



## **Request for City Council Committee Action From the Department of Public Works**

**Date:** February 14, 2008  
**To:** Honorable Robert Lilligren, Chair, Committee of the Whole  
**Referral:** None

**Subject:** **Interstate 35W Bridge – Access Tunnel under I-35W  
(State Project 2783-120)**

### **Recommendation:**

Given the Public Works conclusions and if the City Council desires to cost participate in the I-35W Bridge reconstruction project to facilitate the implementation of the proposed access tunnel that could later allow for the Bridge 9 Trail extension, then the following actions could be taken:

- a. Authorize Public Works to negotiate with MnDOT a cost participation in the I-35W Bridge that enables MnDOT and its contractor to install an access tunnel under the freeway. The City's contribution will be from Municipal State Aid (MSA) funds, shall not exceed \$1,200,000, and shall be a fair and comparative cost for such work.
- b. Authorize proper city officials to enter into an agreement with MnDOT to effectively address the appropriate cost participation needs.
- c. Amend the Capital Budget 2008 Resolution 2007R-645 to establish a new I-35W Bridge Reconstruction Program utilizing Capital Project number TR018 for 2008 in the amount of \$1,200,000.
- d. Request appropriation increase in the amount of \$1,200,000 to Fund/Department 04100-9010000 Project TR018 and revenue source 321514 (MSA) in the amount of \$1,200,000.
- e. Re-allocate Municipal State Aid (MSA) funds in the amount of \$1,200,000 from TR013 (Railroad Safety Program) to TR018 (I-35W Bridge Reconstruction Program) in 2008. Decrease appropriation in 04100-9010000 project TR013 by \$1,200,000.

### **Previous Directives:**

- February 1, 2008 – Council approved actions regarding Flatiron-Manson use of city lands
- October 5, 2007 – Council Resolution 2007R-505 approved actions regarding Project Review (Municipal Consent)
- August 31, 2007 – Council approved changes to the City's standard "Right of Entry" permit, extending the termination date for a permit issued to MnDOT for access to City-owned land

**Prepared by:** Jon Wertjes, P.E., PTOE, Director, Traffic and Parking Services (673-2614)  
**Approved by:**

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Steve Kotke, P.E., City Engineer, Director of Public Works

**Presenters:** Steve Kotke/Jon Wertjes

**Financial Impact** (Check those that apply)

- No financial impact - or - Action is within current department budget (If checked, go directly to Background/Supporting Information)
- Action requires an appropriation increase to the Capital Budget
- Action requires an appropriation increase to the Operating Budget
- Action provides increased revenue for appropriation increase
- Action requires use of contingency or reserves
- Business Plan:  Action is within the plan.  Action requires a change to plan.
- Other financial impact (Explain):
- Request provided to department's Finance Dept. contact when provided to the Committee Coordinator

**Community Impact**

Neighborhood Notification: none at this time  
City Goals: Maintain the physical infrastructure to ensure a healthy, vital and safe city  
Comprehensive Plan: Project is not part of the City Comprehensive Plan.  
Zoning Code: Not Applicable

**Background Information**

As part of the proposed Bridge 9 pedestrian/bicycle extension/tunnel under the re-built I-35W freeway, Public Works has reviewed and considered the following information:

- Proposed project concept map (Exhibit A)
- TPW letter dated 9/25/07 with City staff analysis and conclusions (Exhibit B)
- City Council Resolution 2007R-505 dated October 5, 2007 (Exhibit C)
- Governor and MnDOT letters (Exhibit D)
- MnDOT Pedestrian Tunnel letter dated January 18, 2008 (Exhibit E)
- Public Works letter to FHWA dated January 31, 2008 (Exhibit F)

Excerpts from these documents have been appropriately highlighted to show the specific references related to this proposed Bridge 9 Trail extension/tunnel.

Public Works has worked with MnDOT and the bridge contractor (Flatiron-Manson Joint Venture) to develop the proposed access tunnel and move the concept along towards implementation. The contractor has provided a preliminary cost estimate for the tunnel only (primarily a box culvert with no trail provisions) at \$1.392 million. Both MnDOT and Public

Works view this as high estimate and have determined a more realistic cost estimate for the tunnel is in the range of \$750,000 to \$1,200,000.

Given these cost estimates, the proposed access tunnel would need approximately \$500,000 to \$1,200,000 in City funding depending on other potential funding sources. Public Works has had discussions with both FHWA and MnDOT representatives to understand their ability to assist in funding. FHWA will be sending a formal written response to the Public Works letter. However in the interim, FHWA has verbally stated that the proposed tunnel is a "betterment" and not eligible for Federal Emergency Relief funding that is being used to rebuild the bridge. FHWA also indicated that other federal funding may be available. Public Works understanding of such federal funding is that they require appropriate application and approvals prior to use of such funds. Thus, the proposed tunnel project timing would not allow for the use of these other federal funds.

MnDOT has indicated some willingness to contribute but would be limited to covering design and administered costs.

Public Works has reviewed the available city funding sources (capital and operating) to determine if resources are available. Public Works has determined that some Municipal State Aid (MSA) funds could be available. After further discussions with MnDOT, it was determined that MSA funds could be used by the City.

The source of the available 2008 MSA funds is the Railroad Safety Program (TR013). Such funds are available because the Railroad Safety Program has available funds now in 2008 but these funds will need to be replaced in future years, 2009-2013, for continued program implementation.

Public Works has determined that the proposed Bridge 9 tunnel project does not rise above the other programmed funding needs and priorities. Other needs and priorities for MSA funds are the preservation of the existing transportation systems such as street construction, overlay paving program, traffic signals, and pedestrian improvements.

### **Conclusion**

The proposed Bridge 9 Trail access tunnel project could be an asset to the city overall pedestrian and bicycle systems. However, the Bridge 9 Trail access tunnel project is not the highest Public Works infrastructure priority. Public Works has examined various funding resources (federal, state and city) and has determined that some MnDOT funding may be available and up to \$1.2 million in 2008 MSA funds could be available.

### **Recommendation**

Given the above conclusions and if the City Council desires to cost participate in the I-35W Bridge reconstruction project to facilitate the implementation of the proposed access tunnel that could later allow for the Bridge 9 Trail extension, then the following actions could be taken:

- a. Authorize Public Works to negotiate with MnDOT a cost participation in the I-35W Bridge that enables MnDOT and its contractor to install an access tunnel under the freeway. The City's contribution will be from Municipal State Aid (MSA) funds, shall not exceed \$1,200,000, and shall be a fair and comparative cost for such work.
- b. Authorize proper city officials to enter into an agreement with MnDOT to effectively address the appropriate cost participation needs.

- c. Amend the Capital Budget 2008 Resolution 2007R-645 to establish a new I-35W Bridge Reconstruction Program utilizing Capital Project number TR018 for 2008 in the amount of \$1,200,000.
- d. Request appropriation increase in the amount of \$1,200,000 to Fund/Department 04100-9010000 Project TR018 and revenue source 321514 (MSA) in the amount of \$1,200,000.
- e. Re-allocate Municipal State Aid (MSA) funds in the amount of \$1,200,000 from TR013 (Railroad Safety Program) to TR018 (I-35W Bridge Reconstruction Program) in 2008. Decrease appropriation in 04100-9010000 project TR013 by \$1,200,000.

**Exhibits:**

- A. Proposed project concept map (Exhibit A)
- B. TPW letter dated 9/25/07 with City staff analysis and conclusions (Exhibit B)
- C. City Council action October 5, 2007 (Exhibit C)
- D. Governor and MnDOT letters (Exhibit D)
- E. MnDOT Pedestrian Tunnel letter dated January 18, 2008 (Exhibit E)
- F. Public Works letter to FHWA dated January 31, 2008 (Exhibit F)

**Resolution** \_\_\_\_\_

\_\_\_\_\_ **author** \_\_\_\_\_

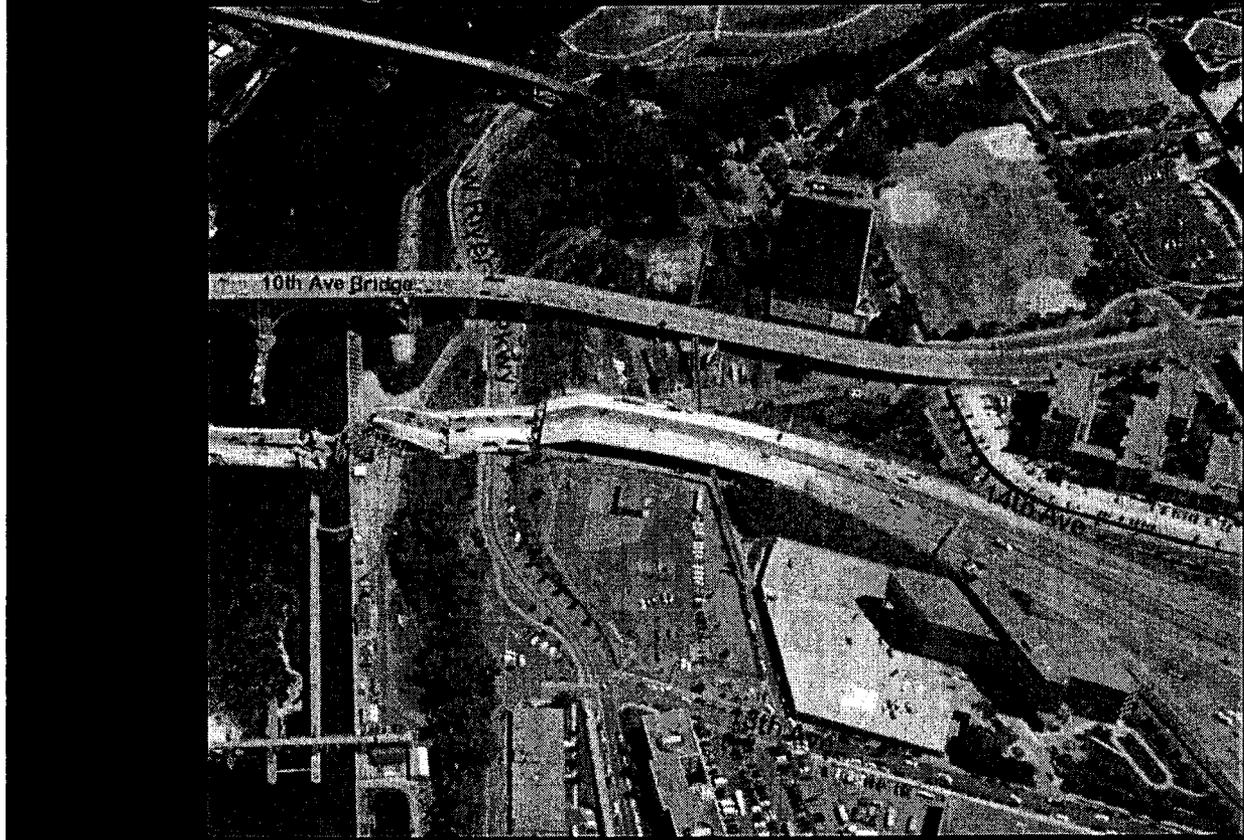
Resolved by the City Council of the City of Minneapolis

Amend the Capital Budget 2008 Resolution 2007R-645 to establish a new I-35W Bridge Reconstruction Program utilizing Capital Project number TR018 for 2008 in the amount of \$1,200,000.

Be it further resolved to appropriate an increase in the amount of \$1,200,000 to Fund/Department 04100-9010000 Project TR018 and revenue source 321514 (MSA) in the amount of \$1,200,000 by re-allocating Municipal State Aid (MSA) funds in the amount of \$1,200,000 from TR013 (Railroad Safety Program) to TR018 (I-35W Bridge Reconstruction Program) in 2008. Decrease appropriation in 04100-9010000 project TR013 by \$1,200,000.

## Exhibit A

# 35W -- Bridge 9 Trail Extension



## Exhibit B

### Excerpts from 9/25/2007 TPW letter on I-35W Bridge – Highway Project Review

#### 19<sup>th</sup> Avenue S and Bluff Street area

*MnDOT's final layout shows the new bridge will have approximately the same bridge abutment locations as the former bridge. However, the RFP provisions allow for the proposed bridge's south abutment to be moved northerly closer to West River Parkway. As such approximately 400 feet of additional retaining wall earthed-fill section most likely would be added to the project resulting in less bridge length and reduced project costs. In addition, the acquisition of these two streets for the project's storm water purposes potentially restricts the City's future flexibility to construction these streets and a trail in this location.*

*The City currently owns right-of-way on both sides of the freeway commonly referred to as Bluff Street. The City in the mid 1990s developed preliminary plans to build a future Bluff Street and trail under and through the former freeway bridge when funding and right-of-way could be obtained. Two Bluff Street alignments were focused on the pending Bridge 9 bike trail construction (that occurred in 1999/2000), access to adjacent parcels and factoring in current buildings, topography, and potentially available right-of-way. The collapse of the bridge, project's pending right-of-way acquisitions for storm*

water needs along with the above noted RFP provisions would effectively prevent the City from constructing a street or trail under the 35W.

Based on MnDOT discussions, contaminated soil, cost implications, and overall City infrastructure needs, Public Works does not recommend pursuing this Bluff Street connection under I-35W in this location. However, Public Works suggests a future loop Bluff Street from 19<sup>th</sup> to 20<sup>th</sup> Avenues would allow for future access and development opportunities in this area.

Current bicycle and pedestrian options to cross I-35W are either down grade to West River Parkway or upgrade grade to Washington Avenue. Both options are distant and difficult to traverse due to grades. A trail connection is still needed from Bridge 9 to 13<sup>th</sup> Avenue S.

Bridge 9 Trail Extension (under I-35W on the South Bank)

A trail connection is still needed from Bridge 9 to 13<sup>th</sup> Avenue S. Public Works recommends that a trail connection (tunnel) be incorporated into the I-35W project.

Discussions with MnDOT indicate that a cost participation agreement is needed to include this tunnel as part of the project. A City preliminary cost estimate for this tunnel (230 feet long, 20 feet wide and 16 feet high with appropriate foundations and wing walls) is about \$800,000. MnDOT believes this cost is closer to \$500,000.

Thus, the City requests that MnDOT develop, in cooperation with City Public Works, and take the appropriate next steps and actions to fund the appropriate project opening (tunnel) under I-35W that allows for a bicycle/pedestrian trail extension from Bridge 9 westerly to 13<sup>th</sup> Ave S. Such actions may include, but not limited to design, engineering, right-of-way acquisition, and construction implementation.

**Exhibit C**  
**Excerpts from 10/5/2007 City Council Resolution 2007R-505**  
**regarding the I-35W Bridge – Highway Project Review**

*Whereas section...*

7. The final layout would appear to preserve future south bank access and connection opportunities under the I-35W Bridge but the RFP provisions appear to eliminate access for trail connection on the south bank, creating barriers and potentially impairing the vitality of Minneapolis neighborhoods and the regional trail system for bicycle and pedestrian movement across I-35W.

*Therefore section...*

4. Develop alternatives, in cooperation with City Public Works, which include the appropriate project opening under I-35W that allows for a bicycle/pedestrian trail extension from Bridge 9 westerly to 13th Av S. Change the project final construction plans through on-going City Public Works discussions, and to fund the project's necessary design, engineering, right-of-way acquisition and construction actions to implement said agreed upon alternative that allows for the City, at a later date, to construct the trail;

**Exhibit D**  
**Excerpt from 9/25/2007 MnDOT letter**  
**regarding the I-35W Bridge – Highway Project Review**

*2) The City has requested that, "the new bridge allow for extension of the Bridge 9 bicycle trail on the south side of the bridge." Mn/DOT will accommodate this request in the project's final design, pending a cost participation agreement. When a cost participation agreement is reached, the design changes can be added to the project by contract addendum. Changes to the project layout, as submitted to the City for municipal consent approval, are not necessary to accommodate this request because cost agreements are not subject to the municipal consent process.*

**Exhibit E**  
**MnDOT Pedestrian Tunnel letter date 1/18/2008**

See attached PDF file

**Exhibit F**  
**Public Works letter to FHWA dated 1/31/2008**

See attached PDF file



**Minnesota Department of Transportation**

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**Metropolitan District**  
Waters Edge  
1500 West County Road B2  
Roseville, MN 55113

Date: January 18, 2008

Mr. Jon Wertjes  
City of Minneapolis  
233 City Hall  
350 South 5<sup>th</sup> St.  
Minneapolis, MN 55415

Subject: Pedestrian Tunnel - Request For Contract Change  
St. Anthony Falls Bridge (35W) Project  
SP 2783-120, I-35W, Over the Mississippi River, in the City of Minneapolis

Dear Mr. Wertjes:

At the request of the City of Minneapolis, Flatiron Manson (FMJV) has finalized their cost proposal for the design and construction of a pedestrian tunnel under I35W in the vicinity of northbound I35W station 212+50. The proposed costs are:

Design cost	\$180,000
Construction cost	\$796,000
Overhead	\$193,000
<u>Markup</u>	<u>\$223,000</u>
Total Estimated Cost	\$1,392,000

Scope of Services:

The scope of services covered by this cost estimate includes the following items.

Design and Integration with State Project 2783-120  
QA/QC Oversight  
SWPPP Design & Installation  
Coordination with utilities  
Installation of a 10 ft. by 20 ft. precast box culvert (12 ft. by 20 ft. for same cost, if desired)  
Installation of precast wingwalls  
Cast in-place Coping/Hidewalls (Tie-in with Gabion Wall)  
Handrail at top of wingwalls  
Painting and Anti-Graffiti Treatment  
Includes security fence at both ends of tunnel  
BocCar Design analysis  
Box Culvert is assumed to be set to grades compatible with I35W drainage design.

Exclusions:

The cost estimate does not include the following items:

The City of Minneapolis would pay for any costs associated with contaminated material encountered during installation.

No lighting included.

No power service included.

No Emergency Call Boxes included.

No approach grading or paving.

No distribution slab over box culvert.

No texturing of concrete or formliners.

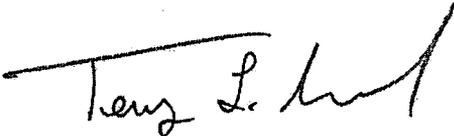
The pricing is based upon the City granting an Easement on 19<sup>th</sup> Avenue Property per attached topo for placement of fill materials. As we've discussed, if this work is added to the contract, it would be done with the entire cost being the responsibility of the City of Minneapolis.

As you are aware, timing of this work is critical to the overall schedule for completion of the 35W project. Design plans for walls and roadway work in this area of the project are currently being finalized and a decision on whether or not to include the box culvert structure is urgently needed. Therefore, please let me know by Wednesday, January 23, 2008 if the City desires to move ahead with the box culvert proposal.

If we proceed, we would finalize our negotiations with FMJV and process the necessary contract changes to commence the work.

Please feel free to contact me should you have any additional questions or requests for information.

Sincerely,



*for* Jon Chiglo, P.E.  
St. Anthony Falls Bridge (35W) Design Build Project Manager



Minneapolis  
City of Lakes

Department of  
Public Works  
Steven A. Kotke, P.E.  
City Engineer  
Director

350 South 5th Street - Room 203  
Minneapolis MN 55415

Office 612 673-2352  
Fax 612 673-3565  
TTY 612 673-2157

January 31, 2008

Mr. Tom Sorel  
Division Administrator  
Federal Highway Administration  
380 Jackson Street  
Galtier Plaza, Suite 500  
St. Paul, MN 55101-2904

RE: Interstate 35W St Anthony Falls Bridge  
Bridge 9 Trail extension ped/bike tunnel under I-35W

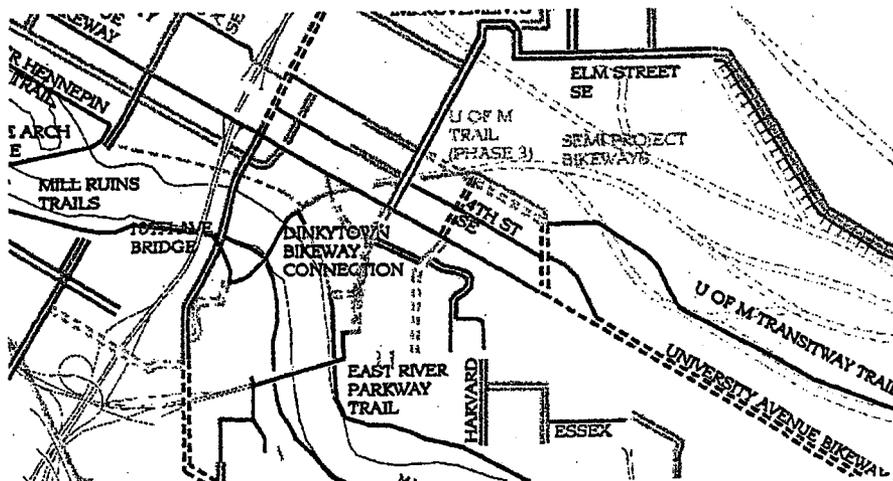
Dear Mr. Sorel:

This letter is to follow up our brief telephone conversation where we discussed providing you with more information.

### Background

In 1995 the City developed concepts for Bluff Street and a trail going under the former 35W Bridge located on the south bank of the Mississippi River. An aerial map and two concepts drawings are enclosed. The City even purchased some right-of-way on both the east and west sides of I-35W. At that time, the city concluded that funding to purchase additional private property and build this street/trail could be better used on other transportation needs.

In 2001 the City with federal funding completed the ped/bike trail on Bridge 9 over the Mississippi River (aka Dinkytown Bikeway Connection). Given that the trails at each end of the bridge were not completed, interim connections were made to East and West River Roads as shown below in a cut out from the City's 2001 Bicycle Master Plan map. This map shows the existing Bridge 9, interim connections, and the anticipated master plan direction at that time. An oversight that was left off the 2001 Bicycle Master Plan map was the anticipated trail extension from Bridge 9 to downtown under the former I-35W Bridge. The Bicycle Master Plan is being updated in 2008 and will be revised to correct this oversight.



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Mr. Tom Sorel  
January 31, 2008  
Page 2

After many funding starts and stops, the City in 2008/2009 will be using federal Non-Motorized Transportation Pilot Project (NTP) funding to extend this regional trail easterly (map labeled as U of M Trail Phase 3) from the river to near the new U of M football stadium and will connect to the U of M Transitway Trail.

#### **Issue and Questions**

As part of the City's transportation planning efforts related to the 35W Bridge rebuilding, we identified these key implementation items related to the proposed Bluff Street and trail implementation as follows:

- o A "future Bluff Street" under 35W in this location was determined not to be needed; however, the "trail extension" was needed to directly link the regional trail to downtown.
- o Private property was being purchased that would facilitate this future trail.
- o The former 35W Bridge structure over the former railroad tracks and the bridge abutment would be replaced with earth filled section under the freeway preventing this future trail extension.

Thus, the City requested as part of the municipal consent process to pursue a ped/bike trail extension under the I-35W. The current thinking on this trail extension is to just build a basic box culvert tunnel as part of the 35W Bridge project. The City would then follow up and pursue additional NTP and/or SAFETEA-LU funding to implement the actual trail items (grading, pavement, lighting, security, etc.).

Given that the 35W Bridge resulted in changed conditions, we are seeking your advice and direction on the following questions:

1. Is there federal funding available to help fund the ped/bike tunnel (tunnel only not the trail)?
2. Would Federal Emergency Relief funding be eligible for this ped/bike tunnel?

I look forward to your review and consideration of this letter and would like to further discuss this with FHWA and MnDOT.

Sincerely,

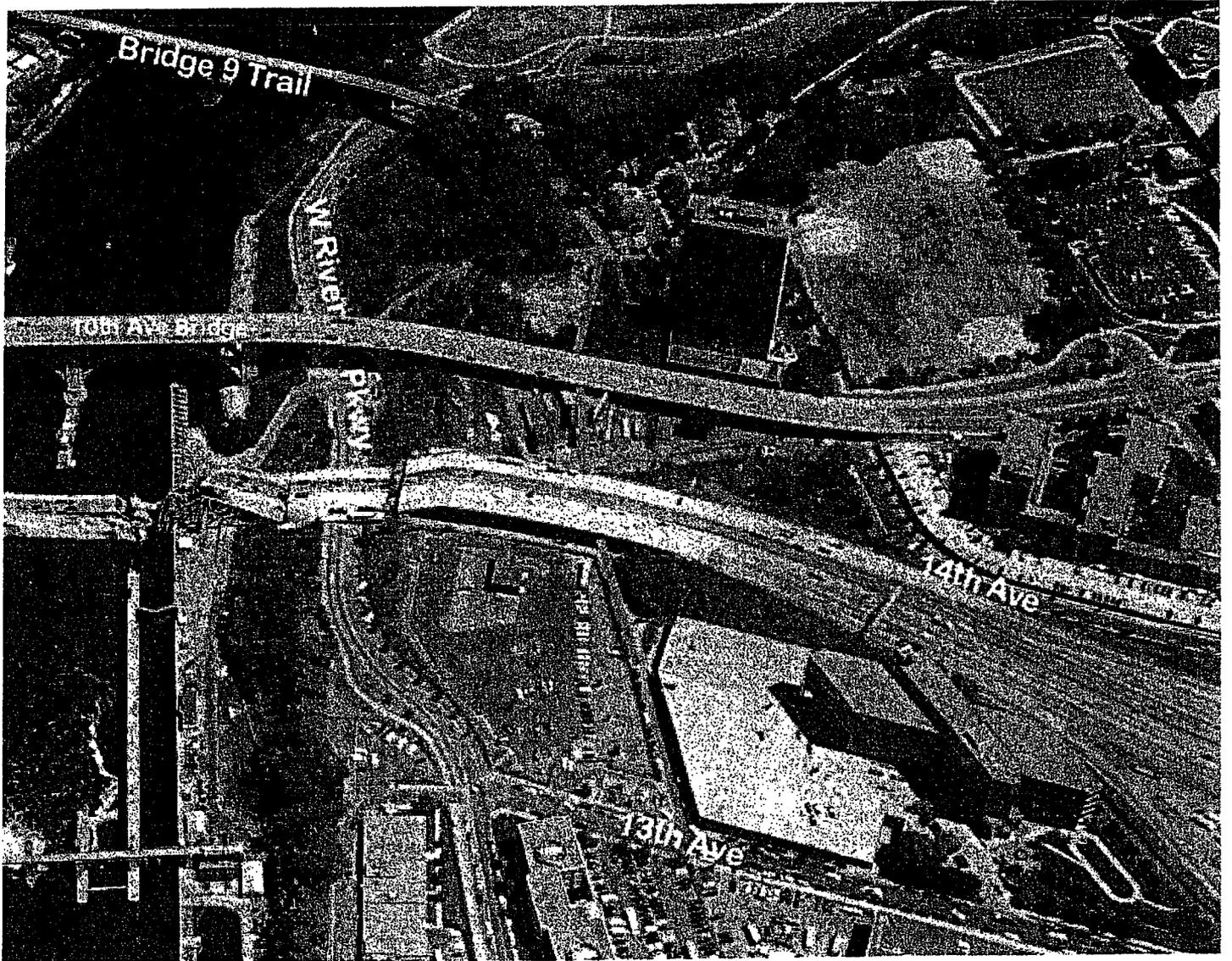


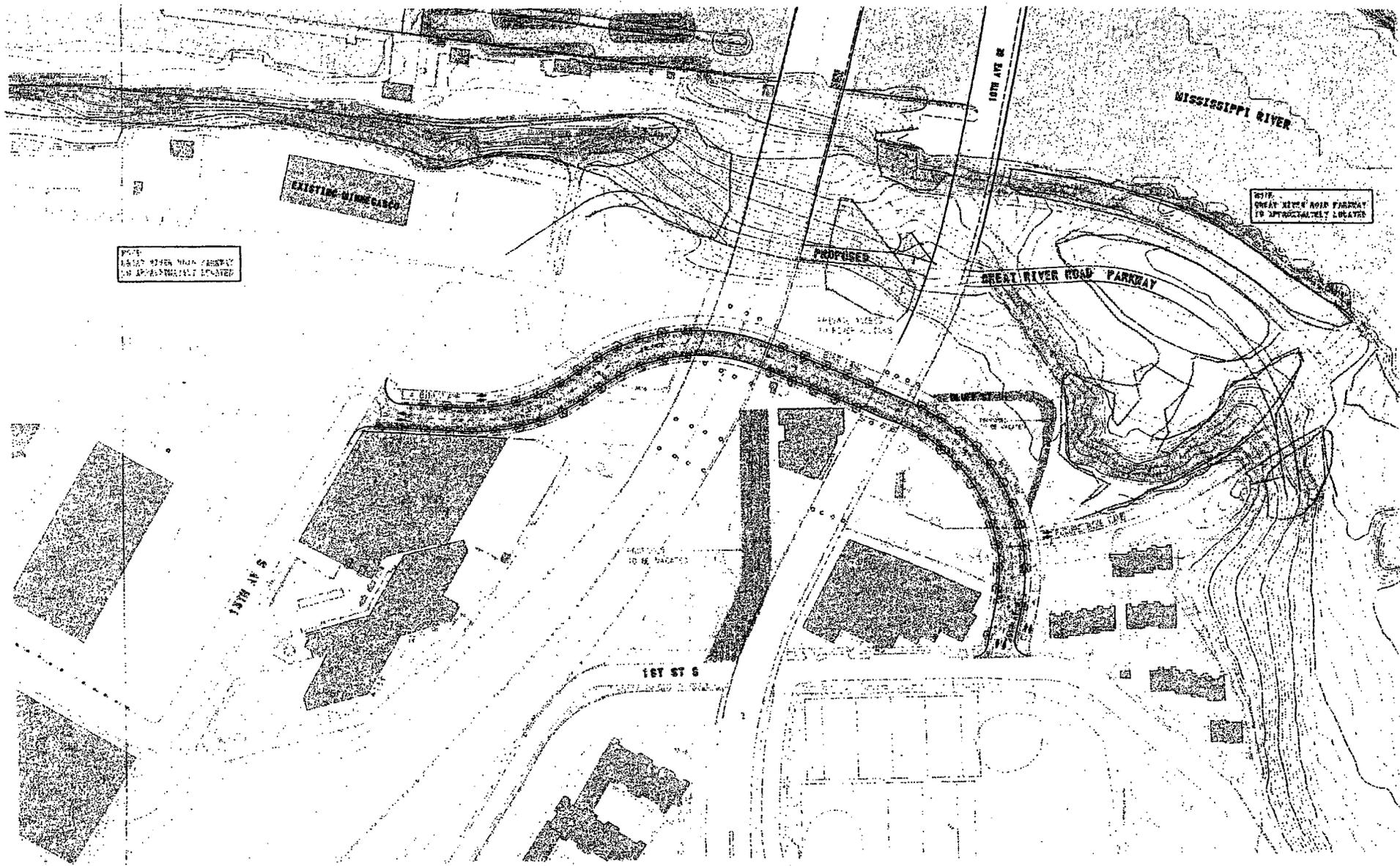
Steven A. Kotke, P.E.  
Director of Public Works

Cc: Khani Sahebjam, Jon Chiglo, Jon Wertjes

Enclosures

aerial map; two concept drawings

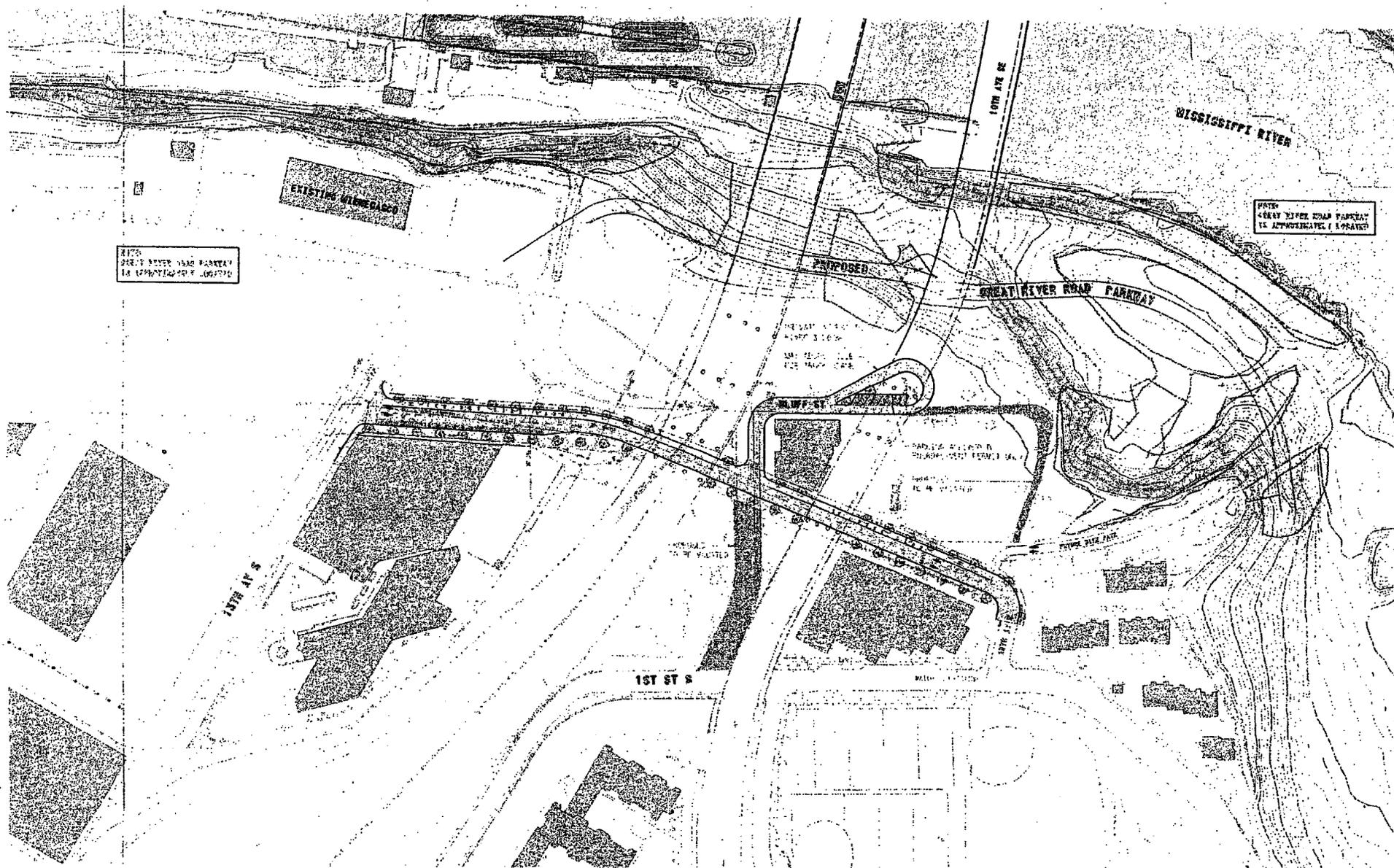




**MINNEAPOLIS**  
DEPARTMENT OF PUBLIC WORKS

PROJECT:  
2-17-42  
SEPTEMBER 21, 1942

ENGINEERING  
DESIGN



**MINNEAPOLIS**  
DEPARTMENT OF PUBLIC WORKS

PROJECT:  
ALHAMBRA ST. S  
REVISION 12, 1967

ENGINEERING  
DESIGN