  | Commuter Rail               |  | Arterial Bus Rapid Transit  |  | Undetermined                |  | Light Rail                |
|  | Project                    |  | Dedicated Bus Rapid Transit |  | Dedicated Bus Rapid Transit |  | Arterial Bus Rapid Transit  |  | Modern Streetcar          |
|  | Project Area               |  | Highway Bus Rapid Transit   |  | Highway Bus Rapid Transit   |  | Commuter Rail               |  | Undetermined              |
|  | Active Stop                |  | Light Rail                  |  | Light Rail                  |  | Dedicated Bus Rapid Transit |  | Highway Bus Rapid Transit |
|  | Arterial Bus Rapid Transit |  | Arterial Bus Rapid Transit  |  | Transit Routes              |  | Modern Streetcar            |  |                           |



Created: 3/24/2022  
LandscapeRSA3

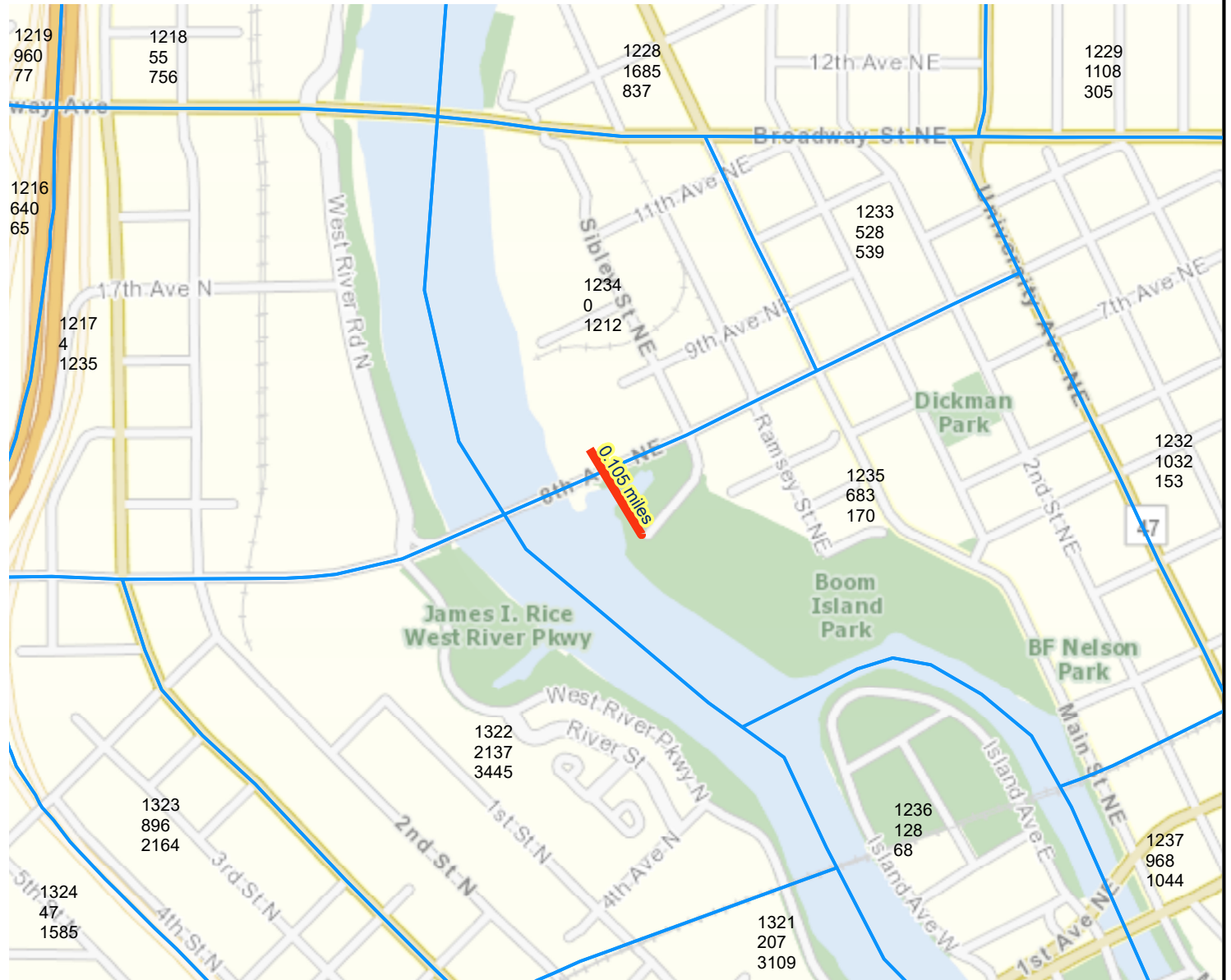


For complete disclaimer of accuracy, please visit  
<https://giswebsite.metc.state.mn.us/gis/site/notice.aspx>



# Population/Employment Summary

Multiuse Trails and Bicycle Facilities Project: Graco Park Trail Connection | Map ID: 1648148135293



## Results

Within ONE Mile of project:  
 Total Population: 36227  
 Total Employment: 111582

-  Project Points
-  Project Area
-  Project
-  2016 TAZ



Created: 3/24/2022  
 LandscapeRSA4



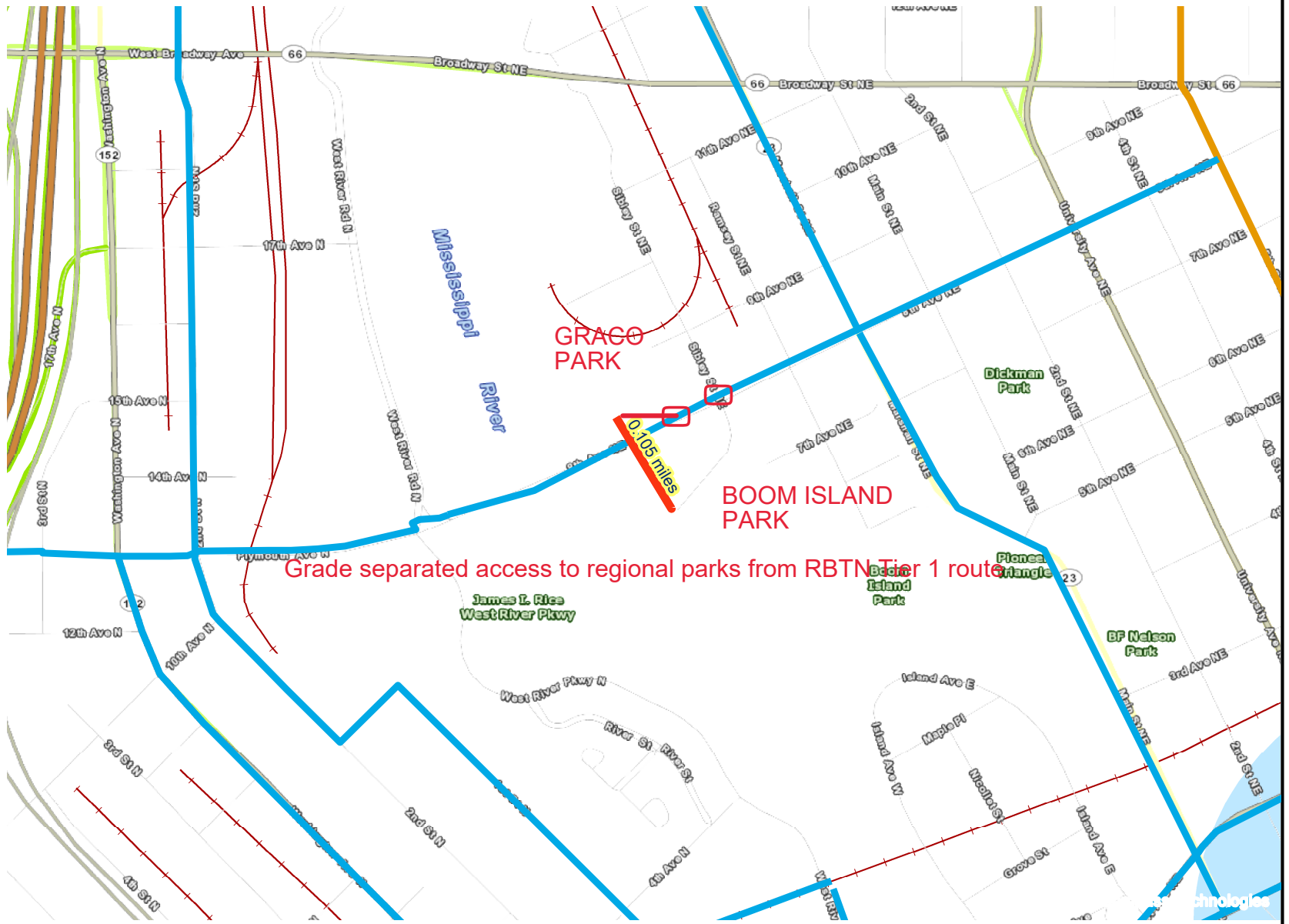
For complete disclaimer of accuracy, please visit  
<https://giswebsite.metc.state.mn.us/gis/site/notice.aspx>



# Project to RBTN Orientation

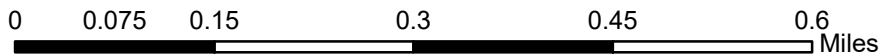
## Results

Project NOT IN Regional Bicycle Transportation Corridor.



Grade separated access to regional parks from RBTN Tier 1 route

- Project
- Principal Arterials
- RBTN Tier 1
- RBTN Tier 1 Alignment
- Minor Arterials
- RBTN Tier 2
- RBTN Tier 2 Alignment
- + + + Railroads



Created: 3/24/2022  
LandscapeRSA6



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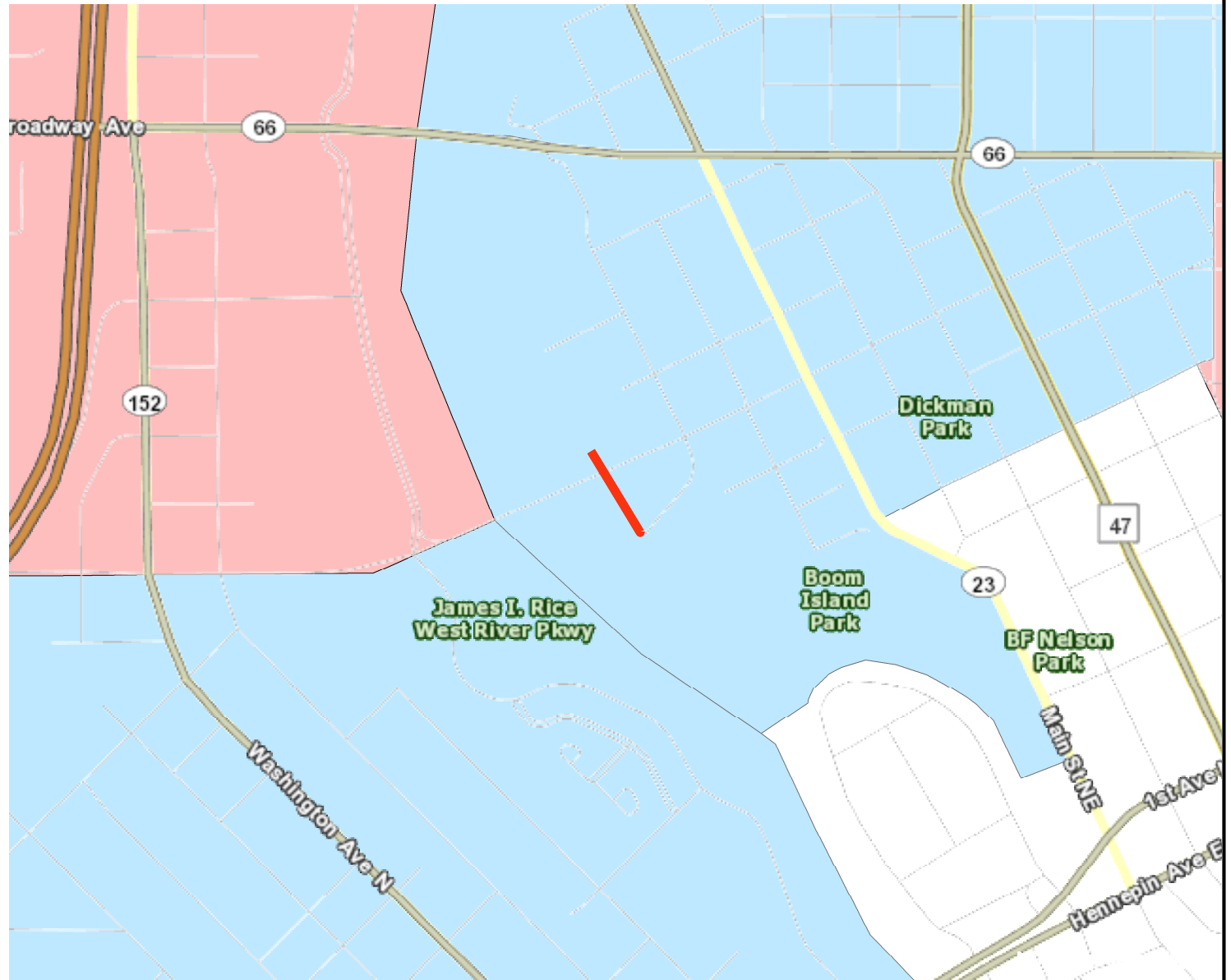


# Socio-Economic Conditions

## Results

Total of publicly subsidized rental housing units in census tracts within 1/2 mile: 1860

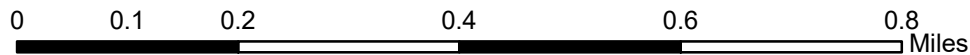
Project located in census tract(s) that are ABOVE the regional average for population in poverty or population of color.



— Lines

Regional Environmental Justice Area

Area of Concentrated Poverty



Created: 3/24/2022  
LandscapeRSA2



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# United States Department of the Interior

NATIONAL PARK SERVICE  
Mississippi National River and Recreation Area  
111 E. Kellogg Blvd., Ste 105  
St. Paul, Minnesota 55101-1256

April 5, 2022

Michael Schroeder  
Assistant Superintendent of Planning  
Minneapolis Park and Recreation Board  
2117 West River Road  
Minneapolis, MN 55411

RE: 2022 Regional Solicitation – Minneapolis Park East Bank Trail Connection

Dear Mr. Schroeder:

The National Park Service (NPS) acknowledges Minneapolis Park and Recreation Board's federal funding request for reconstruction of the East Bank Trail at the Plymouth Avenue Bridge. The Mississippi National River and Recreation Area (MNRRA) believes this project will improve transportation safety within the designated boundary of MNRRA.

Congress designated MNRRA in 1988 to preserve, protect, and enhance the resources of the Mississippi River in the Twin Cities metro area. As stated in MNRRA's Comprehensive Management Plan, it is a park goal to "provide pedestrian/bicycle paths to connect the river to the downtowns, neighborhood areas, and parks and open spaces." Two trail improvements planned by Minneapolis Park and Recreation Board enhance this park goal.

(1) Currently the only crossing of Plymouth Avenue near the river's east bank is a road crossing at Sibley Street and 8<sup>th</sup> Avenue NE. Proposed intersection improvements, including narrowing of the intersection to slow traffic and reduce the length of the pedestrian crossing will create a safer route for pedestrians and cyclists, the volume of which would be expected to increase with the installation of Graco Park. (2) The proposed underpass of Plymouth Avenue Bridge near the boat launch would greatly enhance safety and connectivity between Boom Island Park and Graco Park nearest the river. It is ideal when people using non-motorized transportation do not have to cross traffic to cross a road.

The National Park Service looks forward to the completion of this project and enhanced access to the Mississippi River.

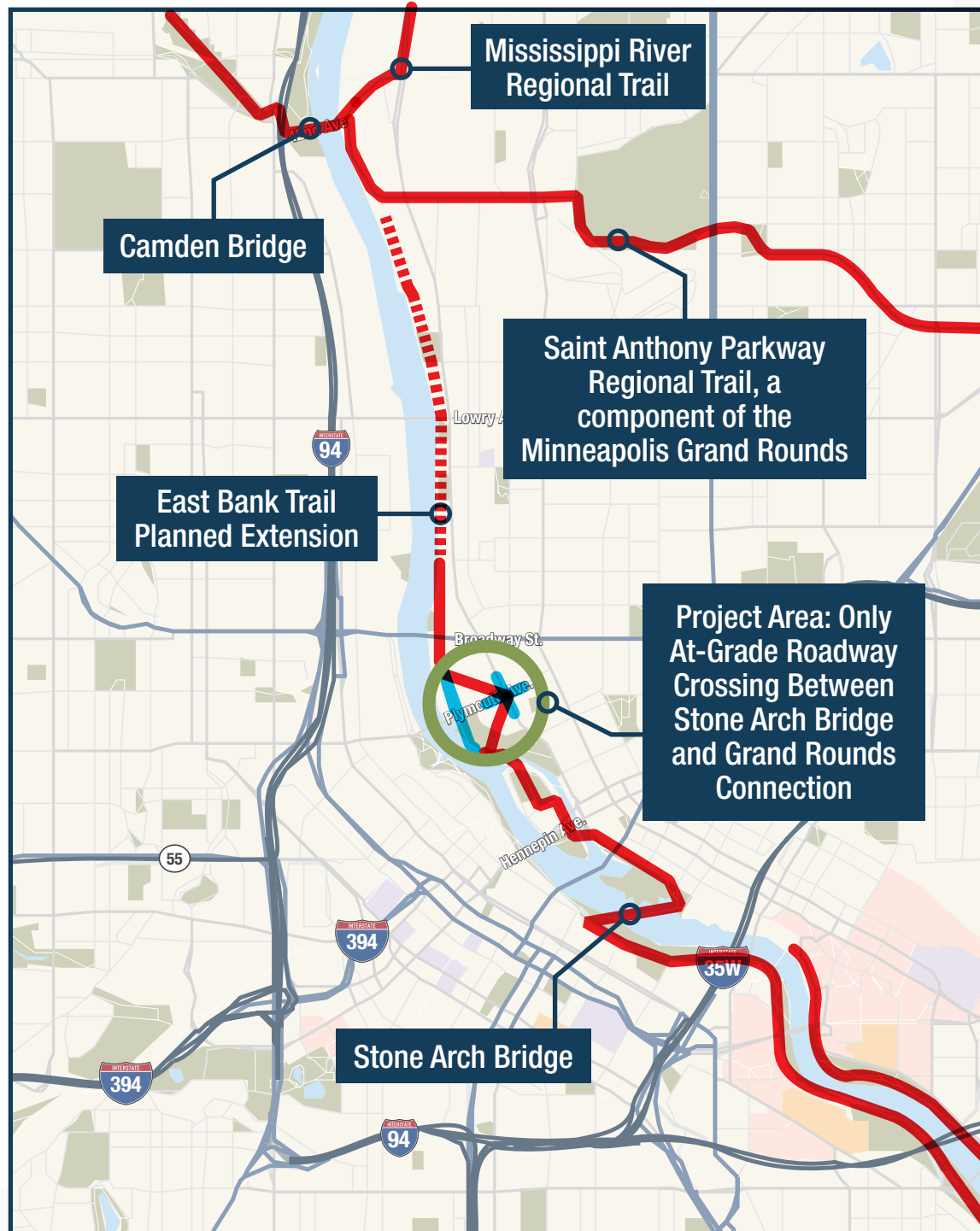
Sincerely,

Matthew Tucker Blythe  
Superintendent



*Project improvements include realignment of East Bank Trail towards the riverfront via an underpass of Plymouth Avenue, new bridge over the Boom Island Marina and dedicated trail through plaza area. Intersection improvements are designed to enhance crossing safety, calm vehicular speeds and provide a gateway to the riverfront regional park system.*

Map illustrates location of improvements along the 4.6 mile East Bank Trail corridor.







# EAST BANK TRAIL GAP IMPROVEMENTS

2022 Regional Solicitation



Minneapolis  
Park & Recreation Board



*East Bank Trail existing intersection with Plymouth Avenue obscured by transmission towers. Intersection design will mitigate sightline issues through curblin shifts, reduce crossing distance from 52 to 26 feet and incorporate overhead crossing signage and RRFBs to enhance crosswalk visibility and safety of trail users.*



**EAST BANK TRAIL  
GAP IMPROVEMENTS**  
2022 Regional Solicitation



**Minneapolis**  
Park & Recreation Board



*View looking north from existing marina bridge illustrating existing substandard width and non-compliant wooden deck. Proposed underpass to be constructed approximately where existing stairway is located. New accessible connections from Plymouth Avenue sidewalks and underpass/park trails are included with the project.*



## EAST BANK TRAIL GAP IMPROVEMENTS 2022 Regional Solicitation

### Project Name

East Bank Trail Gap Improvements

### City Where Project is Located:

Minneapolis

### Applicant and Contact:

Minneapolis Park and Recreation Board  
Carrie Christensen,  
Senior Planner

### County Where Project is Located:

Hennepin

☎ 612-230-6540

✉ cchristensen@minneapolisparcs.org

### Requested Award Amount:

\$2.56M

### Total Project Cost:

\$3.20M

## PROJECT BENEFITS

The benefits of completing this project include:

- Removal of the only at-grade arterial roadway crossing along the 4.6 mile East Bank Trail corridor
- Improved alignment of the East Bank Trail with better adjacency to the riverfront commensurate with the goals of the MPRB Above the Falls regional park system and the Mississippi National River and Recreation Area goals of connecting people to the river.
- Enhance the connectivity and synergy between Boom Island Park and Graco Park by providing safe and convenient connections.
- Provides Tier 1 RBTN users along Plymouth Avenue and 8th Street safe access to the East Bank Trail and regional parks.
- Intersection improvements will create a more visible gateway to the waterfront and encourage passers-by to utilize the regional park system.
- Intersection improvements will tend to calm traffic speeds along the busy Plymouth Avenue corridor.

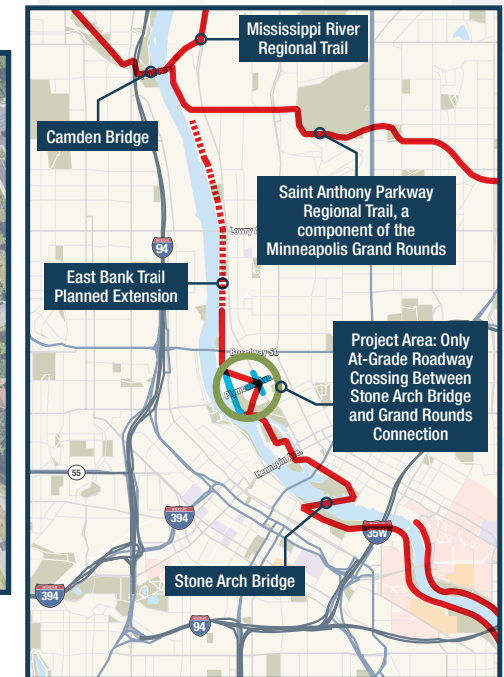
## Project Overview

The East Bank Trail corridor extends 4.6 miles along the Mississippi River from the Stone Arch Bridge in downtown Minneapolis to the Camden Bridge in northeast Minneapolis. Three miles of the trail corridor are currently in place while the remaining 1.6 miles are planned to be constructed in conjunction with ongoing riverfront land acquisition activities by MPRB. The proposed project is located where the trail crosses Plymouth Avenue (10,000 ADT) which represents the only at-grade roadway crossing of the trail corridor. The MPRB is currently completing plans for the development of Graco Park north of Plymouth Avenue which will function as a 9-acre companion to the established Boom Island Regional Park located south of Plymouth Avenue. Pedestrian and cycle traffic between the two regional parks as well as bike and pedestrian traffic utilizing the East Bank Trail for longer trips is expected to increase from 200 per day to 2,000 per day at Plymouth Avenue. All pedestrians and cyclists will be required to cross Plymouth Avenue at Sibley Street at-grade without the proposed improvements.

The project provides an alternate alignment for the East Bank Trail which shifts the trail closer to the Mississippi River in the vicinity of Plymouth Avenue and includes a trail underpass of the roadway, a new wider trail bridge over the Boom Island Marina and a dedicated trail facility through the Boom Island Marina plaza area to the south of the marina. The project also includes safety improvements at the intersection of Plymouth Avenue and Sibley Street to enhance the visibility of pedestrians and calm traffic speeds through this intersection. Plymouth Avenue serves as a Tier 1 RBTN route and includes on-street bike lanes and sidewalk facilities on both sides of the roadway. The proposed underpass and intersection improvements will provide users of the Tier 1 RBTN facility a safe means of crossing Plymouth Avenue and accessing the regional parks as well as the East Bank Trail.



*Project improvements include realignment of East Bank Trail towards the riverfront via an underpass of Plymouth Avenue, new bridge over the Boom Island Marina and dedicated trail through plaza area. Intersection improvements are designed to enhance crossing safety, calm vehicular speeds and provide a gateway to the riverfront regional park system.*



*Map illustrates location of improvements along the 4.6 mile East Bank Trail corridor.*

Support for Minneapolis Park & Recreation Board  
Regional Solicitation Application

Dear Mr. Schroeder:

The Minneapolis Park & Recreation Board has requested a letter of support for a grant application as part of the Regional Solicitation process, by which the Metropolitan Council competitively allocates federal transportation funds. As a part of this request, Minneapolis conducted a review of completed plans, studies, and community engagement, as well as documented priorities and adopted policies to identify which projects to support. This project will provide safe, accessible on and off-street connections to a network of non-motorized facilities for bicyclists and pedestrians and will provide a safer connection between two regional parks. These improvements, including updates at the intersection of Sibley Street and 8<sup>th</sup> Ave NE, offer opportunities to address some of the greatest safety and mobility needs within Minneapolis and are a critical part of the city's goal to address climate change, support mode shifts, and eliminate deaths and severe injuries resulting from traffic crashes.

Minneapolis hereby supports the following application:

**Multiuse Trail and Bicycle Facilities**

- East Bank Trail Regional Trail and Intersection Improvements: Above the Falls Regional Park to the Central Mississippi Riverfront Regional Park and the Sibley St and 8<sup>th</sup> Ave NE intersection.

Minneapolis is currently unable to commit cost participation on this project. However, we request that the Minneapolis Park & Recreation Board includes city staff as part of the design process to ensure project success. Furthermore, Minneapolis assumes that current maintenance agreements will remain in place.

Thank you for making us aware of this application effort and the opportunity to provide support. Minneapolis Public Works looks forward to working with you on these projects.

Sincerely,



Margaret Anderson Kelliher  
Director of Public Works  
City of Minneapolis



## Minneapolis Park & Recreation Board

**Administrative Offices**  
2117 West River Road North  
Minneapolis, MN 55411-2227

**Northside Operations Center**  
4022 1/2 North Washington Avenue  
Minneapolis, MN 55412-1742

**Southside Operations Center**  
3800 Bryant Avenue South  
Minneapolis, MN 55409-1000

**Phone**  
612-230-6400

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[www.minneapolisparcs.org](http://www.minneapolisparcs.org)

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Elizabeth Shaffer  
Becka Thompson

**Superintendent**  
Al Bangoura

**Secretary to the Board**  
Jennifer B. Ringold

March 14, 2022

Ms. Elaine Koutsoukos  
Metropolitan Council  
390 North Robert Street  
St. Paul, Minnesota 55101

Re: 2022 Regional Solicitation Applications

Dear Ms. Koutsoukos,

The Minneapolis Park and Recreation Board is submitting an application for the 2022 Regional Solicitation for Federal Transportation Funds. The applications and the required matching funds have been authorized by the Minneapolis Park and Recreation Board as described in the March 23, 2022 and April 6, 2022 Board meetings. The Park Board is submitting an application for the East Bank Trail Connections project and commits to operate and maintain these facilities through their design life.

The specific application is described in the attached Minneapolis Park and Recreation Board resolution. Thank you for the opportunity to submit this application.

Sincerely,

Michael Schroeder

Assistant Superintendent of Planning  
Minneapolis Park and Recreation Board

Accredited



since 2010

Minneapolis Park and Recreation Board

By: Meg Foney

Its: President

Date: 4/6/2022

By: Jeffrey Engel

Its: Secretary

Date: 4/6/2022