



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

**Date:** August 4, 2004  
**To:** Honorable Sandra Colvin Roy, Chair Transportation & Public Works Committee  
**Referral:** None  
**Subject:** **Lake Street (5<sup>th</sup> Avenue S to 21<sup>st</sup> Avenue S) Layout**

**Recommendation:**

1. Adopt a Resolution approving Hennepin County Transportation Department's Layout A, dated July 12, 2004, as amended by Layout D, dated July 12, 2004 and the Cedar Avenue South and Lake Street layout modification, dated August 3, 2004, for Lake Street from 5th Avenue S to 21<sup>st</sup> Avenue S.
2. Adopt a Resolution Supporting Hennepin County's variance requests to the Minnesota Department of Transportation Office of State Aid for the reduction of travel lanes widths to ten and eighty three hundreds feet (10.83') and the reduction of the curbside reaction zone width to one and one-half feet (1.5').

**Previous Directives:**

- Council Action dated June 21, 2002, authorizing a City/County cooperative agreement for professional services for the Lake Street reconstruction project.

**Prepared by:** Jack Yuzna, P.E., Engineering Services Division, 673.2415

**Approved by:**

\_\_\_\_\_  
Klara A. Fabry, P.E., City Engineer, Director of Public Works

**Presenters:** Jack Yuzna, P.E., Principal Professional Engineer

**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

Other financial impact (Explain):

Request provided to the Budget Office when provided to the Committee Coordinator

**Background/Supporting Information:**

At the June 22, 2004 Transportation and Public Works Committee (TPW) Meeting, the layout for Lake Street (from 5<sup>th</sup> Avenue South to 21<sup>st</sup> Avenue South) was brought forward for your consideration. That layout reflected the work of the project's Project Advisory Committee (PAC), Technical Advisory Committee (TAC) and was developed with input from a number of public

meetings and open houses. The layout was developed with the tenet that the total roadway width (travel lanes, parking lanes and curb & gutter) should not exceed its current width of sixty-foot (60') and be reduced where possible. With the eighty-foot (80') right-of-way, this provided a minimum sidewalk width of ten-foot (10'). The submitted layout had eleven-foot (11') travel lanes (through and turning lanes), eight-foot parking (8') lanes, two-foot (2') gutters (also used for curbside reaction zone when parking is not present) and "bump outs" at intersection corners wherever possible. The layout also included new left turn lanes at Chicago Avenue, Elliot Avenue, 10<sup>th</sup> Avenue, 11<sup>th</sup> Avenue and Cedar Avenue.

During the presentation, it became evident that the City wished to continue efforts to enhance the pedestrian realm. Recognizing this fact, the County suggested that, while it intended to seek a variance from standards for an eight-foot (8') parking lane, additional variances might be considered. The County noted that travel lanes in the recent past had been narrowed due to a metric conversion (10.83' vs. 11'), that the curbside reaction zone next to travel lanes might be reduced (1.5' vs. 2.0') and that the parking lanes might be further reduced (7.0' to 7.5' vs. 10'). The increase of parking along the corridor was also recognized as providing pedestrians a buffer from moving vehicles. To provide additional time to investigate the feasibility of the variances and review the traffic demand impacts of the Midtown Exchange, the discussion on the layout was postponed until a Special Meeting of TPW on July 1, 2004.

During the intervening days, the City and County Departments of Public Works (DPW) met with stakeholders to develop and analyze alternatives that would increase the benefits to the pedestrian realms by increasing the sidewalk widths and on-street parking. The County also went to its scheduled hearing on June 30<sup>th</sup> with MNDOT's Variance Committee where it sought and was granted its eight-foot (8') parking lane variance. Since the Variance Committee meets on quarterly basis, the County requested the committee's indulgence to enter into a dialogue regarding the three additional variances. While the committee's discussion was not binding, the members appeared to be accepting of the reduced travel lane and curbside reaction zone widths. However, the further reduction of the parking lane widths was not well received by at least two of the five members.

The information was presented at the Special Meeting of TPW on July 1, 2004.

During the meeting committee members continued to express support for retention of on-street parking and the widening of sidewalks. This resulted in additional request for information from the committee. It also became apparent that many of the new turn lanes being introduced by the Midtown Exchange redevelopment project were adversely affecting the reintroduction of parking lanes. Mayor Ryback was in attendance and expressed a desire to find a compromise layout option that would reduce the number of turn lane locations, widen the sidewalks and restore lost on-street parking. The Mayor's proposal was widely supported. The meeting was adjourned until the July 13, 2004, TPW Meeting and City and County DPW were directed to review the current options which included a compromise option (Layout B).

In the following week, County and City DPW again worked with stakeholders to consider alternatives that would increase the benefits to the pedestrian realms. Appreciating the impact of the additional left turn-lanes at Elliot Avenue, 10<sup>th</sup> Avenue and 11<sup>th</sup> Avenue introduced by Midtown Exchange Redevelopment's draft Travel Demand Management Plan (TDMP), the Midtown Exchange traffic consultant was asked to review their TDMP to see if the number of turn lanes could be reduced. Their initial conclusion is that all but the eastbound left turn lane at Elliot Avenue could be eliminated and still meet an acceptable level of service.

At the July 13, 2004 T&PW meeting, the layout options and comparison of their merits were discussed. The layouts presented were:

- Layout A (dated July 12, 2004). The layout Submitted to TPW on June 22, 2004 and amended by Hennepin County to reflect 10.83' travel lanes, 8.00' parking lanes and 1.50' curbside reaction zones
- Layout B (dated July 12, 2004 amends Layout A between Portland Avenue S to 11<sup>th</sup> Avenue S) – A modified 4 Lane. The modified four lane has a full time parking lane adjacent to the eastbound lane, one eastbound through lane, a center turn lane, one westbound through lane and a peak period westbound through lane adjacent to the curb that would be converted to parking lane during the off-peak hours.
- Preliminary Layout C (dated July 12, 2004, layout is for Columbus and 13<sup>th</sup> Avenues S) –reflecting Hennepin County's proposal in the absence Midtown Exchange Redevelopment (this layout had been provided to the PAC in the spring of 2004)
- Preliminary Layout D (dated July 12, 2004, layout is for Columbus and 13<sup>th</sup> Avenues S) – Modified Midtown Exchange Redevelopment after evaluation of left turn lanes by Midtown Exchange traffic consultant

While the presentation provided the requested information, it was deemed that further consideration on the layout was warranted. The discussion was adjourned to Special TPW meeting on July 20, 2004. This would allow City and County DPW to further review all the options, including the compromise option (Layout B) with elected officials.

Several meetings were held with elected officials and stakeholders to further explore the opportunities for improving the pedestrian realm and maintaining on-street parking. After a meeting on Friday, July 16, the county was asked to consider additional alternatives. It was felt that there was insufficient time to properly investigate before July 20<sup>th</sup> and the special TPW meeting was cancelled.

An update was provided at the schedule TPW meeting of July 27<sup>th</sup> where the progress on the alternatives was discussed. The members of your committee noted that there was agreement on most of the layout. There was, however, a desire to continue the work between Portland and Elliot Avenues South and at Cedar Avenue South and Lake Street. The merit of on-street parking as a buffer between moving vehicles and pedestrians was noted and request was made to determine what infrastructure could be introduced that would provide an equivalent value. It was estimated that the duration of peak parking restrictions for Layout B would be significant. The City DPW was asked to provide the current and future duration of peak parking restrictions for both Level of Service (LOS) D and LOS E.

The City and County have continued meeting to develop and analyze options. After analyzing the findings of its consultant, the department feels that it cannot recommend off-peak parking between Portland and Elliot Avenues South due to the duration of the parking prohibition. This was reinforced by the minimal reduction of the parking prohibition when LOS E is considered.

With regard to an equivalent buffer along the sidewalk in place of on-street parking, the department feels that there are many viable solutions. These might include decorative steel railing adjacent to the curb, tree planter boxes and bollards. The department's initial estimate is that the buffer would cost between \$40,000 to \$50,000 per block face.

Several modification layouts were submitted by the County August 3, 2004. They included additional work at Cedar Avenue South and Lake Street and between Columbus to Elliot Avenues South.

After reviewing the layouts, the department recommends that the layout for Cedar Avenue South and Lake Street between included in the City's approval of the County's layout. The new layout provides left turn lanes on Cedar Avenue onto Lake Street. The layout provides for

acceptable LOS while providing three additional blocks of on-street parking on Lake Street. It also introduces bump-outs at the northwest and southeast corners of the intersection.

There were two modification layouts submitted for Columbus to Elliot Avenues South. The first was a minor adjustment to the Lake Street eastbound left turn lane onto northbound Chicago Avenue. Reducing the left turn lane provided 2 additional parking spaces on each block face (total of 4 spaces) at the west end of the block. The sidewalk width would be reduced from 11.43' to 10.34'. The department's opinion that the loss of ~550 square feet of sidewalk is offset by the 4 additional parking spaces. Therefore, the department does not recommend that this modification be included in the City's approval.

The second of the two modification layouts submitted was an investigation of the impact of maintaining on-street parking along the south side of Lake Street between Columbus to Elliot Avenues South in combination with the five moving lane section of Layout A/D.

The resulting layout increased the on-street parking by 13 spaces over Layout A/D. There are, however, two significant elements of the layout that the department feels outweigh its benefit. First, the layout requires that the lanes shift to the north to accommodate the south side parking lane. Though technically feasible, the lateral shifting of the lanes northward is not desirable. Secondly, and more importantly, the sidewalks would need to be reduced to 8.0' and 8.35'. While any reduction to the existing sidewalk width is felt to be unacceptable, this would be a significant reduction. Therefore, the department does not recommend that this modification be included in the City's approval.

In conclusion, the department recommends that the City approve the County's Layout "A" (dated July 12, 2004) as amended by Layout "D" (dated July 12, 2004) and the Cedar Avenue South and Lake Street layout modification (dated August 3, 2004) for Lake Street from 5<sup>th</sup> Avenue S to the 21<sup>st</sup> Avenue S.

Attachment 1 – Project Map

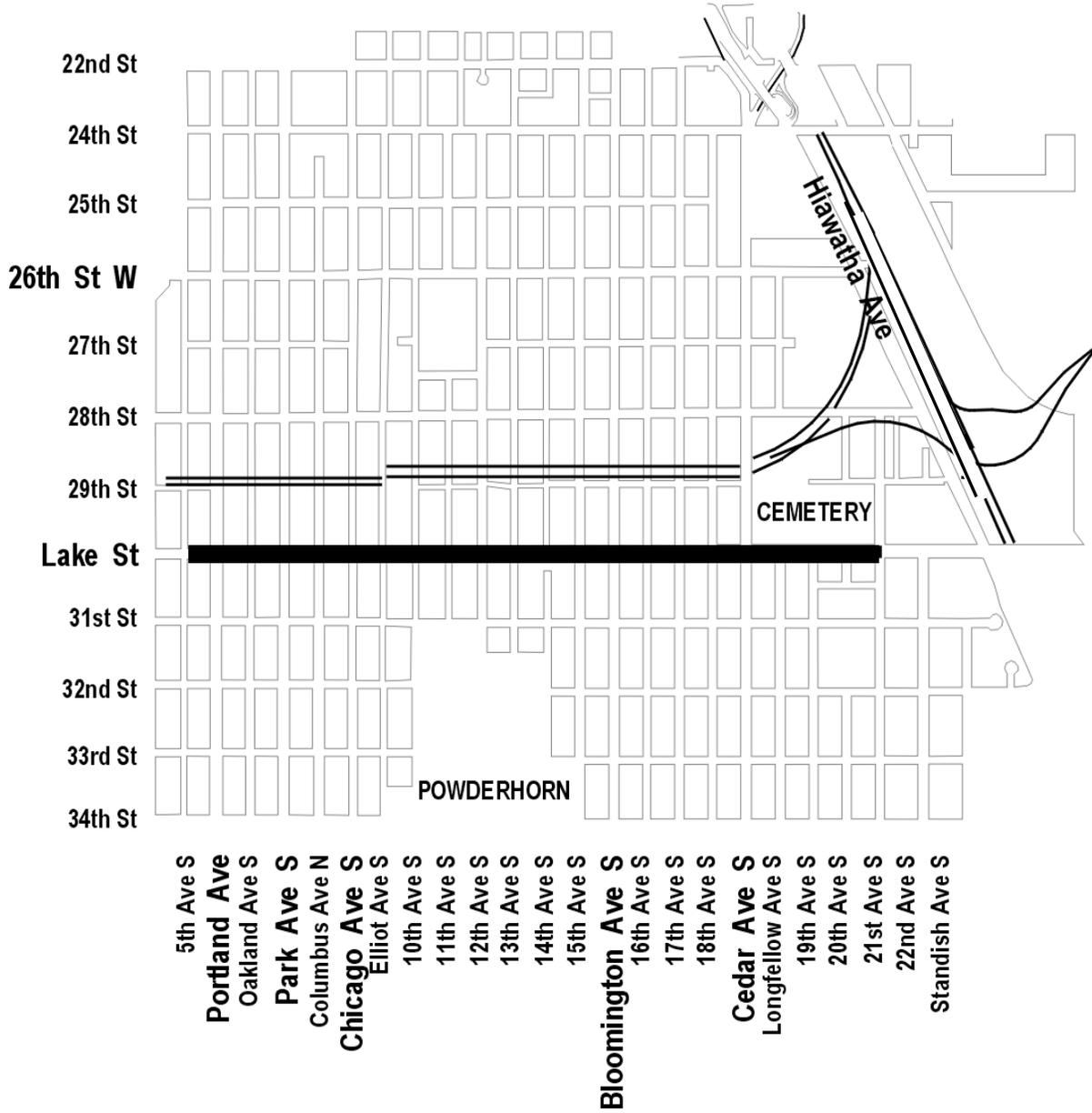
Attachment 2 – Council Action, dated June 21, 2002, Approving City/County Cooperative Agreement for Professional Services

Attachment 3 – June 22, 2004 Lake Street (5<sup>th</sup> Avenue S to 21<sup>st</sup> Avenue S) Layout Letter to the Transportation & Public Works Committee

cc: CM Dean Zimmerman, Ward 6  
CM Robert Lilligren, Ward 8  
CM Gary Schiff, Ward 9

# ATTACHMENT 1

## Lake Street Reconstruction & Streetscape Segment 1 (Oakland Ave to 21st Ave)



Project

# ATTACHMENT 2

## OFFICIAL PROCEEDINGS MINNEAPOLIS CITY COUNCIL REGULAR MEETING OF JUNE 21, 2002 (Published June 29, 2002, in Finance and Commerce)

Council Chamber  
350 South 5th Street

Minneapolis, Minnesota

June 21, 2002 - 9:30 a.m.

Council President Ostrow in the Chair.

Present - Council Members Biernat, Johnson, Colvin Roy, Zimmermann, Schiff, Zerby, Lilligren, Johnson Lee, Niziolek, Benson, Goodman, Lane, President Ostrow.

T&PW & W&M/Budget - Your Committee, having under consideration the Lake St Reconstruction Project between Lyndale Av S. and W River Parkway and plans to include streetscape improvements in the reconstruction project, now recommends:

1. That the proper City officers be authorized to execute a Cost Participation Agreement with Hennepin County for professional engineering, professional management and public affairs services for the Lake St streetscape improvement projects (County Agreement No. PW 51-20-01), pending satisfactory review of the contract by the City Attorney's Office; and
2. That the City's share of costs shall not exceed \$550,000 and shall be paid over two years, with the first payment in the amount of \$300,000 to be made with 2002 budgeted funds (4100-937-9372) and the remaining payment to be considered as part of the 2003 budget (as outlined in Petn No 268008).

Adopted. Yeas, 12; Nays none.

Absent - Johnson Lee.

Passed June 21, 2002.

Approved June 27, 2002. R.T. Rybak, Mayor.

Attest: M. Keefe, City Clerk.

**RESOLUTION  
of the  
CITY OF  
MINNEAPOLIS**

Approving the Hennepin County Department of Transportation's Layout for County State Aid Highway (CSAH) 3 (Lake Street) from 5<sup>th</sup> Avenue S to the 21<sup>st</sup> Avenue S.

Whereas the Hennepin County Department of Transportation (County) has proposed the reconstruction of Lake Street from 5<sup>th</sup> Avenue S to the 21<sup>st</sup> Avenue S in Minneapolis; and

Whereas, the County formed a Project Advisory Committee (PAC) consisting of representatives from the neighborhoods, businesses and elected officials to assist with providing guidance and recommendations for the project; and

Whereas, with the assistance of the PAC, the City and County have held many meetings and Open Houses with the adjacent communities to solicit input for the development of the layout; and

Whereas, the PAC voted to recommend four-lane (two travel lanes in each direction) cross-sections for Lake Street west of Hiawatha Avenue at its March 16, 2004 meeting; and

Whereas, the County has prepared a several layouts and layout modifications describing the proposed improvements; and

Whereas, the County has submitted Layout "A", along with a modification to said Layout "A", labeled Layout "D" (both dated, July 12, 2004) to the City of Minneapolis requesting approval, said layouts on file with the City Engineer identified as Layout "A" -Lake Street PRELIMINARY LAYOUT AMENDED HENNEPIN COUNTY PROPOSAL (5<sup>th</sup> Avenue S to the 21<sup>st</sup> Avenue S) and as Layout "D" - PRELIMINARY LAYOUT MODIFIED SEARS REDEVELOPMENT (Columbus Avenue S to the 13<sup>th</sup> Avenue S); and

Whereas, subsequent to their submittal of Layouts "A" and "D", the County developed and submitted an additional layout modification to said Layout "A" and "D", for Cedar Avenue South and Lake Street, said layout modification on file with the City Engineer identified as Lake Street PRELIMINARY LAYOUT CONCEPT A+D – FLAP CEDAR AVENUE INITIAL CONSTRUCTION (dated August 3, 2004) to the City of Minneapolis requesting approval; and

Whereas, the City and County Departments of Public Works concur that the Layout "A" as modified by Layout "D" and the Cedar Avenue South and Lake Street layout modification complies with the PAC's recommendation while providing for the existing and future transportation needs and for the opportunity of "place making" along the corridor and meets state standards; and

Whereas, staff has made its recommendation to the City Council based on said determination;

Now, Therefore, Be it resolved by the City Council of The City of Minneapolis: That the City approves the County's Layout "A" (dated July 12, 2004) as amended by Layout "D" (dated July 12, 2004) and the Cedar Avenue South and Lake Street layout modification (dated August 3, 2004) for Lake Street from 5<sup>th</sup> Avenue S to the 21<sup>st</sup> Avenue S as submitted.

**RESOLUTION  
of the  
CITY OF  
MINNEAPOLIS**

**Encouraging a strong pedestrian realm within the Lake Street Reconstruction Project.**

Whereas, Lake Street is a vital asset to the City of Minneapolis as more than a transportation corridor and it is critical that upcoming reconstruction of Lake Street include a healthy pedestrian friendly element.

Now, Therefore, Be It Resolved by The City Council of The City of Minneapolis:  
That the City will actively support Hennepin County variance requests to the Minnesota Department of Transportation for State Aid Standards for parking lane widths, driving lane widths, and reaction zone widths to encourage a strong pedestrian realm within the Lake Street right-of-way.