



TH 55 (HIAWATHA AVENUE) FINAL ENVIRONMENTAL IMPACT STATEMENT/ (4f) EVALUATION AND ALTERNATIVES ANALYSIS

**CITY OF MINNEAPOLIS AND
MINNESOTA DEPARTMENT OF TRANSPORTATION**

FEBRUARY, 1985



FHWA-MN-EIS-83-01-F
Federal Highway Administration
Region 5

TH 55 (Hiawatha Avenue)
From 59th Street South to Franklin Avenue
S.P. 2724-87 (TH 55) and S.P. 2725-43 (TH 55)

CSAH 62 (Crosstown Highway)
From TH 55 to 46th Avenue South
S.P. 27-662-41 and Hennepin County
Project 8115

In Minneapolis, Minnesota
Hennepin County

FINAL ENVIRONMENTAL IMPACT STATEMENT/4(f) EVALUATION

Submitted pursuant to:
42 U.S.C. 4332(2)(c) and 49 U.S.C. 303
and pursuant to:
Minnesota Statutes, Section 116D.01 et seq.

Submitted by:

U.S. Department of Transportation
Federal Highway Administration

and

The State of Minnesota
Department of Transportation

and

The City of Minneapolis

Cooperating Agencies:

U. S. Fish and Wildlife Service
U. S. Army Corps of Engineers
Urban Mass Transportation Administration

Minnesota Pollution Control Agency

Metropolitan Council
Metropolitan Transit Commission
Metropolitan Airports Commission
Hennepin County

City of Bloomington

6/26/84
Date of Approval

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1-11-85
Date of Approval

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6/15/84
Date of Approval

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ABSTRACT: This Final Environmental Impact Statement (FEIS) documents the selection of the preferred alternative for the reconstruction of TH 55 and construction of the CSAH 62 extension in Minneapolis. The preferred alternative is the reconstruction of the roadway to a four-lane, divided at-grade arterial, with a light rail transit line adjacent to the roadway and extending north into the Minneapolis central business district and south to the Minneapolis-St. Paul International Airport Terminal. The alternative includes a covered roadway facility through Minnehaha Park, grade-separated at Minnehaha Parkway. The proposed action is intended to provide a major roadway in south Minneapolis to alleviate longstanding and projected problems of congestion, accessibility and socio-economic vitality. This FEIS provides technical information supplementing or revising the Draft EIS/Alternatives Analysis, responds to comments on the Draft EIS, and incorporates the final 4(f) Statement and Section 106 Case Report for the project.

ADDENDUM TO

FINAL ENVIRONMENTAL IMPACT STATEMENT/4(f) EVALUATION

TH 55 (Hiawatha Avenue)
From 59th Street South to Franklin Avenue
S.P. 2724-87 (TH 55) and S.P. 2725-43 (TH 55)

CSAH 62 (Crosstown Highway)
From TH 55 to 46th Avenue South
S.P. 27-662-41 and Hennepin County
Project 8115

The following changes to the FEIS/4(f) Evaluation should be noted:

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1.6 IMPACT MITIGATION MEASURES, change the first "●" to read:

- Noise. To mitigate noise impacts associated with the preferred alternative, noise barriers approximately eight feet high are proposed at four locations along the west side and one location along the east side of TH 55. This will result in a total of 4.75 miles of barriers at an approximate cost of \$2.2 million. Decisions as to whether to construct the barriers will be based on input by affected residents along TH 55 and on cost-effectiveness evaluations. Where abatement is not feasible or wanted, a variance will be requested from the Minnesota Pollution Control Agency. (See Section 4.1.)

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Change first paragraph to read:

A total of 4.75 miles of noise barriers at an approximate cost of \$2.2 million is proposed. Construction of these barriers will be further evaluated in future design stages of the project. Decisions to construct noise barriers will be based in part on resident input and cost-effectiveness evaluations. The City Council will recommend locations where noise barriers should be built. Where abatement is not reasonable or not wanted, a variance will be requested from the Minnesota Pollution Control Agency.

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1.0 SUMMARY

1.1 PURPOSE AND FORMAT OF THE FEIS

This Final Environmental Impact Statement (FEIS) has been prepared according to paragraph 1503.4 of the Council on Environmental Quality regulations and the 1977 Rules of the Minnesota Environmental Quality Board for joint Federal/State FEIS preparation. This alternate FEIS process is being followed on the basis that:

- All reasonable alternatives were studied and discussed in the Draft EIS/Alternatives Analysis (DEIS/AA) prepared for the project.
- DEIS/AA analyses adequately identified and quantified the environmental impacts of all reasonable alternatives.

The purposes of the FEIS are to:

- Document the selection of the preferred alternative.
- Provide technical information supplementing or revising the DEIS.
- List commitments to mitigation measures for the preferred alternative.
- Respond to DEIS and public hearing comments.
- Provide a final 4(f) Statement.
- Provide a final Section 106 Case Report.

The contents of this FEIS are presented in the following order.

- Preferred Alternative
- Supplemental Information
- Impact Mitigation Measures
- Responses to DEIS Comments
- Final Section 4(f) Evaluation
- Section 106 Involvement
- Appendices

The Final EIS consists of this document plus the Draft EIS.

1.2 PROPOSED ACTION AND ALTERNATIVES CONSIDERED

1.2.1 Proposed Action

The proposed action consists of roadway and transit service improvements in

the TH 55 corridor in Minneapolis, Minnesota, located southeast of the Minneapolis CBD. The proposed roadway improvement is the reconstruction of TH 55 (Hiawatha Avenue) between Franklin Avenue and E. 59th Street (5.3 miles) to a four-lane divided at-grade roadway, and the reconstruction of Hennepin CSAH 62 (Crosstown Highway) between 46th Avenue South and TH 55 (0.4 miles) to a four-lane divided, access-controlled roadway. The reconstruction of this segment of CSAH 62 has been delayed for many years pending a decision regarding reconstruction of TH 55.

The proposed transit improvement is the upgrading of transit service in the TH 55 corridor area. The affected area includes south Minneapolis between Cedar Avenue and the Mississippi River, southwest St. Paul (Highland Park), the Minneapolis-St. Paul International Airport, Bloomington east of Cedar Avenue, and northern parts of Eagan, Mendota and Mendota Heights in Dakota County.

1.2.2 Alternatives Considered

Five alternatives, including a no-build alternative, were analyzed in detail in the DEIS. The proposed roadway improvement, described above, is the same for the four build alternatives.

The four build alternatives differ in the type of transit improvement proposed. Alternative 1 proposes construction of a high-occupancy vehicle (HOV) roadway parallel to TH 55 between 24th Street and 58th Street. The HOV roadway would have at-grade intersections at four major cross-streets between 32nd and 42nd Streets, but would otherwise be grade-separated from cross traffic.

The transit improvement proposed under Alternative 2 is an HOV roadway similar to Alternative 1, except that it would be grade-separated from all cross traffic.

Alternative 3 proposes that construction of TH 55 include bus pull-outs, transit passenger shelters and other transit-related street construction designed to facilitate the flow of buses along TH 55.

Alternative 4 proposes that the corridor transit system be realigned to focus on a light rail transit (LRT) line located adjacent to TH 55 and connecting the corridor to the Minneapolis CBD. Three south terminus alternatives were examined: the GSA Building, the airport terminal, and the Metropolitan Stadium area in Bloomington.

Alternative 5, the no-build alternative, assumed that TH 55 would remain as is, and that transit service would be improved only to the extent necessary to carry forecasted patronage.

Three subalternatives associated with the proposed build alternatives were studied. These involved the treatment of the roadway through Minnehaha Park (under all build alternatives), the alignment of the LRT line at its north terminus in the Minneapolis CBD (Alternative 4), and the location of the south terminus of the LRT line (Alternative 4).

1.3 PREFERRED ALTERNATIVE

The preferred alternative for TH 55 is Alternative 4, the four-lane divided at-grade arterial roadway option with light rail transit (LRT). The LRT line would terminate in the Minneapolis CBD at its north end, and the Minneapolis-St. Paul International Airport terminal site at its south end. A grade-separated "covered" roadway and transit facility would be constructed through Minnehaha Park.

The basis for the selection of the preferred alternative is discussed in Section 2, Preferred Alternative.

1.4 FEDERAL AND STATE ENVIRONMENTAL, HISTORIC AND ARCHEOLOGICAL REQUIREMENTS

The proposed action complies with all applicable federal and state requirements associated with environmental, historic and archeological features within the project area. These requirements, discussed in more detail in Sections 2.3.4, 3.0, 6.0 and 7.0 of this FEIS, include:

- Section 4(f) of the Department of Transportation Act and Section 6(f) of the Land and Water Conservation Fund Act, protecting park and recreation lands.
- Section 106 of the National Historic Preservation Act, and Executive Order 11593, protecting historic and archeological properties.
- Executive Order 11988, protecting floodplains.
- Endangered Species Act, protecting Threatened and Endangered Species.
- Executive Order 11990, protecting wetlands.
- Executive Order 79-19, protecting Critical Areas.
- 23 CFR 770, enforcing compliance with the State Air Quality Implementation Plan

1.5 SUPPLEMENTARY INFORMATION

This FEIS supplements the DEIS analysis with technical information on the following topics:

- Transportation
- Noise
- Air quality
- Economic effects
- Water quality
- Soils and geology

- Hazardous materials
- Minnehaha Creek floodplain
- Critical area corridor
- Commuter bicycle paths

1.6 IMPACT MITIGATION MEASURES

Several unavoidable adverse impacts are associated with the preferred alternative for the Hiawatha Avenue Corridor. Means of mitigating these impacts are detailed in Section 2.0 of this document, and are summarized below:

- Noise. To mitigate noise impacts associated with the preferred alternative, noise barriers approximately eight feet high have been identified at four locations along the west side and one location along the east side of TH 55. This will result in a total of 4.75 miles of barriers at an approximate cost of \$2.2 million; 1.25 miles of noise barrier with an approximate cost of \$0.6 million are required to meet Federal noise abatement criteria. These barriers are likely to be constructed. Less likely to be constructed are 3.5 miles of noise barriers (at a cost of \$1.6 million) required to meet State noise standards. Decisions as to whether to construct the barriers will be based on input by affected residents along TH 55 and on cost-effectiveness evaluations. Where abatement is not feasible or wanted, a variance will be requested from the Minnesota Pollution Control Agency. (See Section 4.1.)
- Covered Roadway Air Quality. Traffic detection and control devices will be incorporated in the design of the covered roadway segment of TH 55 through Minnehaha Park, to assure maintenance of air quality standards in the covered roadway during sustained periods of extreme traffic slow-down. (See Section 4.2.)
- Water Quality. The storm drainage system for the TH 55 roadway will include sedimentation sumps to control the amount of traffic-related water pollutants reaching the Mississippi River. A spill control plan will be developed during the design of the facility which will allow containment of spills of hazardous material. (See Section 4.3.)
- Relocation. Prompt and equitable relocation payments and services will be provided to the occupants of four residences along existing TH 55 which will be taken for the reconstruction of TH 55. (See Section 4.4.)
- Construction. Methods described in the Minnesota Department of Transportation's "Standard Specifications for Highway Construction" will be carried out to control erosion and sedimentation during project construction. Standard measures for ensuring pedestrian access during construction will also be followed. (See Section 4.5.)

1.7 PUBLIC HEARING AND DEIS COMMENTS

Comments on the DEIS were received during a location and design public hearing/Draft EIS public information meeting and during an official comment period following distribution of the DEIS. Section 5.0 of this FEIS includes a summary of the proceedings of the public hearing, and responds to letters of comment on the DEIS.

2.0 PREFERRED ALTERNATIVE

2.1 DECISION-MAKING PROCESS

2.1.1 Background

The Hiawatha Avenue Location and Design Study, begun in 1978, is jointly managed by the City of Minneapolis and the Minnesota Department of Transportation. To involve affected communities in the decision-making process, the City of Minneapolis created the Hiawatha Avenue Task Force (HATF), charged with exploring possible alternatives for the Hiawatha Avenue Corridor and recommending a preferred alternative to the City.

Early in the Hiawatha study, the Task Force and project staff listed possible roadway and transit options for Hiawatha Avenue; combinations of these resulted in a total of 120 alternatives. The process used to identify the preferred solution from this initial set of alternatives began with a four-step scoping of the alternatives. Each of the steps, or "screens," addressed specific alternatives which could be compared at a particular level. As a result of the scoping process, five major alternatives were selected by May of 1980 for detailed analysis in the DEIS/AA.

2.1.2 Major Alternatives Considered

The five major alternatives and associated subalternatives considered in the DEIS/AA are listed in Table 2-1. The table indicates that four transit service improvement alternatives and one roadway improvement alternative were combined to result in four separate build alternatives. A fifth, "no-build" alternative was also analyzed in the DEIS/AA.

Three subalternatives associated with the proposed build alternatives were studied. These involved the treatment of the roadway through Minnehaha Park (under all build alternatives), the alignment of LRT at its north terminus in the Minneapolis CBD (Alternative 4), and the location of the south terminus of the LRT line (Alternative 4).

2.1.3 HATF Recommendation

Based on the analyses documented in the DEIS/AA, supportive technical reports compiled for the study, and concerns raised through the study's public involvement process, the HATF recommended Alternative 4 as the preferred alternative for the Hiawatha Avenue Corridor to the Minneapolis City Council in March of 1982. The HATF action included recommendation of a grade-separated covered roadway subalternative through Minnehaha Park and of the Metropolitan Stadium Site as the LRT south terminus subalternative.

2.1.4 DEIS Review and Public Hearing

In early 1983 the DEIS/AA was distributed for review and comment by involved agencies. Comments on the DEIS by involved agencies and the general public were received at the location and design public hearing, held March 24, 1983, and throughout the DEIS/AA comment period, which

TABLE 2-1

ALTERNATIVES CONSIDERED
IN THE DEIS/AA

ALTERNATIVE

- 1 Roadway: Four-lane at-grade roadway
 Transit: High-occupancy vehicle roadway - at grade
- Subalternatives - Minnehaha Park
- 1a. Covered roadway, grade separated at Minnehaha Parkway
 1b. Covered roadway, at grade at Minnehaha Parkway
 1c. Tunnel
- 2 Roadway: Four-lane at-grade roadway
 Transit: High-occupancy vehicle roadway - grade-separated
- Subalternatives - Minnehaha Park
- 2a. Covered roadway, grade separated at Minnehaha Parkway
 2b. Covered roadway, at grade at Minnehaha Parkway
 2c. Tunnel
- 3 Roadway: Four-lane at-grade roadway
 Transit: Improved bus service and facilities
- Subalternatives - Minnehaha Park
- 3a. Covered roadway, grade separated at Minnehaha Parkway
 3b. Covered roadway, at grade at Minnehaha Parkway
 3c. Tunnel
- 4 Roadway: Four-lane at-grade roadway
 Transit: Light rail transit system
- Subalternatives - Minnehaha Park
- 4a. Covered roadway, grade separated at Minnehaha Parkway
 4b. Covered roadway, at grade at Minnehaha Parkway
 4c. Tunnel
- Subalternatives - Minneapolis CBD
- 4d. LRT on one-way loop, Fifth and Sixth Streets
 4e. LRT on transit mall, Sixth Street
- Subalternatives - South terminus
- 4f. LRT South terminus at GSA Building
 4g. LRT South terminus at Airport Terminal
 4h. LRT South terminus at Metropolitan Stadium site
- 5 Roadway: No improvement
 Transit: No improvement

ended on April 14, 1983. Section 5.0 of this FEIS includes a summary of the proceedings of the public hearing, and responds to letters of comments on the DEIS.

2.1.5 City of Minneapolis Recommendation

On May 19, 1983 the City of Minneapolis transmitted its recommendation, which supported the construction of Alternative 4 for the Hiawatha Avenue Corridor, to the Commissioner of Transportation.

2.2. DECISION OF COMMISSIONER OF TRANSPORTATION

Based on evaluation of the alternatives analyzed in the DEIS and comments of reviewing agencies and the public, and consideration of the recommendations by the City of Minneapolis, the Commissioner of Transportation selected the following as the preferred alternative for the Hiawatha Avenue Corridor:

- o Alternative 4 - Reconstruction of TH 55 as a four-lane, at-grade arterial with light rail transit (LRT).
- o Subalternative 4a (covered roadway grade-separated at Minnehaha Parkway) through Minnehaha Park.
- o North LRT terminus to be located in the Minneapolis CBD (subalternative 4d or 4e).
- o For the LRT south terminus, "subalternative 4g (Airport Terminal) is preferred to be used for conceptual design with subalternative 4h (Metropolitan Stadium Site) warranting additional study."

2.3 CHARACTERISTICS OF PREFERRED ALTERNATIVE

The roadway and transit improvements to be implemented and the cost associated with the preferred alternative for the Hiawatha Avenue Corridor are summarized below.

2.3.1 Roadway Improvement

TH 55 will be reconstructed as a four-lane, at-grade arterial between Franklin Avenue and 59th Street in Minneapolis (Figure 2-1). CSAH 62, the Crosstown Highway, will be reconstructed as a four-lane freeway between 46th Avenue South and TH 55, with an interchange with TH 55.

On TH 55, the two northbound and two southbound lanes will be separated by a raised median. The northbound roadway will include a right-turn lane to serve businesses along the east side of TH 55. Left- and right-turn lanes will be constructed elsewhere where turns are permitted. The right-of-way will include a linear open space buffer along the western edge of the roadway.

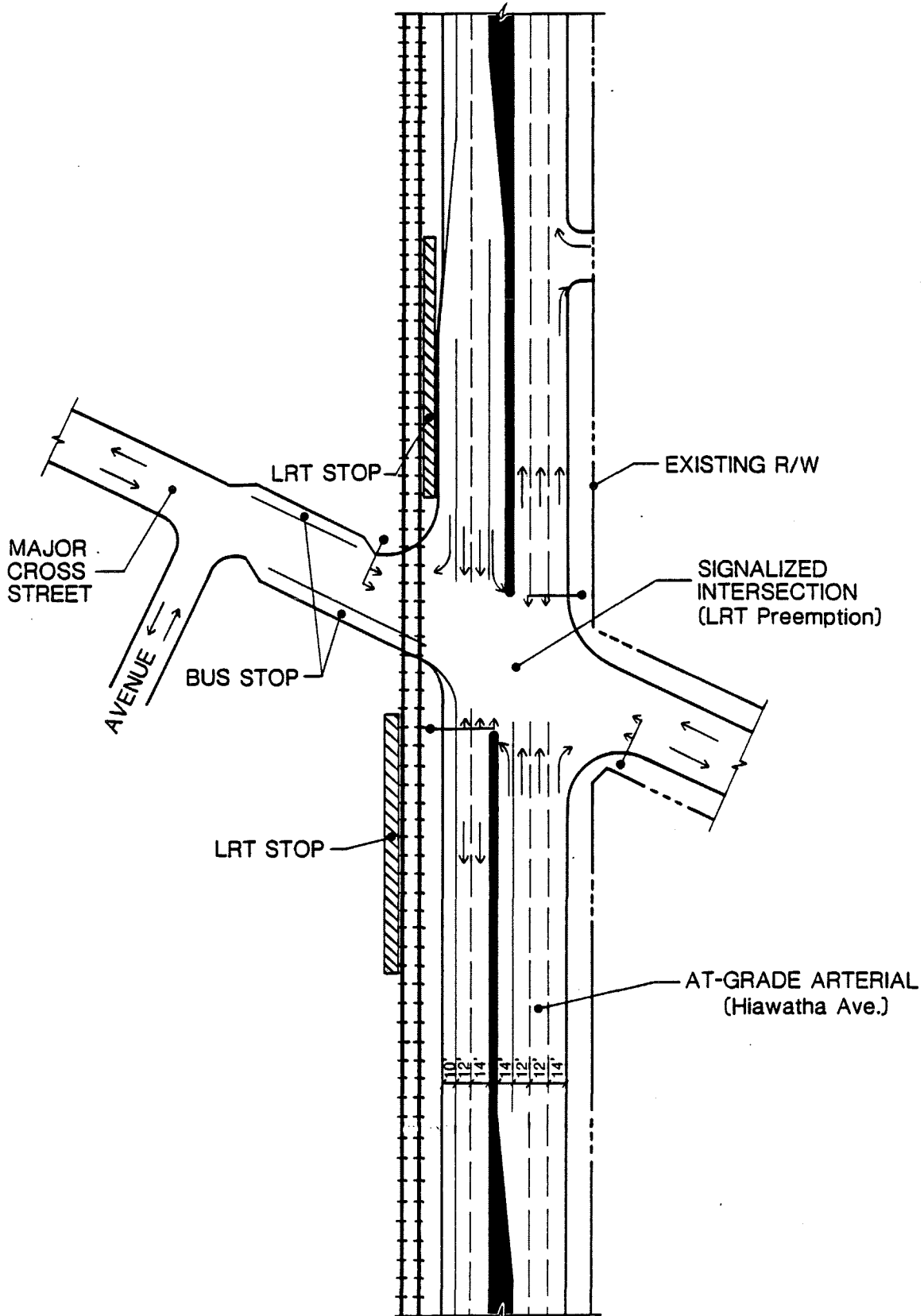
FIGURE 2-1

ALTERNATIVE 4 CONCEPTS

4-LANE ROADWAY WITH LRT PARTIALLY AT GRADE

HIAWATHA AVENUE

Location and Design Study



TH 55 will be reconstructed on its present alignment between Franklin Avenue and 52nd Street. It will turn east and follow CMStP&P railroad right-of-way to about 54th Street, where it will turn south and return to the existing alignment. CSAH 62 will be reconstructed about 300 feet south of its existing temporary alignment, as an extension of the permanent CSAH 62 alignment west of 46th Avenue South.

Three exceptions to the at-grade construction of TH 55 will occur. First, an interchange will be constructed with CSAH 62. Second, TH 55 will pass under the CMStP&P railroad at about 28th Street. Third, as it passes through Minnehaha Park, TH 55 will be below grade -- as an earth covered roadway approximately 650 feet long -- from about 46th Street to a point just north of Minnehaha Creek (Figure 2-2).

The posted speed limit on TH 55 is expected to be 40 mph.

2.3.2 Transit Improvement

The LRT component of the preferred alternative will provide line-haul transit service in the CBD and along TH 55, with 17 stops located about one-half mile apart (Figure 2-3). LRT and an associated feeder-bus system will provide the major portion of corridor transit service.

The LRT line will consist of two parallel tracks. The catenary may be mounted on either a center pole or on two side poles. The right-of-way required between stops for the two tracks is about 30 feet wide.

The LRT line will have its north end in the Minneapolis CBD. The LRT will pass through the CBD either on a one-way loop using Fifth and Sixth Streets or on a transit mall along Sixth Street.

The LRT will exit from the CBD at a point along Fourth Street near the HHH Metrodome, follow the CMStP&P Railroad to a point just north of Lake Street, cut diagonally across the intersection of Hiawatha Avenue and Lake Street (in tunnel), and then parallel Hiawatha Avenue on the west side. The LRT will be located adjacent to Hiawatha Avenue and then adjacent to Minnehaha Avenue (after those two streets join at about 52nd Street). The LRT line will pass through Minnehaha Park in the earth-covered roadway facility. The LRT will continue adjacent to Minnehaha Avenue to a point near the General Services Administration (GSA) Building, extend into the adjacent National Guard property, then into a cut section and tunnel to pass under the runways and taxiways to a terminus in a basement-level station at the airport terminal building. Between the CBD and the airport, the line is 8.5 miles in length, with approximately 0.8 miles below grade in tunnel.

The Commissioner's decision calls for further analysis of the option of extending the LRT line beyond the airport. If the extension is implemented, the LRT line would be extended in the tunnel, passing under runways and taxiways, returning to the surface at 76th Street. This extension would follow 76th Street, 34th Avenue and 80th Street to a terminus near the Metropolitan Stadium site. The extension would be 2.95 miles long, of which 0.36 miles would be in tunnel.

FIGURE 2-2

SUBALTERNATIVE a

COVERED ROADWAY-MINNEHAHA PARKWAY GRADE SEPARATED

HIAWATHA AVENUE Location and Design Study

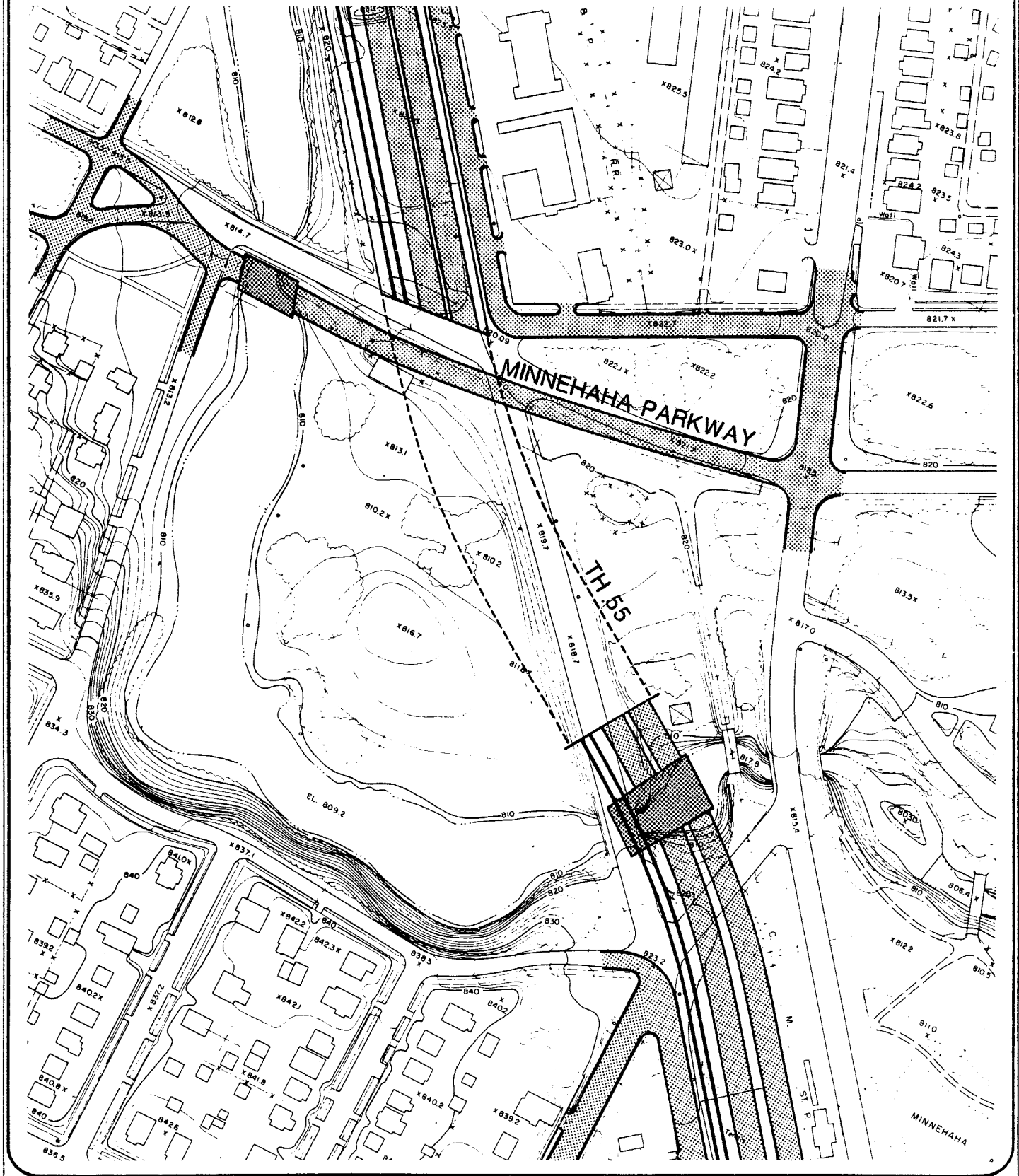
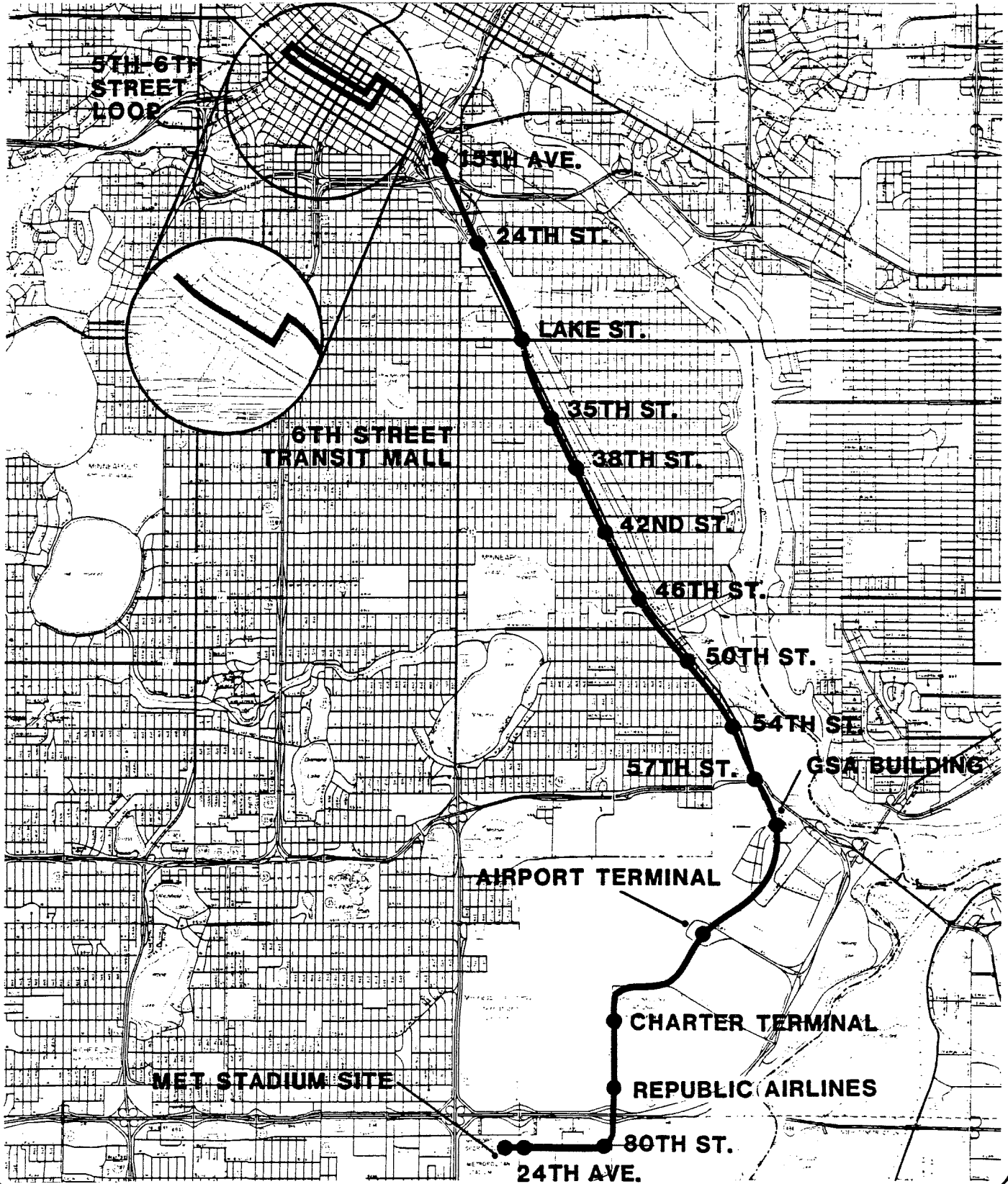


FIGURE 2-3

NORTH & SOUTH TERMINUS LRT SUBALTERNATIVES

HIAWATHA AVENUE Location and Design Study

● LRT STATION LOCATION



2.3.3 Costs

Costs associated with the preferred alternative are summarized in Table 2-2 below.

TABLE 2-2
PREFERRED ALTERNATIVE - COST SUMMARY
(Thousands of 1981 dollars)

<u>Item</u>	<u>Capital Cost</u>	<u>Annualized Capital Cost</u>	<u>Annual Operation and Maintenance Cost</u>
Roadway	\$ 39,850	\$ 3,741	\$ -
Transit			
CBD to Airport	106,831	10,619	6,773
Airport to Bloomington	31,133	2,938	207
Subtotal-Transit	\$137,964	\$ 13,557	\$ 6,980
TOTAL	\$177,814	\$ 17,298	\$ 6,980

2.3.4 Federal and State Environmental, Historic and Archeological Requirements

2.3.4.1 Section 4(f) and 6(f) Lands

The project involves land which is covered under Section 4(f) of the Department of Transportation Act and under Section 6(f) of the Land and Water Conservation Act. The involvement arises in the south end of the corridor, and concerns Minnehaha Park. A detailed discussion of this involvement is included in Section 6.0 of this FEIS.

2.3.4.2 Historic and Archeological Sites

The project affects historic properties and archeological sites protected by Section 106 of the National Historic Preservation Act of 1966, as amended, and Executive Order 11593. A detailed inventory of these sites was presented in the DEIS. A Memorandum of Agreement assuring compliance with Section 106 and Executive Order 11593 is included in Section 7.0 of this FEIS.

2.3.4.3 Floodplains

The preferred alternative is in compliance with Executive Order 11988; the overall effect of implementation of the alternative is expected to be a reduction in both water surface elevations and flood hazards in the Minnehaha Creek floodplain. Further discussion of this topic appears in Section 3.8 of this FEIS.

2.3.4.4 Threatened or Endangered Species

The project is within the range of three species listed in the U.S. Fish and Wildlife Redbook: the Bald Eagle, Higgin's Eye Pearly Mussel and the American Peregrine Falcon.^{1/} The DEIS concluded that the nature of the proposed project is such that no adverse impacts to threatened or endangered wildlife species will occur; therefore the project is in compliance with the Endangered Species Act of 1973.

2.3.4.5 Wetlands

There are no wetlands in the project area which would be impacted by the project, therefore the action is in compliance with Executive Order 11990.

2.3.4.6 Critical Areas

The proposed action encroaches on the Mississippi River Critical Area near Minnehaha Park. The project is in conformance with the plans and regulations of the City of Minneapolis protecting the Mississippi River; the Mississippi River has been designated as a Critical Area by the State of Minnesota (Executive Order 79-19). Discussion of City of Minneapolis Critical Area plans and regulations in terms of the TH 55 project is presented in Section 3.9 of this FEIS.

2.3.4.7 State Air Quality Implementation Plan

This project is in an air quality nonattainment area for which a State Implementation Plan (SIP) containing transportation control measures is required. The transportation planning process was reviewed by the Federal Highway Administration (FHWA) on November 12, 1981, and the plan was determined to conform to the SIP which was (conditionally) approved by the U.S. Environmental Protection Agency on June 16, 1980. The Transportation Improvement Program (TIP) was determined to conform to the SIP on December 22, 1982. This project was included in the plan and the TIP, both conforming to the SIP. Therefore, pursuant to 23 CFR 770, the project conforms to the SIP.

2.4 SELECTION CRITERIA

The criteria upon which the preferred alternative and subalternatives were selected are summarized below. This summary is based upon: comments on the DEIS by reviewing agencies and affected communities, citizens and organizations; and the impacts and mitigation measures associated with each alternative studied.

^{1/} U.S. Fish and Wildlife Service, Endangered Species Redbook, U.S. DOI Fish and Wildlife Service, St. Paul, MN, 1979 (with updates).

2.4.1 Build vs. No-Build Alternative

The build alternative is preferred over the no-build alternative because it:

- Will serve the functions identified for a major arterial as defined by the Transportation Policy Plan of the Twin Cities Metropolitan Council's Metropolitan Development Guide.^{2/}
- Is supported by the City of Minneapolis, the City of Bloomington, Hennepin County, reviewing agencies, and local citizens and businesses.
- Is more consistent with the Comprehensive Plan for the City of Minneapolis.

2.4.2 Alternative 4 vs. Other Build Alternatives

The four build alternatives analyzed in the DEIS are each defined by a specific transit component. The light rail transit (LRT) component associated with Alternative 4 is preferred over the use of high-occupancy vehicle lanes (Alternatives 1 and 2) or minor transit improvements (Alternative 3) because it is:

- More consistent with the policies and goals of the Metropolitan Development Guide of the Metropolitan Council, particularly as outlined in the Transportation Policy Plan and the Transit System Plan (see DEIS Section 5.1.2.1).
- More consistent with the Comprehensive Plan of the City of Minneapolis (see DEIS Section 5.1.2.1).
- Most preferable in terms of environmental effects, particularly in regard to the criteria set forth by the Environmental Protection Agency and the Minnesota Pollution Control Agency (see DEIS Section 5.1).
- Most beneficial economically because of the land development and employment opportunities it will bring to the project corridor (see DEIS Section 5.1.6 and 5.1.7).
- Less costly than Alternatives 1 and 2 in terms of annual operating and maintenance expenses, although it requires the greatest initial capital investment (see DEIS Section 3.6).
- Preferable since it generates more transit ridership (see DEIS Section 5.1.2.1).

^{2/} Metropolitan Council, Metropolitan Development Guide, 1983.

- Supported by the Cities of Bloomington and Minneapolis, and by the affected community (see FEIS Section 5.2).
- Most energy efficient (see DEIS Section 5.1.11).

2.4.3 Subalternative "a" vs. Other Subalternatives through Minnehaha Park

Of three subalternatives considered for carrying TH 55 through the Minnehaha Park area, two involved the use of a covered roadway, and one the use of a cut-and-cover tunnel under Minnehaha Creek. Subalternative "a", the 650-foot covered roadway subalternative, is preferred over the 470-foot covered roadway (Subalternative "b") and the tunnel (Subalternative "c"), since it:

- Provides greater continuity between Minnehaha Park and Longfellow Gardens than Subalternative "b".
- Avoids congestion on Minnehaha Parkway that would result from Subalternative "b".
- Avoids construction-related impacts on surface and groundwater that could result from Subalternative "c".
- Is far less costly than Subalternative "c".

2.4.4 Subalternatives "d" and "e" for LRT Distribution in the CBD

The Commissioner of Highways has indicated that either Subalternative "d" or "e" is acceptable for the distribution of the LRT line at its north terminus in the Minneapolis CBD. The more suitable subalternative will be determined during the project design phase.

2.4.5 The LRT South Terminus

Of the three south terminus locations considered for the LRT line, the Commissioner of Highways has selected the Minneapolis-St. Paul International Airport site (Subalternative "g") for conceptual design, noting that the Metropolitan Stadium site in Bloomington (Subalternative "h") warrants further study.

Extension of the LRT south terminus beyond the General Services Administration Building (Subalternative "f") is preferred since it will provide a direct, convenient transit route between the airport and the Minneapolis CBD.



3.0 SUPPLEMENTAL INFORMATION

3.1 TRANSPORTATION

3.1.1 Conformance to Transportation Policy Plan

The conformance of the proposed TH 55 improvements with the Transportation Policy Plan (TPP) of the Metropolitan Council has been well established with additional information required in two areas. First, the design proposed for TH 55 does not conform precisely to the criteria for a major arterial. Second, the DEIS did not discuss conformance with Policies 20, 21, and 22.*

3.1.1.1 Design As a Major Arterial

The conformance of the proposed TH 55 roadway to the criteria for a major arterial is related to the number of intersections and other access points allowed, the provision of access to minor traffic generators, and ability to safely maintain speeds consistent with the functional classification (40 mph minimum).

The intent of the access proposed for TH 55 at construction was not to provide access at every intersection and every existing driveway. The intent was to limit access to TH 55 to the extent possible within the limits imposed by good access to adjacent neighborhoods and access to in-place development.

At the present time on TH 55 between 24th Street and CSAH 62, there are 48 street interesections. If TH 55 is constructed as proposed, there would be 13 interesections where full turn movements would be allowed, and another 7 intersections where only right turns would be allowed. There would be, therefore, an immediate reduction in the number of interesections of nearly 60 percent. As described in the DEIS (p. 3-15), it should be possible to reduce the number of access points to TH 55 as redevelopment of the corridor takes place. While those temporary access points are still in place along TH 55 (all are located on the east side of TH 55), their effect on through traffic on TH 55 will be mitigated by provision of an auxiliary northbound lane which will allow the turns into and out of the development and minor cross streets to be made more safely.

The travel speed expected in TH 55 is about 40 mph. A time-space diagram was prepared which demonstrates that two-way progression can be attained at 40 mph with the proposed signal spacing (band width of about 30 percent of cycle length).

* The Transportation Policy Plan was revised between the publication of the DEIS and the preparation of comments by the Metropolitan Council. The review of the DEIS and the response presented here refer to the revised TPP.

Although TH 55 will not meet every criteria for major arterial classification at the time it is opened to traffic, it would represent very substantial progress toward meeting those criteria when compared to existing conditions. In addition, the City of Minneapolis would continue to work toward meeting all the criteria as opportunities to further limit access arose.

3.1.1.2 Transit Service

Policies 20, 21 and 22, as numbered in the updated TPP, were not specifically addressed in the DEIS. The policies are:

- Policy 20. Transit services should be provided that achieve the most efficient, productive and effective use of public resources and investments.
- Policy 21. Transit for disabled persons should be provided by the most cost-effective mix of services.
- Policy 22. The public and private sectors are both important suppliers of transit services; whichever can provide the most cost-effective service should be encouraged to do so.

The transit improvements are proposed for a portion of the Metropolitan area in which transit ridership is comparatively high. Service provided here will therefore represent more efficient, productive and effective use of public resources and investments than service provided in many other parts of the metropolitan area.

In the Draft DEIS, Table 3-5 (p. 3-35) contains a comparison of transit alternatives in terms of efficiency. If capital cost is excluded, Alternative 4 is most efficient with an operating surplus of more than 19 cents per passenger, while other alternatives would incur operating deficits of about 5 cents per passenger. If capital cost is included, all alternatives incur deficits, ranging from 20 cents per passenger for the no-build and upgrade existing system alternatives to 32 cents per passenger for LRT, 34 cents per passenger for HOV roadway at-grade and 37 cents per passenger for HOV roadway grade separated.

The transit alternatives proposed for the TH 55 Corridor are not designed to provide service specifically to disabled persons. Therefore, Policy 21 is not an issue.

Policy 22, which concerns the operator of transit services, is not addressed at this point. The transit alternatives described in the EIS could be operated by either the public or the private sector. If portions of the transit systems are operated by different agencies, issues of coordination would need analysis at that time.

3.1.2 Use of Existing TH 55 Alignment

The proposed reconstruction of TH 55 will take place on existing right-of-way between the north terminus of the project and 52nd Street. Between 52nd Street and CSAH 62, TH 55 will be located in railroad right-of-way and land purchased in prior years by Mn/DOT for the planned roadway construction. The alignment proposed in the DEIS, which lies to the east of the existing TH 55 alignment (Minnehaha Avenue) between in-place residential development and Minnehaha Park, is shown in Figure 3-1.

Very early in the current study, consideration was given to reconstructing TH 55 on its existing alignment between 52nd Street and CSAH 62. The analysis conducted at that time found that the adverse impacts of using that alignment were very high. That analysis has been updated and is presented here. The analysis presented here has been limited to comparison of alignment subalternatives of Alternative 4, because Alternative 4 has been selected as the preferred alternative.

3.1.2.1 Alignment Alternatives - 52nd Street to CSAH 62

The right-of-way for the existing TH 55 alignment between 52nd Street and CSAH 62 is 66 feet wide. The proposed cross-section of roadway and light rail transit (LRT) requires right-of-way approximately 140 feet wide. In the area where a frontage road is needed, the required right-of-way width would be about 180 feet (Figure 3-2). If the existing TH 55 alignment is to be used, additional ROW will be required.

Two alternatives were examined which used the existing TH 55 alignment. Alternative A, shown in Figure 3-3, follows the existing alignment all the way to CSAH 62. Additional right-of-way would be acquired at the west side of the existing right-of-way. Alternative B, shown in Figure 3-4, follows the present TH 55 alignment as far south as 54th Street and then turns to the east to pass on the east side of the Veterans Administration Regional Medical Education Center. Between 52nd and 54th Streets, right-of-way would be acquired along the east side of Minnehaha Avenue. South of 54th Street, additional right-of-way would be acquired from the Veterans Administration Medical Center.

3.1.2.2 Comparison of Alternatives

The decision to select the easterly roadway alignment between 52nd Street and CSAH 62 was based on the comparison of that alignment with the two alternatives which follow the present TH 55 alignment further to the south. An updated version of that comparison is shown in Table 3-1.

3.1.2.3 Findings of Comparison

The selection of the easterly alignment was based on the finding that significantly higher impacts would occur if greater use of existing right-of-way was attempted. The most significant differences between alignments occur in the following subject areas:

Displacement. It is estimated that the easterly (DEIS) alignment will require displacement of four households, while the existing right-of-way alignments will require displacement of 48 households (Alignment A) or 68 households (Alignment B).

In addition to residential displacement, Alignment A and Alignment B would each require acquisition of seven commercial properties. For the most part, these commercial properties are what appear to be locally oriented businesses. It is unlikely that these businesses could be relocated in the neighborhood. Their displacement would represent a loss to the owners and to the neighborhood.

Accessibility. Implementation of Alignment A would leave homes and businesses on the east side of Minnehaha Avenue with access only to the frontage road. Trips to and from these homes and businesses will use residential streets to drive to and from TH 55 via 54th Street. Residential areas on the west side of TH 55 will have access to TH 55 at either 50th Street or 54th Street.

Implementation of Alignment B would place homes and businesses along the west side of TH 55 on a frontage road with access to TH 55 at either 50th Street or 54th Street. The homes that would remain on the east side would have access to TH 55 only at 54th Street.

Neighborhood Cohesion. If either Alignment A or Alignment B is implemented, the group of homes on the east side of TH 55 will become even more isolated from the rest of their neighborhood than they presently are. TH 55 currently makes the separation due to the traffic volumes. If TH 55 is upgraded on the same alignment, the increased traffic volumes and the increased roadway width would emphasize that separation.

Veterans Administration Medical Center. TH 55 now divides the VAMC into two pieces, with most health care facilities west of Minnehaha Avenue (TH 55) and the Regional Medical Education Center and some support functions east of Minnehaha Avenue. Construction of the new hospital, now underway, assumes the DEIS alignment. Further encroachment on VA property (which would be required if Alignment A or Alignment B were implemented) would have serious adverse impact on Medical Center operations.

Noise. Location of TH 55 on existing alignment (A or B) will place the roadway close to significantly more noise sensitive land uses. Noise barriers, if constructed, reduce the number of sites where violations would occur to essentially the same number (2-4) for all alternatives.

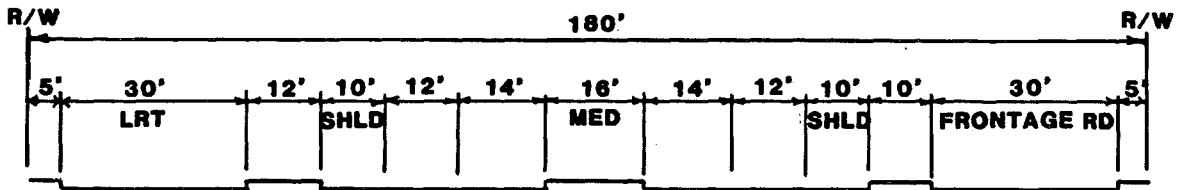
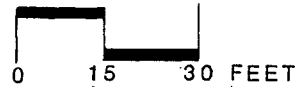
3.1.3 Effect on Truck Routes

The implementation of the proposed action will affect the existing system of truck routes. At the present time, 34th Avenue South is a truck route between Hiawatha Avenue and CSAH 62. The roadway improvement would close 34th Avenue at Hiawatha Avenue in order to minimize the number of at-grade intersections.

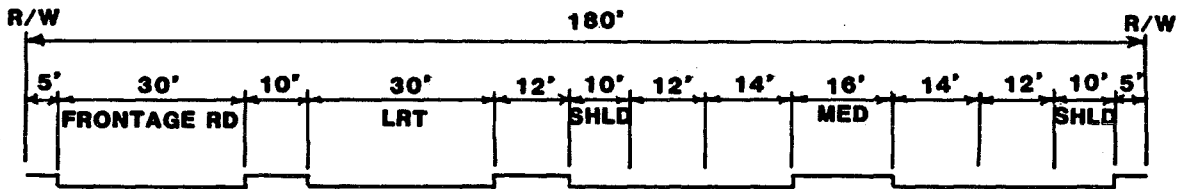
FIGURE 3-2

ALTERNATIVE CROSS SECTIONS

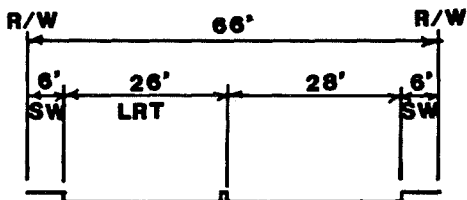
HIAWATHA AVENUE Location and Design Study



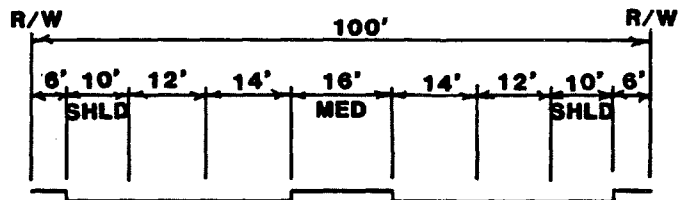
Alignment A Cross Section
(Looking North)



Alignment B Cross Section
(Looking North)



Minnehaha Avenue



TH 55

DEIS Alignment Cross Section
(Looking North)

To maintain continuity in the truck route system, 46th Street between 34th Avenue and Hiawatha Avenue should be designated as a truck route. This designation would allow continued access to Hiawatha Avenue via a short (three-sixteenths mile) segment of 46th Street. It also provides a direct connection to an existing truck route, 46th Street east of Hiawatha Avenue.

3.1.4 Transit Patronage

Patronage forecasts are composed of base forecasts and an additional increment which considers the induced development expected to occur under that alternative. Table 3-2 gives expected patronage with and without induced development.

TABLE 3-2
YEAR 2000 DAILY TRANSIT PATRONAGE

<u>Alternative</u>	<u>Without Induced Development</u>	<u>With Induced Development</u>
1 & 2	44,100	48,500
3	44,100	45,000
4 - GSA Terminus	50,100	56,500
Airport Terminus	52,580	58,500
Bloomington Terminus	55,150	61,500
5	44,100	N.A.

As described in Section 3.4 of this document, year 2000 population forecasts prepared for the corridor during this study are approximately 14,000 persons higher than Metropolitan Council forecasts. The patronage forecasts presented in Table 3-2 for all alternatives were made assuming the lower (Metropolitan Council) base population forecast. The incremental patronage forecasted for build alternatives considers only the incremental increases in population and employment forecasted for each alternative. This methodology is described in Technical Report No. 21, "Transit Patronage Forecasts."

3.2 NOISE

3.2.1 Nonresidential Noise Impacts

The Minnesota Pollution Control Agency (MPCA) has established noise standards for different types of land use. The residential standards were discussed in the DEIS. Numerous industrial and commercial establishments also border the Hiawatha Avenue Corridor and will be impacted by traffic noise. Table 3-3 shows the MPCA noise standards for nonresidential land uses. In addition, the FHWA has established a noise abatement criteria of L₁₀ 75 dBA for developed property including commercial and industrial land uses.

TABLE 3-3

MPCA NOISE STANDARDS (dBA)

General Land Use	L10	L50
Commercial	70	65
Industrial	80	75

Table 3-4 is an inventory of commercial and industrial land uses which are and will be impacted by noise from Hiawatha Avenue. All of these establishments lie on the east side of Hiawatha Avenue with about 20 feet from the curb to the property line. The proposed roadway was located as far east as possible to minimize impacts on the residential uses on the west side of the corridor. Due to the proximity of these land uses to the roadway, the state noise standards and federal abatement criteria are and will be exceeded within the property lines of these establishments. The L₁₀ 70 dBA noise contour falls between 60 and 70 feet from the curb on the east side of Hiawatha Avenue. In many cases only a parking area in front of the building will be impacted. However, in some cases the building is also close enough to the road to be impacted. The only identified outdoor activities which will be impacted are truck loading and unloading operations. In particular, the grain mills have loading facilities immediately adjacent to the roadway.

3.2.2 Minnehaha Park Noise

A more detailed analysis of noise impacts in Minnehaha Park, specifically in the vicinity of Princess Station, has been completed. This analysis was conducted to determine both the height of noise barriers required and park noise levels with mitigation. Figure 6-7 shows a cross section at Princess Station and illustrates the modeled site geometry. Two receiver sites were analyzed; receiver A was located 25 feet from the curb line and receiver B was located 50 feet from the curb line. Receiver A represents a point on the proposed bike path which will parallel Hiawatha Avenue. Receiver B represents a point on the Princess Station platform. Analysis methodologies were the same as those used in the DEIS.

The results of this analysis are shown in Table 3-5. An approximately 8.5-foot high barrier is required to mitigate noise to below state standards. With this level of mitigation, noise levels 25 feet from the curb line of Hiawatha Avenue will be approximately 63 dBA during peak traffic hours.

TABLE 3-4

COMMERCIAL AND INDUSTRIAL ESTABLISHMENTS IMPACTED BY NOISE

<u>Establishment</u>	<u>Address</u>	<u>Land Use Type</u>
Gypsum George Building Materials	3105 Hiawatha Avenue	Commercial
Acme Foundry Company	3161 Hiawatha Avenue	Industrial
Donaldsons Warehouse	3245 Hiawatha Avenue	Industrial
Moto Self Serve Gas	3301 Hiawatha Avenue	Commercial
National Vitamin Products Company	3401 Hiawatha Avenue	Industrial
ADM Flour Division Nokomis Mill	3501 Hiawatha Avenue	Industrial
Donaldsons Warehouse	3601 Hiawatha Avenue	Industrial
ADM Flour Division Atkinson Mill	3745 Hiawatha Avenue	Industrial
Ralston-Purina Company	3815 Hiawatha Avenue	Industrial
Bellis Paper Company	4001 Hiawatha Avenue	Industrial
Central Container Corporation	4041 Hiawatha Avenue	Industrial
Inland Truck Parts Company	4135 Hiawatha Avenue	Commercial
Reddy Rents	4155 Hiawatha Avenue	Commercial
Cronstroms Manufacturing Inc.	4225 Hiawatha Avenue	Industrial
Charlie's Drive-In	4245 Hiawatha Avenue	Commercial
The Judy Company	4325 Hiawatha Avenue	Industrial
Olson Equipment Corporation	4411 Hiawatha Avenue	Industrial
Bev-Serv Inc.	4439 Hiawatha Avenue	Industrial
Double "A" Enterprises, Inc.	4443 Hiawatha Avenue	Industrial
Flair Fountains by Milsco	4501 Hiawatha Avenue	Industrial
Litho Supply Depot	4525 Hiawatha Avenue	Commercial
Country Club Market	4547 Hiawatha Avenue	Commercial
Hiawatha Tire and Automotive	4601 Hiawatha Avenue	Commercial

TABLE 3-5

PRINCESS STATION NOISE LEVELS (dBA)
WITH AND WITHOUT ABATEMENT

	Receiver A		Receiver B	
	L10	L50	L10	L50
No Abatement	71.5	63.1	69.1	61.6
8.5-Foot Barrier	63.0	54.4	62.7	54.4
State Standard	65.0	60.0	65.0	60.0
Federal Abatement Criteria	70.0	NA	70.0	NA

NA: Not Applicable

3.3 AIR QUALITY

3.3.1 Background CO Concentrations

The derivation of background CO concentrations and details of the CO monitoring program are documented in Technical Report 15, Air Quality Analysis (BRW, Inc., November, 1981). CO monitoring was conducted at three sites in the corridor during the entire month of November, 1979. The three monitoring sites were located at:

- Northwestern Bell building - 33rd Street East and 24th Avenue South
- Native American Indian Center - 15th Avenue South and Franklin Avenue
- Veterans Administration Hospital - Minnehaha Avenue and CSAH 62

Background CO concentrations were derived from this monitoring data using procedures given in Guidelines for Air Quality Maintenance Planning and Analysis, Volume 9 (Revised): Evaluating Indirect Sources (EPA - 450/4-78-001, September, 1978). This procedure requires corrections for wind speed and atmospheric mixing height and considers concentrations monitored during peak traffic periods. The derivation of one-hour and eight-hour background CO concentrations used in the Hiawatha Avenue DEIS is shown in Tables 3-6 and 3-7.

TABLE 3-6

CALCULATION OF ONE-HOUR BACKGROUND CO

	<u>Units</u>	<u>Northwestern Bell</u>	<u>Native American Center</u>	<u>Veterans Administration</u>
Maximum ^{1/} 1-Hour Concentration	PPM	3.50	4.10	2.40
Wind Speed	Meters Per Second	1.25	1.03	1.43
Concentration Normalized to 1 M/Second Wind	PPM	4.4	4.2	3.4
Holzworth Adjustment -		1.128	1.128	1.128
1979 Worst Case 1-Hour Background	PPM	4.9	4.7	3.9

^{1/} For one-hour period ending at 4:00, 5:00, or 6:00 PM.

SOURCE: Hiawatha Avenue Air Quality Technical Report, BRW, Inc., June, 1981.

TABLE 3-7

CALCULATION OF EIGHT-HOUR BACKGROUND CO

	<u>Units</u>	<u>Northwestern Bell</u>	<u>Native American Center</u>	<u>Veterans Administration</u>
Maximum ^{1/} 8-Hour Concentration	PPM	2.83	2.69	1.54
Wind Speed	Meters Per Second	1.16	1.16	1.67
Concentration Normalized to 1 M/Second Wind	PPM	3.3	3.1	2.6
Holzworth Adjustment -		1.128	1.128	1.128
1979 Worst Case 8-Hour Background	PPM	3.7	3.5	2.9

^{1/} For eight-hour period ending 7:00 PM.

SOURCE: Hiawatha Avenue Air Quality Technical Report, BRW, Inc., June, 1981.

3.3.2 Covered Roadway

The selected alternative includes a covered roadway section approximately 650 feet in length through Minnehaha Park. Additional analyses of carbon monoxide (CO) concentrations both within the covered roadway and just outside the portals have been completed. Predicted CO concentrations within the covered roadway can be compared to the National Ambient Air Quality Standard of 125 PPM for one-hour within tunnels. Outside the covered roadway, the National Ambient Air Quality Standards of 35 PPM one-hour average and 9 PPM eight-hour average and the State Standards of 30 PPM one-hour average and 9 PPM eight-hour average apply.

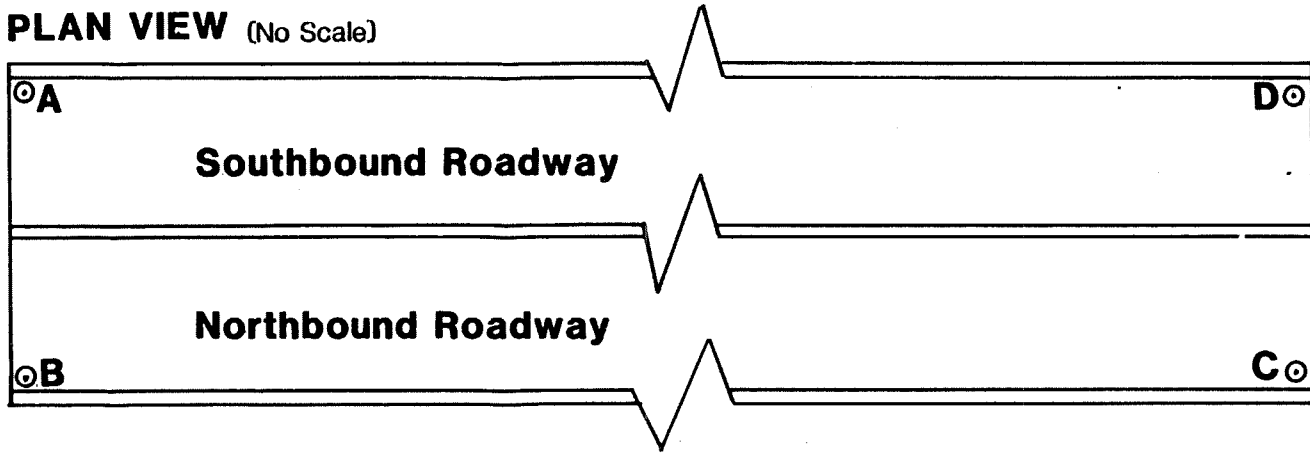
The computer program TUNVEN has been used to predict CO concentrations which will occur in the covered roadway at various operating speeds and traffic flow conditions. This analysis utilized peak hour traffic volumes as reported in the DEIS. CO concentrations were predicted for 1990 and 2000 using MOBILE 2 emission rates. The CALINE 3 model was used to predict CO concentrations entering the covered section. Background CO concentrations reported in the DEIS were added to the modeled results to obtain total CO concentrations in the tunnel. Receptor sites were located just inside downstream portal of each of the two tubes, as shown on Figure 3-5. This produces worst-case predictions since CO tends to increase between the upstream and downstream ends of the tunnel. Table 3-8 shows the predicted covered roadway CO concentrations.

The results of this analysis show that with speeds down to 10 MPH ventilation induced by vehicle movement is sufficient to keep CO concentrations well below the 125 PPM maximum. However, if vehicles are stopped in the covered roadway or moving at 5 MPH for a full hour, CO concentrations greater than 125 PPM are predicted. Thus, under normal operating conditions, no mitigation for air quality within the covered roadway is required. However, measures must be taken to assure that traffic is not stopped or moving at 5 MPH or less for a full hour.

It should be noted that traffic flow at or below 5 MPH is very unstable. If the average speed is 5 MPH, actual vehicle speeds may vary from stopped to 20 MPH. The TUNVEN model utilizes the 5 MPH average speed to calculate ventilation due to the piston effect of vehicles moving through the covered roadway. With a 5 MPH speed, air flow in the covered roadway was nearly stalled, resulting in the high concentrations predicted. In actuality, varying vehicle speeds would induce more ventilation and lower CO concentrations would result. Thus, the TUNVEN model overpredicted CO concentrations at 5 MPH. The significant drop in concentrations at 10 MPH is an indication of the model's sensitivity to speed.

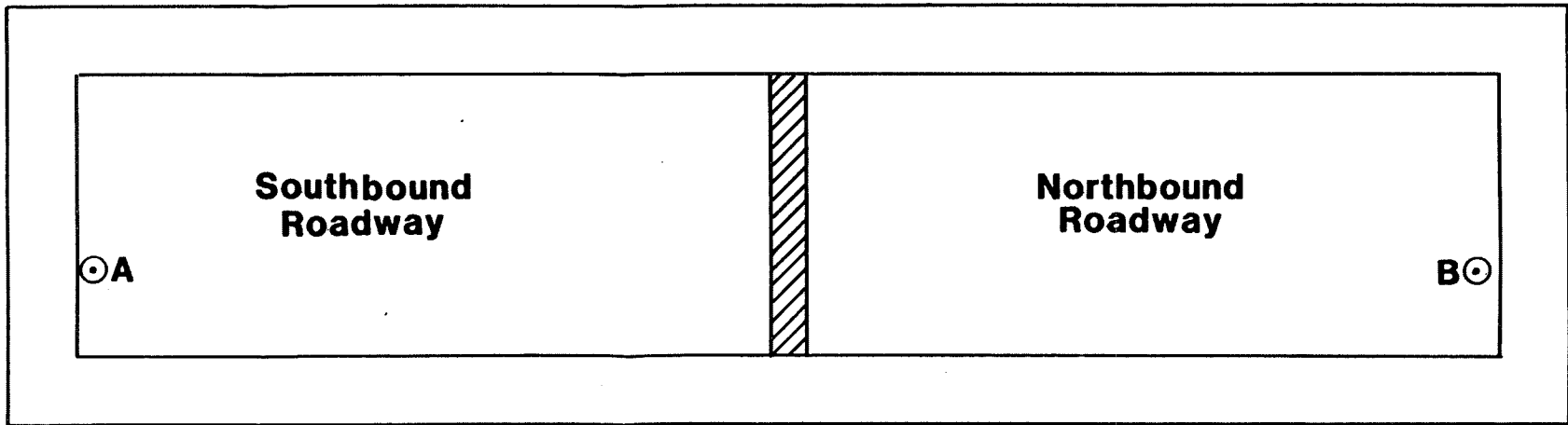
This analysis predicted 1-hour CO concentrations for comparison with the 1-hour tunnel standard of 125 PPM. There also exists a 4-hour tunnel standard of 75 PPM and an 8-hour tunnel standard of 50 PPM. Based on the results in Table 3-8, these standards would be met as long as vehicle speeds averaged greater than 10 MPH for the time period of the standard. The mitigation measures proposed in Section 4.2 to assure compliance with the 1-hour standard are intended to prevent an extended period of traffic congestion. These measures will also assure compliance with the 4-hour and 8-hour standards.

PLAN VIEW (No Scale)



SECTION

Earthen Cover



HIAWATHA AVENUE
Location and Design Study

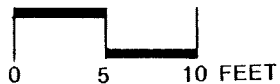


FIGURE 3-5

**COVERED ROADWAY
CARBON MONOXIDE RECEPTORS**

TABLE 3-8

PREDICTED ONE-HOUR CO CONCENTRATIONS (PPM)
INSIDE COVERED ROADWAY

Year	Speed (MPH)	Receptors			
		A	B	C	D
1990	0	51	66	339	354
	5	531	11	58	3
	10	62	9	30	3
	20	29	15	25	12
	35	12	7	12	6
2000	0	33	43	228	218
	5	530	11	55	3
	10	45	8	27	3
	20	25	14	23	11
	35	12	7	13	7

The analyses of CO concentrations outside the portals of the covered roadway considered an emergency situation in 1990 with vehicles moving at 5 MPH in both directions on TH 55 for a full hour. Emission rates were calculated using the Modal Analysis Model with corrections from the MOBILE 2 emissions model. The emission rates were input to the CALINE 3 dispersion model to predict concentrations at the receptor sites shown in Figure 3-6. Receptors P1, P2, and R17A are all located in Minnehaha Park. Receptor P3 is located on top of the covered roadway in what will be a portion of the park.

All emissions occurring within the covered roadway were modeled as if they were a line source extending the width of the covered roadway portal. This analysis assumed peak hourly traffic volumes, 20° F. temperature, 1.0 meter/second wind speed, and stability class "D". Wind directions of 145°, 270°, and 345° were analyzed. Table 3-9 shows the resultant one-hour CO concentrations including ambient background CO.

TABLE 3-9

MAXIMUM PREDICTED ONE-HOUR CO CONCENTRATIONS (PPM)
OUTSIDE COVERED ROADWAY

<u>Receptor</u>	<u>Predicted Concentration</u>
P1	9.5
P2	7.5
P3	5.4
R15A	3.5
R16A	3.3
R17A	4.5
R18A	3.4
R19A	3.7

All of the predicted concentrations are well below the one-hour standards. The maximum predicted concentration is 9.5 PPM at receptor P1. Since the adverse traffic and meteorology assumed for the peak hour will not persist for eight consecutive hours, eight-hour average concentrations will be less and the eight-hour standard will not be exceeded.

3.4 ECONOMIC EFFECTS

3.4.1 Economic Baseline

The DEIS described the economic baseline in Section 4.1. The economic impact of each of the alternatives was defined as the difference between the growth expected under each of the alternatives and the economic baseline. The economic baseline was the growth projected at the time by the Metropolitan Council for the Hiawatha Avenue Corridor. The forecast presented in Table 4-1 and described in the subsequent paragraphs of the DEIS were in error. The corrected version of that information is presented here:

TABLE 3-10
(DEIS Table 4-1 Revised)

POPULATION/HOUSEHOLDS/EMPLOYMENT PROJECTIONS FOR THE HIAWATHA AVENUE CORRIDOR

<u>Year</u>	<u>Population</u>	<u>Households</u>	<u>Employment</u>
1970	68,548	25,824	37,726
1980	NA	NA	NA
1990	57,673	27,658	37,966
2000	57,830	27,614	33,496

NA: Not Applicable

SOURCE: Metropolitan Council TAZ projections (August 12, 1981).

The Hiawatha Avenue Corridor contained 25,824 households in 1970. Single family homes account for the majority of the housing stock. Even though population has declined, the number of corridor households is projected to increase.

Population is projected to decline further during the 1980-1990 period, but, with smaller household size, households are projected to increase to 27,614.

3.4.2 Effect of Public Sector Action to Stimulate Development

The public sector stimulates development at two levels. At one level, any action by the public sector to improve either the roadway or the transit system in the Hiawatha Avenue Corridor makes the corridor more attractive

to developers. At the second level, the public sector can further stimulate development by engaging in actions such as: (1) supplementary purchase or condemnation of land, (2) tax increment financing, (3) equity participation, (4) institution of corridor development corporations, (5) special assessment districts. It is necessary to make the transportation improvements before second level stimulation becomes effective. Once transportation system improvements are made, however, second level stimulations can be very effective. Table 3-11 gives the year 2000 population and employment forecasts for the Hiawatha Corridor for each alternative and for different levels of public sector participation.

TABLE 3-11

EFFECT OF PUBLIC SECTOR PARTICIPATION
ON DEVELOPMENT POTENTIAL IN YEAR 2000

<u>Population</u>	<u>Transportation Improvements</u>			
	<u>No Build</u>	<u>Alt. 1 & 2</u>	<u>Alt. 3</u>	<u>Alt. 4</u>
No Public Sector Participation	71,991	72,991	72,991	77,491
Limited Public Sector Participation	71,991	73,891	72,991	78,491
Substantial Public Sector Participation	71,991	76,891	72,991	83,991
<u>Employment</u>				
No Public Sector Participation	33,496	33,833	33,833	35,833
Limited Public Sector Participation	33,496	33,833	33,833	36,833
Substantial Public Sector Participation	33,496	35,833	33,833	39,833

SOURCE: Hiawatha Corridor Population and Employment Projections, Technical Report 25, James B. McComb and Associates, August, 1981.

The year 2000 "No Build" population forecast shown in Table 3-11 was prepared for this analysis. This forecast is 14,161 persons higher than the forecast prepared for the same area for the year 2000 by the Metropolitan Council (Table 3-10). The difference is attributable to three factors:

Number of Households - A zone-by-zone analysis of the Metropolitan Council's forecasts of the number of households in the corridor concluded that, with some exceptions described below, the forecasts were realistic and the forecasted changes were realistic. The analysis found, however, that the forecasts did not recognize significant changes in the number of households which had occurred or will occur as the result of large redevelopment projects. For example:

- TAZ 96 - Metropolitan Council forecasts indicate that there would be 500 households in TAZ 96 in the year 2000. However, construction of the Hennepin County Medical Center has eliminated all housing from the zone.
- TAZ 109 - Metropolitan Council forecasts indicate that there would be 300 households in TAZ 109 in the year 2000. Current and planned construction of the Cedar Square project includes 1,000 households in the zone.
- TAZ 111 - Metropolitan Council forecasts indicate that there would be 525 households in TAZ 111 in the year 2000. Construction of several apartment buildings in TAZ 111 during the 1970's suggests that by the year 2000, the zone will contain 882 households.

The overall analysis, specifically recognizing the more dramatic changes such as those described above, resulted in a year 2000 forecast of 29,475 households in the corridor compared to a Metropolitan Council forecast of 27,614 households. At this point, neither forecast addresses the issue of the development of the right-of-way purchased and cleared by MnDOT in excess of that required to build the preferred alternative. Redevelopment of that land is treated in the next section.

Redevelopment of Excess TH55 Right-of-Way - MnDOT purchased and cleared sufficient right-of-way in the TH55 corridor to construct the freeway which had been planned. In a no-build situation, as well as under the build alternatives considered in this study, much of that right-of-way would not be required for highway or transit construction.

Approximately 90 acres of land would be available in a no-build situation. The likely use of this land would be relatively low intensity residential development, similar to existing surrounding use. It was assumed that the density would range from 10 to 30 dwelling units per acre, and that 1,825 dwelling units would be constructed.

Household Size - The Metropolitan Council has predicted that the average household in the corridor will contain 2.09 persons in the year 2000. This represents a significant decrease from the 2.50 persons per household observed in 1970. The decrease reflects the significant decrease in the birthrate observed in the 1970's. That decrease in birth rate appears now to have been stopped as the people who in the 1970's chose not to start families have now begun to have children. Analysis conducted for this study suggests that average household size in the corridor will continue to drop until 1990, at which time it will level off at 2.3 persons per household.

Summary - The factors described above result in a no-build population forecast for the Hiawatha Corridor of 71,991 persons. The calculation of that forecast is shown in Table 3-12.

TABLE 3-12

YEAR 2000 NO-BUILD POPULATION FORECAST
 HIAWATHA CORRIDOR

	<u>Households</u>	<u>Population</u>
Metropolitan Council Forecast	27,614	57,830
Revised Household Estimate	29,475	
Redevelopment of Excess ROW (90A.)	1,825	
Household Forecast	31,300	
Population Forecast (2.3 pers/household)		71,990

3.4.3 Cost of Public Sector Participation

The public sector activities described in Sec. 3.4.2 can be very effective, in some cases, in stimulating development beyond that which would occur if those activities were not undertaken. Those activities will, however, result in cost to the public sector. These costs could include the cash cost of purchase and/or condemnation of land, the cost of making infrastructure improvements in anticipation of or as a condition of development, and tax revenue foregone for a period of time.

It is not possible to estimate the magnitude of these costs at this time. The actual cost will depend on the level of incentive required to attract the desired development. That, in turn, will depend on the level of interest by developers in the corridor and the general economic conditions at the time.

The public sector considers expenditures to attract development as investments which must be expected to pay adequate returns in the form of tax and other revenues. The potential return is described in Sec. 5.1.6.6, pages 5-23 to 5-27 of the DEIS.

3.5 WATER QUALITY

The complete analysis of the water quality baseline and water quality impacts of the proposed action in the Hiawatha Corridor is contained in Technical Report 17, Water Quality Analysis. Following are responses to the specific comments received regarding the summary of that document contained in the DEIS.

3.5.1 Baseline Data

Minnehaha Creek has a use classification of 2B, 3C, 4A & B, 5 and 6. This classification allows propagation and maintenance of cool or warm water fisheries and is suitable for aquatic recreation including bathing.

Available water quality data includes analysis of sampling conducted at the confluence with the Mississippi River (1960-65) and at the Hiawatha Avenue bridge (1978-79). The analysis of this data concluded that the water quality of Minnehaha Creek is generally acceptable for its classification.

At its confluence with Minnehaha Creek, the Mississippi River has a use classification of 2B & C, 3B & C, 4A & B, 5 and 6. This classification allows most of the same uses described above for Minnehaha Creek. The water quality analysis used data from the Minnesota Pollution Control Agency (MPCA) collected at the sampling stations at Fridley and at the St. Paul Rowing Club. Mississippi River water quality often does not conform to applicable state standards. Hardness, copper, turbidity and fecal coliforms often exceeded the standards during the analysis period. Levels of dissolved oxygen, chloride, ammonia and dissolved solids are generally within the standards.

3.5.2 Surface Runoff Characteristics

Implementation of the proposed action will result in increased runoff from the roadway. The proposed roadway has approximately two times the impervious surface area as the existing roadway. All runoff from the roadway will be collected in storm sewers for eventual discharge into the Mississippi River.

3.5.3 Effect of Runoff on Mississippi River

The DEIS stated that the increase in chlorides in the Mississippi River resulting from the use of deicing materials on Hiawatha Avenue would not significantly affect the river's water quality. That statement was based on an analysis contained in Technical Report 17.

It is recognized that there is no known means of accurately predicting chloride concentrations from highway runoff. The estimate was made assuming a single storm application rate of 300 pounds of sodium chloride per lane-mile which is washed into the Mississippi River over a twelve-hour period. The expected impact on the Mississippi River is shown in Table 3-13. At the present time, chloride concentrations at the St. Paul Rowing Club range from 17-39 mg/l. The more restrictive state standard for chlorides (Class 3B Industrial Waters) is 100 mg/l. Even under historic low-flow conditions, the chloride concentration would be far below the state standard.

3.6 GEOLOGY

The geology of the Minnehaha Creek and Minnehaha Park area was a significant concern as alternatives were developed in the park. All the alternatives considered include excavation in the park.

Geological studies conducted by Mn/DOT for reconstruction of Hiawatha Avenue indicated that the area is overlaid with glacial drift which varies from 10 to 35 feet deep. Below the glacial drift is the 25-foot thick

TABLE 3-13

PROJECTED INCREASE IN CHLORIDE CONCENTRATIONS OF THE MISSISSIPPI RIVER
 DUE TO DEICING OF ADDITIONAL ROADWAYS AND TRANSIT-RELATED IMPROVEMENTS
 (Year 2000 - Wabasha St., St. Paul)

CONDITIONS	ALTERNATIVES 1 & 2 HOV	ALTERNATIVE 3 Street Related Transit	ALTERNATIVE 4 LRT	ALTERNATIVE 5 NO BUILD
Average Concentration Due to Winter Deicing of Added Area - Mississippi at Historic Average Flow ^{1/}	0.02 mg/l	0.01 mg/l	0.01 mg/l	0
Peak Concentration Due to Washing of 1 Application of Salt into Mississippi - Mississippi at Historic Average Flow.	0.16 mg/l	0.08 mg/l	0.08 mg/l	0
Peak Concentration Due to Washing of 1 Application of Salt into Mississippi - Mississippi at Historic Low Flow ^{2/}	2.75 mg/l	1.34 mg/l	1.34 mg/l	0

^{1/} Historic Average Flow at Wabasha St., St. Paul - 10,600 cfs.

^{2/} Historic Low Flow at Wabasha St., St. Paul - 632 cfs.

3-30

Platteville Limestone formation. Below the limestone are the three-foot thick Glenwood Shale layer, the St. Peter Sandstone formation, and the Jordan Sandstone formation.

The Glenwood Shale is a relatively impervious layer which is considered to protect the water supply contained in the St. Peter Sandstone from infiltration from aquifers in higher formations. The Glenwood Shale layer has been eroded in two locations in the area.

Geological concerns have focused on the possibility of reducing the barrier formed by the Glenwood Shale. The possible effects include the pollution of underlying aquifers and significant alteration of water levels in the lagoon and flow over Minnehaha Falls.

The preferred alternative would require excavation in this area. The excavation would be down to an elevation as low as about 800 feet. This is nearly 30 feet above the elevation of the Glenwood Shale, and no adverse effects are expected.

3.7 HAZARDOUS MATERIALS

Vehicles carrying hazardous materials requiring placarding will not be permitted in the covered roadway. Prohibited hazardous materials fall into seven general categories.

- Explosives
- Flammable liquids
- Flammable solids
- Oxidizing materials
- Corrosive liquids
- Compressed gases
- Poisons

The transport of the majority of these materials including explosives, radioactive materials, and hazardous wastes of all types are strictly regulated. Thus, carriers of these materials can be notified of the prohibition on Hiawatha Avenue. The preferred route for these carriers is the interstate highway system or a route designated by the Department of Transportation. In addition to notification of carriers, signage indicating the prohibition of hazardous materials will detour prohibited vehicles away from the covered roadway.

The preferred alternative route for prohibited vehicles consists of 46th Street, 34th Avenue, and CSAH 62 (Figure 3-7). Since TH 55 as planned will not have direct access to 34th Avenue, 46th Street between TH 55 and 34th Avenue will have to be designated as a truck route. Currently designated truck routes are 34th Avenue and CSAH 62 (Section 3.1.4.). Signage indicating the prohibited vehicle route would be located on TH 55 at 46th Street and at the TH 55 interchange with CSAH 62.

The number of vehicles currently using TH 55 and carrying hazardous materials is not known. As stated previously, regulated hazardous materials carriers will use the interstate system if possible. The only vehicles expected to

FIGURE 3-7

TRUCK ROUTES

HIAWATHA AVENUE Location and Design Study



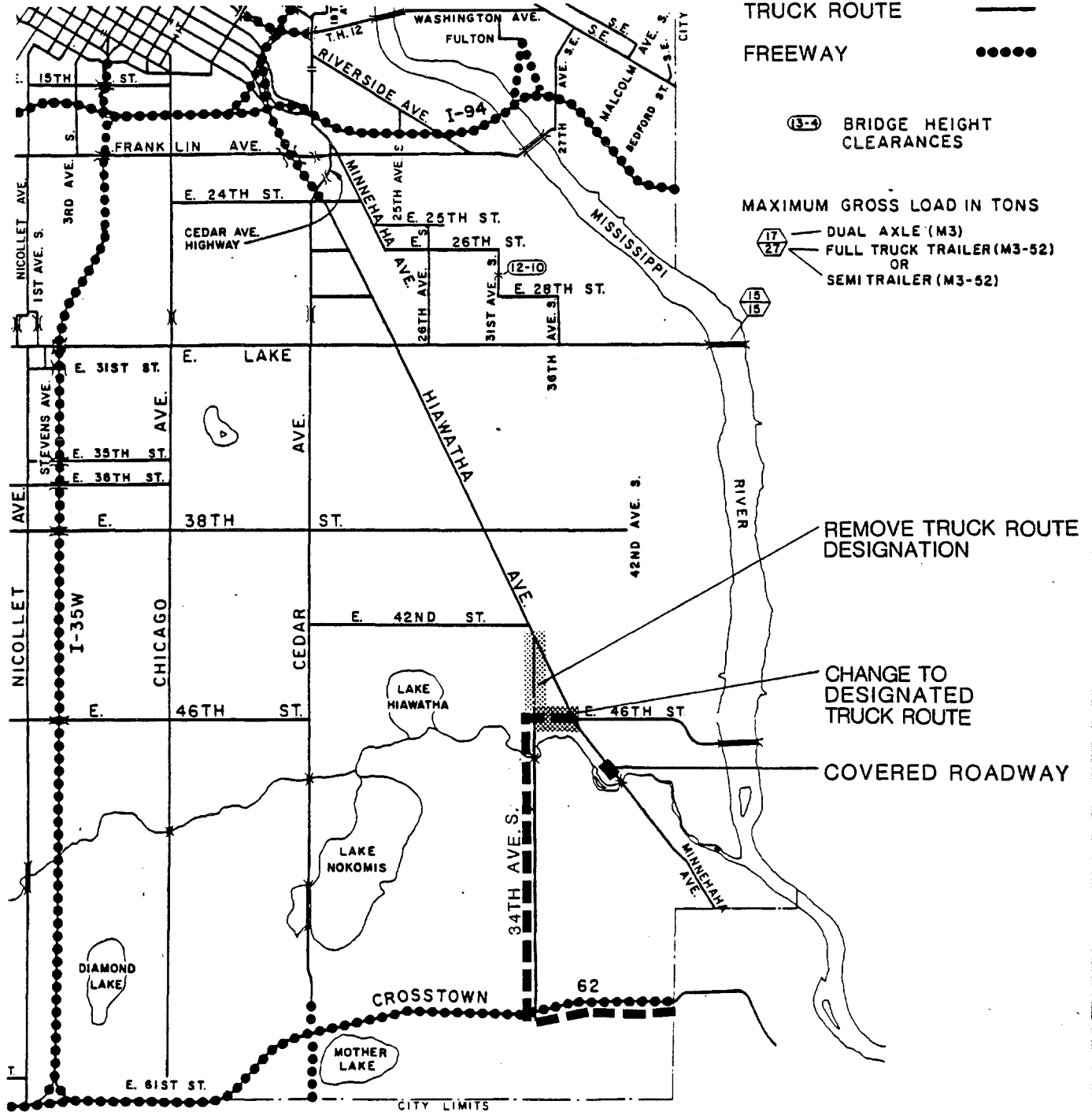
SOURCE: CITY OF MINNEAPOLIS, ADOPTED BY CITY COUNCIL 3/14/75,
REVISED 6/1/79

- HAZARDOUS VEHICLE ROUTE **— — —**
- TRUCK ROUTE **—**
- FREEWAY **● ● ● ● ●**

(13-4) BRIDGE HEIGHT CLEARANCES

MAXIMUM GROSS LOAD IN TONS

- (17/27)** DUAL AXLE (M3)
- (15/15)** FULL TRUCK TRAILER (M3-52) OR SEMI TRAILER (M3-52)



REMOVE TRUCK ROUTE DESIGNATION

CHANGE TO DESIGNATED TRUCK ROUTE

COVERED ROADWAY

CITY LIMITS

use the alternative route would have either an origin or destination within the TH 55 corridor. The only known hazardous material destined for the corridor area is gasoline being delivered to local stations. Since the designated alternative route mainly follows existing truck routes and the number of vehicles using the route is probably quite low, the impact of this alternative route designation will be minimal.

3.8 .MINNEHAHA CREEK FLOODPLAIN

The Minnehaha Creek floodplain (based on 100-year flood), as defined in the City of Minneapolis' floodplain ordinance, covers most of the Longfellow Gardens area between Minnehaha Creek and TH 55, south of Minnehaha Parkway. The existing bridges over the creek at TH 55 and Minnehaha Parkway have restrictive waterway openings. A residential area of about five acres, located near 47th Street and 37th Avenue, is within the 100-year floodplain. This area periodically experiences flood conditions during periods of rapid snowmelt or intense rainfall.

Implementation of the preferred alternative will allow maintenance of existing water elevation in the lagoon during periods of normal flow, and will affect the hydraulic characteristics of the TH 55 and Minnehaha Parkway bridge openings. The TH 55 and Minnehaha Parkway bridges over Minnehaha Creek and the control structures associated with them will be replaced. The new structures will have larger waterway openings than the existing structures. Hydraulic analyses conducted for previous studies showed that improvements proposed at that time would result in a decrease in water surface elevations in the lagoon of about two feet at 500 cfs (record flood) and of about one foot at 1500 cfs.^{1/} The 100-year flood is estimated to be 943 cfs at TH 55.^{2/} These reductions in water surface elevations, expected as a result of the new structures, will very likely also result in a reduction in the area of the 100-year floodplain and a reduction in the potential for damage in areas which now experience flooding. There will be no adverse impact on natural and beneficial floodplain values.

The covered roadway proposed for construction as a part of the preferred alternative would require the placement of fill in Longfellow Gardens, which would encroach on the Minnehaha Creek floodway as it is currently defined. With the replacement of the existing structures, however, the overall effect of the implementation of the preferred alternative is expected to be a reduction in the water surface elevations and a reduction in flood hazards in the area.

During preliminary design of these facilities, a detailed hydraulic analysis will be conducted to verify that these improved conditions will occur. Once the verification has been made, the required steps will be taken with the City of Minneapolis, the Minnesota Department of Natural Resources and the Federal Emergency Management Agency to revise the definition of the 100-year floodplain prior to construction.

1/ Van Doren-Hazard-Stallings, TH 55 - Minneapolis South of 52nd Street to 44th Street, September, 1974.

2/ Flood Insurance Study, City of Minneapolis, Federal Emergency Management Agency, Federal Insurance Administration, August 18, 1980.

3.9 CRITICAL AREA CORRIDOR

Part of the Hiawatha Avenue project is within the designated Mississippi River Critical Area Corridor (Executive Order 79-19). The purpose of the Critical Area Corridor designation is to protect certain areas having a significance extending beyond the local area. The Critical Areas planning process is not intended to replace local planning and zoning but rather is limited to those exceptional cases where other powers are not available to insure adequate and coordinated local, regional and state planning and the enactment of regulations to protect the area. To qualify as a Critical Area, the area must possess one or more of the following characteristics:

1. An area significantly affected by or having a significant effect upon an existing or proposed major government development that is intended to serve substantial numbers of persons beyond the vicinity in which the development is located and that tends to generate substantial development or urbanization.
2. An area containing historical, natural, scientific or cultural resources of regional or statewide importance, or an area having a significant impact upon historical, natural, scientific or cultural resources of regional or statewide importance.

It should be noted that the Critical Areas planning process is not binding on agencies of the federal government. In 1976, the State of Minnesota, by executive order, designated the Mississippi River as a Critical Area. The designation requires each municipality adjacent to the river within the Metropolitan area to develop plans and regulations to protect the River. The City of Minneapolis approved a Draft Critical Area Plan on May 9, 1979.

The Critical Area Plan for the Mississippi River in Minneapolis covers two aspects, development and protection of public facilities. The City has adopted several policies and implementation strategies to guide development to achieve this goal. Based on existing development, the river corridor in Minneapolis has been divided into three districts: Urban Developed District, Urban Diversified District, and Urban Open Space District. Only the Urban Diversified and Open Space districts occur in the Hiawatha Avenue Study Area. Policies and strategies applying to that portion of Hiawatha Avenue which passes through the Critical Area generally protect vegetation from unnecessary destruction, protect steep banks, restrict land uses, protect visual quality of the river corridor, prevent further reduction in the quality of water in the Mississippi River, and protect significant historical resources.

Several transportation policies are also part of the Critical Area Plan. Those policies relevant to the Hiawatha Avenue Corridor include:

- Enforce regulations designed to prevent roadway deterioration, (e.g., those relating to allowable load limits).
- Continue to seek out alternatives to the use of deicing salt.

- Provide heavy duty access roads which are closely coupled to the regional (freeway) transportation systems so that use of river transportation potential maybe more fully utilized.

Other policies have been developed as critical area plans which are relevant to Minnehaha Park. These policies include:

- Development of a variety of recreational facilities that enhance the environment while avoiding alteration of the resources and restoring and preserving the park's scenic, natural, and historic resources.
- Recreational activities which emphasize river oriented recreational opportunities compatible with the surrounding environment.
- The development of interest nodes to provide focal points with interesting directions and providing public parklands for recreational purposes.
- The establishment of a continuous trail corridor parallel to the river to provide recreational opportunities for bicyclists, pedestrians, and motorists. Users should be provided with opportunities to make visual contact with the river and river related activities.

The reconstruction of Hiawatha Avenue is consistent with all of the Critical Area standards and the Critical Area planning policies adopted by the City of Minneapolis. Completion of the covered roadway through Minnehaha Park will provide an opportunity to link Minnehaha Park with Minnehaha Parkway. The bicycle trail to be developed as part of Hiawatha Avenue reconstruction will provide linkages to the bicycle trail paralleling West River Parkway and also to the bicycle trail connecting Minnehaha Park with Fort Snelling State Park. The integrity of the Minnehaha Park Historic District will be enhanced with the construction of the covered roadway and historic resources such as Minnehaha Depot will be protected from adverse visual impacts by the utilization of noise walls, landscaping, and berming.

3.10 COMMUTER BICYCLE PATHS

Provisions will be made as part of highway reconstruction to encourage and accommodate bicycle commuters. Figure 6-5 shows existing and proposed bicycle routes and significant destination locations to be served by the bicycle trail. The majority of the trail will be adjacent or parallel to reconstructed Hiawatha Avenue.

The bicycle trails as presently proposed in Figure 6-5 are in the conceptual planning stage. Specific trail design or location details have not been completed. The trails as proposed are consistent with the 1980 findings and recommendations of a City of Minneapolis Commuter Bicycle Task Force.

The proposed trails will be on City streets and will be within specifically designated, striped lanes except for the segment of trail between Lake Street and 3rd Avenue South where it is proposed that the trail make use of abandoned railroad right-of-way. Pedestrians will be able to use sidewalks adjacent to the on-street portions of the bicycle trail. It may be possible to provide a pedestrian path adjacent to the bicycle path for that segment which utilizes the abandoned railroad right-of-way should such a pathway be desired.

No funding for the bicycle trail has been identified or committed at the present time.

The proposed bike route would extend from the existing Fort Snelling State Park Bike Trail north to downtown Minneapolis. From Fort Snelling State Park, the path would continue north, into Minnehaha Park, along Minnehaha Avenue. It will then take a slight jog east, to Snelling Avenue, and continue until it reaches Lake Street. Between Lake Street and 5th Street, where the bike route enters downtown Minneapolis, the bike trail would be constructed in the existing railroad right-of-way.

3.11 RARE, THREATENED OR ENDANGERED SPECIES

The project is within the range of three species listed in the U.S. Fish and Wildlife Redbook: the Bald Eagle, Higgin's Eye Pearly Mussel and the American Peregrine Falcon. Peregrine Falcons currently are not known to nest in the state. There are no suitable sites within the project area which have the potential for peregrine reintroductions.

The Hiawatha Avenue project is not adjacent to any bald eagle breeding or wintering areas. No construction activities are proposed to take place in the river which could affect the Higgin's Eye Pearly Mussel.

The DEIS concluded that the nature of the proposed project is such that no adverse impacts to the threatened or endangered wildlife species will occur; therefore the project is in compliance with the Endangered Species Act of 1973.

4.0 IMPACT MITIGATION MEASURES

4.1 NOISE

The majority of noise impacts associated with the selected alternative can be mitigated through the construction of noise barriers. Potential noise barrier locations are shown on Figure 4-1. The following two noise barrier segments are likely to be constructed. Noise impacts are greatest in these areas with projected future noise levels significantly greater than existing and greater than federal noise abatement criteria. The construction of these barriers will provide a substantial noise reduction and is a reasonable and feasible noise mitigation effort.

- East side of Hiawatha Avenue, Minnehaha Creek to 54th Street. This barrier is required to reduce noise impacts in Minnehaha Park to below federal noise abatement criteria. The property line of the park follows the eastern edge of the Hiawatha Avenue Corridor right-of-way. The proposed bicycle trail bordering the roadway is a noise sensitive use which will occur in this area.
- West side of Hiawatha Avenue, 52nd Street to 54th Street. The noise levels at seven residences in this area will exceed federal noise abatement criteria without mitigation. The noise level at one additional residence will exceed the state daytime noise standards and the noise level at 18 additional residences will exceed the state nighttime noise standards. Because Hiawatha Avenue is on a new alignment through this area, noise levels are projected to increase significantly over existing levels. Noise barriers in the following locations are less likely to be constructed. Future noise levels are predicted to exceed state daytime and nighttime standards but not federal noise abatement criteria. Due to the distance between affected receivers and the roadway and the need for breaks in the barrier at intersections, the effectiveness of barrier mitigation is reduced.
- West side of Hiawatha Avenue, Minnehaha Creek to 52nd Street. This barrier would protect 20 residences where the noise level is expected to exceed state daytime standards and 32 additional residences where the noise level is expected to exceed state nighttime standards. The barrier would be broken at the at-grade intersection at Minnehaha Avenue and 50th Street.
- West side of Hiawatha Avenue, Franklin Avenue to 31st Street, between 24th Street and 26th Street, and between 28th Street and 29th Street. Barrier sections would protect 9 residences where the noise level is expected to exceed state daytime standards and 49 residences where the noise level is expected to exceed state nighttime standards. This barrier will also protect East Phillips Park located between 22nd Street and 24th Street.

- West side of Hiawatha Avenue, Franklin Avenue to 31st Street, between 24th Street and 26th Street, and between 28th Street and 29th Street. These barrier sections will protect 9 residences where the noise level is expected to exceed state daytime standards and 49 residences where the noise level is expected to exceed state nighttime standards. This barrier will also protect East Phillips Park located between 22nd Street and 24th Street.

No noise abatement is proposed for the commercial and industrial establishments on the east side of Hiawatha Avenue for the following reasons:

- Access Requirements. Most of the establishments on the east side of Hiawatha have driveways out to the roadway. Noise cannot be effectively abated by a noncontinuous barrier.
- Lack of Outdoor Activities. In almost all cases, activities take place indoors and exposure to external noise would be minimal.
- Little Change from Existing Noise. The east curb line of the reconstructed roadway will be at the same location as the existing roadway. Although future traffic volumes will be greater, the southbound lanes will be further from the establishments on the east side. The net result will be only a slight increase in noise over the existing situation.

The analysis contained in Section 3.2.2 identified a barrier height of 8.5 feet to meet state noise standards. Because the corridor is generally flat with relatively little variation in traffic volumes, barrier heights are expected to average 8 feet throughout the corridor. Mn/DOT estimated the 1981 construction cost of an 8-foot noise barrier to be \$87 per lineal foot. Based on this information, noise abatement costs were estimated (Table 4-1).

TABLE 4-1
ESTIMATED NOISE BARRIER COST

	<u>Length (feet)</u>	<u>Cost</u>
Barriers required by federal noise abatement criteria	6,600	\$ 574,200
Barriers required to meet state noise standards	<u>18,500</u>	<u>\$1,609,500</u>
TOTAL	25,100	\$2,183,700

A total of 4.75 miles of noise barriers have been identified which would reduce project noise impacts at an approximate cost of \$2.2 million. As shown in Table 4-1, 1.25 miles of noise barrier with an approximate cost of \$0.6 million are required to meet Federal noise abatement criteria; these barriers are likely to be constructed. Less likely to be constructed are 3.5 miles of noise barriers (at a cost of \$1.6 million) required to meet State noise standards. Construction of these barriers will be further evaluated in future design stages of the project. Decisions to construct noise barriers will be based in part on resident input and cost-effectiveness evaluations. The City Council will recommend locations where noise barriers should be built. Where abatement is not reasonable or not wanted, a variance will be requested from the Minnesota Pollution Control Agency.

4.2 COVERED ROADWAY AIR QUALITY

The air quality analysis of the covered roadway (Section 3.3) found that with operating speeds down to 10 MPH, CO concentrations would be well within the federal standard of 125 PPM. The standard is only projected to be exceeded with sustained traffic speeds of 5 MPH or less for a full hour in both directions. Based on these findings, the planned means of mitigation for air quality within the covered roadway are traffic detection and control devices.

Traffic detection devices which will be incorporated in the covered roadway are loop detectors imbedded in each traffic lane and closed circuit cameras to monitor both directions of travel. The information from these detectors will be transmitted to the Minnesota Department of Transportation Traffic Management Center. The Traffic Management Center is manned from 6:00 AM to 6:00 PM, 5 days a week. During these times, any significant traffic slow-down can be detected and reported to the Minneapolis Police Department, which will take appropriate action.

Traffic control devices which will be incorporated in the covered roadway are entrance lane indicators and the traffic signals at 46th Street and 50th Street. These devices will be controlled both manually by the Traffic Management Center and automatically by the traffic loop detectors. If the loop detectors indicate slow-moving traffic, one lane of the covered roadway can be closed using the lane indicator signals. This will effectively reduce the number of vehicles in the covered roadway with a resultant reduction in CO emissions. The traffic signals at either end of the covered roadway will be used to meter entering traffic. The signal phases controlling the tunnel approaches will be preempted if conditions warrant. The combination of this detection and control equipment will assure that traffic flow through the covered roadway will maintain a minimum operating speed of 10 MPH. This in turn will assure maintenance of air quality standards in the covered roadway.

4.3 WATER QUALITY

Adverse water quality impacts could originate from three sources: 1) the spill of hazardous materials by vehicles traveling along Hiawatha Avenue, 2) erosion during reconstruction of Hiawatha Avenue, and 3) the operation of the roadway.

4.3.1 Spill Control

The control of spills of hazardous material is most critical in the Minnehaha Creek area. Spills occurring in this area, if not controlled, could very quickly reach Minnehaha Creek. In order to prevent this occurrence, runoff from the entire roadway, including the bridge over Minnehaha Creek, will be directed to the storm sewer system. The storm sewer system outlet is to the Mississippi River.

During design of the facilities, a spill control plan will be developed which addresses the issue of containment of spills of hazardous materials. Detention ponding for spill containment will be considered. Preliminary indications are that surface ponding is impractical. Several ponds of 3 to 4 acres would probably be required, and that much land would be very difficult to assemble in the Hiawatha Corridor. If detention is possible, it is likely to be in-pipe detention.

The City of Minneapolis has procedures in place which assure immediate notification of the Minneapolis Fire Department in the event of a spill of hazardous materials. The Minneapolis Fire Department is trained and equipped to handle spills, and has access to other resources, including the Minneapolis Public Works Department.

The City of Minneapolis is also currently in the process of developing a more comprehensive plan for dealing with the spill of hazardous materials.

4.3.2 Erosion Control

During construction, the potential for adverse water quality impact due to soil erosion will be greatest in the area near Minnehaha Creek. This is due to the substantial amount of earthwork required by the covered roadway and the proximity of the earthwork to Minnehaha Creek.

Erosion control measures will be taken throughout the project in accord with Minnesota Department of Transportation "Standard Specifications for Construction" (1803.5, 1983 edition) and the MPCA's General Certification Requirements for Bridge Replacement. A specific erosion control plan will be developed and approved by Mn/DOT for the area near Minnehaha Creek during the preparation of plans and specifications for the project.

4.3.3 Facility Operation

The operation of the proposed facility will generate traffic-related water pollutants including salt and sediments. The effect of the use of salt has been described in Section 3.5 of this document. In order to control the amount of sediment reaching the Mississippi River, it is expected that the storm drainage system will include sedimentation sumps located in manholes. These sumps will allow sediments to settle out of storm sewer flow. The sumps will be emptied periodically to maintain their capacity.

4.4 RELOCATION

Implementation of the preferred alternative will require relocation of occupants of four residences. No business concerns will require relocation. These relocation estimates are based on preliminary layouts prepared for the EIS and are subject to change as further plan development takes place.

4.4.1 Relocation Program and Benefits

The Minnesota Department of Transportation is obligated under state and federal laws to provide prompt and equitable relocation payments and services to all persons and businesses, regardless of race, color, religion, sex or national origin, displaced as a result of State or Federal Aid Highway construction.

The Department of Transportation has established a well trained and experienced relocation staff to effectively accomplish and carry out these directives. Located in the District 5 Office (5801 Duluth Street, Golden Valley), it is relatively accessible to this project. All relocation contact will originate from there. If necessary, an on-site field office will be opened to serve as a public information center.

All persons lawfully occupying real property, including subsequent occupants, will be informed of their eligibility to receive such payments as: moving expenses, appraisal fees, housing supplements, rent supplements, down payment supplements, closing costs, interest differentials, etc. Business concerns will be informed of such payments as moving expenses, actual direct loss of tangible personal property, feasibility studies, discontinued business payment, searching fees and appraisal fees. The authority for the payments and services is from the "Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970" (Public Law 91-646).

As the Minnesota Department of Transportation initiates negotiations with landowners, the relocation staff will personally contact and assist all displacees in their efforts to locate housing which is decent, safe and sanitary and within their financial means, and to process their relocation claim.

4.4.2 Availability of Replacement Housing

The residences expected to be relocated as a result of this project are estimated to be valued in the range of \$50,000 to \$75,000. Residents of these homes who wish to relocate in the same general area should have an adequate number of homes from which to select a replacement. According to the Minneapolis Board of Realtors Multiple Listing Service there were, in mid-January, 1984, approximately 78 homes for sale in the area* which were listed in the \$50,000 to \$75,000 range.

* Parkway South Area, bounded by the Mississippi River, CSAH 62, Cedar Avenue and 46th Street.

4.5 CONSTRUCTION

4.5.1 Erosion and Sedimentation Control

Under natural conditions, erosion is generally controlled by vegetation. During construction this natural protection is stripped away, thus increasing the potential for erosion. There are many devices and practices which will effectively control erosion during construction.

The Minnesota Department of Transportation currently uses different erosion control devices on its construction projects. These devices may consist of hay or straw bale ditch checks, bale diversions, special sod placement, sodded flumes, and temporary perforated standpipes on culverts and drop inlets. All of these devices are detailed on standard plan sheets used by the Minnesota Department of Transportation.

The Minnesota Department of Transportation will use "Standard Specifications for Highway Construction" during construction as it relates to erosion control. The specifications, among other things, call for the quick installation of erosion control devices, provide the engineer with the authority to limit the exposed surface area, and require the contractor to install temporary erosion control devices during the earthwork operations. The specifications also require the contractor to conduct construction operations consistent with air quality regulations. Erosion control measures such as sod replacement will also help to control dust emissions into the air.

4.5.2 Pedestrian Access

It is anticipated that construction of the preferred alternative will be accomplished with little disruption to pedestrian circulation patterns in the project area. Final design of the preferred alternative and construction management procedures will include appropriate measures to ensure pedestrian access to public facilities, commercial establishments, and residences. During construction, directive signs, protective fencing, and temporary conveyances will be erected as needed for the convenience and safety of pedestrians.

5.0 RESPONSES TO DEIS COMMENTS

5.1 SUMMARY OF PUBLIC HEARING

Pursuant to the provisions of Title 23, United States Code Section 128, a combined location/design public hearing and informational meeting on the Hiawatha Avenue Corridor was conducted on March 24, 1983 by the Minnesota Department of Transportation and the City of Minneapolis. The purpose of the hearing was the discussion of location and design features of the transportation alternatives documented in the Draft Environmental Impact Statement/Alternatives Analysis prepared for the project, and of the social, economic, and environmental effects of the alternatives.

The hearing was chaired by Arthur Naftalin, former mayor of the City of Minneapolis. Max Goldberg of the Minneapolis Planning Department presented information on the background of the hearing and of the project. Richard Wolsfeld, of the firm of Bennett-Ringrose-Wolsfeld-Jarvis-Gardner, Inc., consultant to the City of Minneapolis, gave a slide presentation summarizing the alternatives studied for the corridor and the effects associated with the alternatives.

During the hearing, the oral testimony of twenty persons was accepted; the hearing record remained open for acceptance of written statements through April 14, 1983. Persons testifying at the hearing represented public agencies, private organizations, neighborhood groups and private individuals.

Seventeen of those testifying at the hearing expressed support for Alternative 4 (four-lane at-grade arterial and light rail transit). These persons are:

Alderman Tony Scallon	Doug Lone
Alderman Dennis Schulstad	Tom Olson
Commissioner Jeff Spartz	Grant Janssen
Walter Bratt	Eric Anderson
Perry Smith	Orloue Gisselquist
Ken Stone	James Tennessen
Barbara Olson	Kathy Mackdanz
Naomi Loper	Carolyn Sawyer
Dan Quillin	

Of the eight persons submitting written statements for inclusion in the public hearing record, seven wrote in support of Alternative 4. These persons are:

Don Nyberg	Lois Rebischke
Goldie Frenkel	Edward Rebischke
Joel Christopherson	Elaina Kaibel
Kevin Bluml	

Reasons given for support of Alternative 4 included:

- Best meets transportation needs of corridor with the least negative impacts to the community.
- Has positive economic effects - attracts development, jobs.
- Best resolves treatment of parkland in corridor.
- Has potential for integration with other light rail transit corridors contemplated in metropolitan area.
- Enhances the image of the corridor and the City.
- Is most cost effective on the basis of life cycle analysis.

Other topics raised by people supporting Alternative 4 included:

- Importance of getting transportation improvements underway, given the present condition of the roadway and the long history of planning for improvements to the transportation corridor.
- Disapproval of the tunnel subalternative through Minnehaha Park.
- Importance of efforts to seek funding for the transportation alternative selected.
- Concern over the cost of the favored alternative.
- Appreciation of the work of the Hiawatha Avenue Task Force throughout the Location and Design Study process.
- Concern that further study is needed of mass transit and bikeway components.

Subjects raised by those not in support of Alternative 4 were:

- Concern that none of the alternatives studied are satisfactory; that the interest in mass transit overshadows the need for a roadway.
- Disappointment that the concept of a depressed roadway was not explored further.
- Concern about the level of access provided to the Nokomis Lake area.
- Concern about the effects of the reconstruction of TH 55 on the strip of Minnehaha Park land along Fort Snelling Drive. (This is addressed in Section 3.1.2 of this FEIS.)

5.2 LETTERS OF COMMENT ON DEIS

Letters of comment on the DEIS, received from affected agencies, organizations and individuals, follow. Responses to comments are provided where appropriate.



U.S. Department of
Transportation
Office of the Secretary
of Transportation

100-10

Memorandum

Subject: Draft EIS: Hiawatha Avenue
Minneapolis, Minnesota
FHWA-MN-EIS-83-01-D

Date: March 21, 1983

From: Eugene L. Lehr, Chief
Environmental Division, P-37 *EL*

Reply to
Attn of: Norman Cooper, P-37
X-64492

To: Ali F. Sevin, Director
Office of Environmental Policy, FHWA/HEV-1

We appreciate the opportunity to review this draft EIS. We have no comments.



US Department
of Transportation
**Urban Mass
Transportation
Administration**

M. E. GOLDBERG
APR 11 1983

Regional
Office
Metropolitan
Area

Office of
Urban
Mass
Transportation

APR 13 1983

Mr. E. Goldberg
City of Minneapolis
317 City Hall
Minneapolis, Minnesota 55415

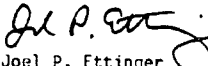
Re: TH 55 (Hiawatha Avenue) Draft
Environmental Impact Statement/
4(f) Evaluation and Alternatives
Analysis

Dear Mr. Goldberg:

We have reviewed the subject Draft Environmental Impact Statement (DEIS). Although the DEIS appears to have addressed the major environmental issues in the corridor, there are various areas of the document related to major transit improvements (i.e., light rail transit) which would need some modification or expansion if UMTA funds were sought for the project. If you intend to apply for UMTA funds, please contact us and we can discuss appropriate next steps.

We appreciate the opportunity to review the DEIS.

Sincerely,


Joel P. Ettinger
Regional Administrator

cc: Stephen Bahler, FHWA, MN.
Robert Forast, MnDOT
Phillip Braum, MTC

RESPONSES:

1. At this point, no application for UMTA funding has been made. An application for UMTA funds may be made in the future. In that case, a supplement to the FEIS/AA will be prepared as required by UMTA. Coordination has begun with UMTA in order to facilitate preparation of the supplement, should it be required. (See Page 5-107).



UNITED STATES
ENVIRONMENTAL PROTECTION AGENCY
REGION 1
230 SOUTH DEARBORN ST.
CHICAGO, ILLINOIS 60604

REPLY TO ATTENTION OF

18 APR 1983

RECEIVED

APR 21 1983

Mr. Max Goldberg
City of Minneapolis
323 M City Hall
Minneapolis, Minnesota 55415

RE: NEPA-DE-FHW-F40195-MN(83027)

Dear Mr. Goldberg:

We have completed our review of the Draft Environmental Impact Statement (EIS) for TH 55 (Hiawatha Avenue) from 59th Street South to Franklin Avenue and CSAH 62 (Crosstown Highway) from TH 55 to 46th Avenue South, Hennepin County, Minnesota. This proposed project consists of roadway and transit improvements along the TH 55 corridor. Five alternatives including the no-build alternative, were assessed in the Draft EIS. Each of the four build alternatives differ in the type of transit improvements, but they all result in improved traffic flow along the TH 55 corridor.

The most significant environmental impact associated with the proposed improvements will be the increase in noise levels along the corridor. Each of the build alternatives will cause noise levels to exceed the Federal Highway Administration's Design Noise Levels at two sites; to exceed the State of Minnesota's Daytime Noise Standards at 12 to 18 sites; and to exceed the State's Nighttime Noise Standards at 22 to 35 sites. This project will also effect air quality, and the Minnehaha Park area. Our detailed comments regarding this proposed project are attached.

Based upon our review of this Draft EIS, we find that all the build alternatives result in overall benefits to the environment. However, Alternative 4 with either Subalternative A or C provides greater environmental benefits than any of the other alternatives. Therefore, we have rated the proposed project as LO (lack of objection) with Alternative 4 being environmentally preferable. We have classified the Draft EIS as Category 2 because additional information is necessary, particularly regarding the use of noise barriers, air quality within the tunnel through Minnehaha Park, and the use of the existing route between CSAH 62 and East 52nd Street.

We appreciate the opportunity to review this Draft EIS. If you or your staff have any questions regarding our comments, please contact Mr. Bill Franz at 312/886-6687. The date and classification of our comments and

their availability will be published in the Federal Register in accordance with our responsibility to inform the public of our views on other agencies' projects.

Sincerely yours,



Barbara Taylor Backley, Chief
Environmental Review Branch
Planning and Management Division

Attachment

U.S. Environmental Protection Agency's Comments on the
Draft Environmental Impact Statement for TH 55 (Hiawatha Avenue
from 59th Street South to Franklin Avenue and CSAH 62
(Crosstown Highway) from TH 55 to 46th Avenue South, in Minneapolis,
Hennepin County, Minnesota

The proposed action consists of roadway and transit improvements in the TH 55 corridor in Minneapolis. Improvement to the roadway consists of the reconstruction of TH 55 (Hiawatha Avenue) between Franklin Avenue and 59th Street South as a divided four lane at-grade roadway, and the reconstruction of CSAH 62 (Crosstown Highway) between 46th Avenue South and TH 55 as a four-lane limited access road. Transit improvements in the corridor range from grade-separated high occupancy vehicle (HOV) lanes to a light rail transit line. The most significant environmental impact associated with the proposed improvement is the potential for increased noise levels along the TH 55 corridor. Other environmental impacts which should be addressed in the Final EIS are the air quality within the tunneled segment through Minnehaha Park, and the direct and indirect impacts associated with using the existing TH 55 right-of-way between CSAH 62 and East 52nd Street.

Noise Impacts

The Draft EIS has provided information regarding the existing noise levels along the TH 55 corridor, as well as predicted future noise levels. The methodology and assessment of the noise impacts included in the EIS were found to be acceptable. Potential noise impacts once the project is constructed could be significant as indicated on Table 5-19, page 5-51 of the Draft EIS. Table 5-19 indicates that with the build alternatives, between 218 and 400 residences could experience noise levels greater than either the Federal Highway Administration's Design Noise Levels or the State of Minnesota's Noise Standards. This is a significant number of residences to be impacted. However, the Draft EIS has indicated that if abatement procedures are implemented, the number of residences adversely impacted will be reduced to between 18 and 25 residences. We encourage the use of noise barriers and additional noise mitigation procedures (screening, soundproofing of homes, etc.) to reduce to the lowest possible extent the number persons exposed to excessive noise levels.

Air Quality Impacts

All of the build alternatives will include a covered section through a portion of Minnehaha Park and the Longfellow Gardens. At the northern edge of this covered section, TH 55 will either have an at-grade intersection or a grade separated intersection or a tunnel under Minnehaha Parkway. To aid in the selection of one of these subalternatives, we recommend that the air quality within the tunnel and immediately outside the tunnel be evaluated. We are concerned that carbon monoxide levels within the tunnel could increase and adversely effect the air quality in the park areas immediately adjacent to it. When assessing the air quality impacts effects from queing at the at-grade intersection with Minnehaha Parkway should be included. The Final EIS should indicate if mechanical ventilation will be required and what the carbon monoxide levels will be in the park. An National Ambient Air Quality Standard of 125 parts per million of carbon monoxide for 1-hour has been established for tunnels. If carbon monoxide levels are predicted to exceed this standard, mechanical ventilation should be provided.

RESPONSES:

2. See FEIS Section 4.1.
3. See FEIS Sections 3.3.2 and 4.2.

TH 55 Location Impacts

4 The Draft EIS has provided an assessment of the impacts associated with the four build alternatives, each with the same roadway alignment, but with different transit alternatives. The majority of the proposed roadway will use the existing right-of-way. The only area where the proposed roadway deviates from the existing route is between CSAH 62 and East 52nd Street. The Final EIS should assess the feasibility of using more of the existing right-of-way to minimize the introduction of environmental impacts to another area.

5 We also note that there is not a direct access to the high occupancy vehicle lanes at the south end of the project from TH 55. The Final EIS should reevaluate the interchange/intersection between TH 55 and CSAH 62 to determine if an easily accessible entrance and exist from the high occupancy vehicle lanes is possible. Ease of accessibility would induce greater use of these lanes and maximize air quality benefits.

6 Free access to TH 55 will be eliminated if the improvements are implemented, that is, access will be permitted only at the major intersections. We are concerned that as a consequence, there could be some minor increases in noise and air emissions in the local neighborhoods. The significance of these potential indirect impacts should be evaluated.

Additional Comments

7 A bicycle route has been included along portions of the proposed route. The Draft EIS indicated that in the year 2000, as many as 24,000 bicycle trips per day will be taken in this corridor. Since the central business district is one of the principal destinations, consideration should be given to providing a direct bicycle route to it. If a high occupancy vehicle lane alternative or the light rail alternative is selected, consideration should be given to adding a bicycle route to this portion of the project.

Alternatives

Based upon our review of the Draft EIS, we find Alternative 4 to be the environmentally preferable alternative. While we do not have any major objections to the three remaining build alternatives, we find Alternative 4 will result in greater mass transit usage, fewer vehicle miles traveled in the region and an overall improvement in air quality.

RESPONSES:

4. See FEIS Section 3.1.2.
5. Access to the HOV lanes from TH 55 was not a factor in the decision regarding the preferred alternative.
6. The proposed intersections with TH 55 are existing signalized intersections with the major collector streets serving TH 55. As a result, no significant change in access patterns is expected and neighborhood impacts will be minimal.
7. FEIS Figure 6-5 shows proposed bicycle trail location with suggested linkages to various origin/destination points.



United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

M. B. GOLDBERG

MAY 02 1983

APR 29 1983

In Reply Refer To:
ER 83/309

Mr. William R. Lake
Division Administrator
Federal Highway Administration
7th and Robert Streets, Suite 490
St. Paul, Minnesota 55101

Dear Mr. Lake:

This is in response to the request for the Department of the Interior's comments on the draft environmental/Section 4(f) evaluation for TH-55 and CSAH-62, Minneapolis, Hennepin County, Minnesota.

SECTION 4(f) EVALUATION COMMENTS

We concur that there is no feasible and prudent alternative to the use of some Section 4(f) lands for the proposed project. However, we do not believe that all possible planning has been done to minimize harm.

Field staff of the National Park Service has consulted with the Minneapolis Park and Recreation Board (MPRB) and with the Minnesota Historical Society concerning all possible planning to minimize harm to park, recreational and historic resources. Based on this consultation and our review, we recommend the following:

- 1. The final Section 4(f) statement should describe in detail the actual length and design of the proposed covered roadway/tunnel through Minnehaha Park defined on page 6-34 as being "... a minimum of 470 feet long" Subalternatives 1a., 1b., and 1c., as described in the draft environmental statement, are for a longer covered roadway/tunnel through the park. The roadway/tunnel should be of sufficient length and design to extend continuously under the Longfellow Lagoon and Minnehaha Parkway.
- 2. Any new bridge crossing of Minnehaha Creek should provide sufficient space beneath for a pedestrian walkway along the creek and for access to the creek for canoeing.

RESPONSES:

- 8. See FEIS Sections 2.3.1 and 6.3.10.
- 9. The Minnehaha Creek crossing will be designed to provide sufficient head room and space for a pedestrian walkway adjacent to the Creek. A canoe access point is not desirable at this location. The dam which creates Longfellow Lagoon is just upstream from Hiawatha Avenue; downstream a distance of 700 feet from the dam is Minnehaha Falls. Both dam and Falls are potentially dangerous during high water periods, particularly to novice canoeists. Also, a canoe access immediately adjacent to Hiawatha Avenue might invite individuals to stop on the shoulder and unload a canoe from their car. Due to the nature of the creek, adjacent land uses and roadway networks, it is neither possible nor desirable to provide a canoe access in this area, but a safe canoe landing may be provided either in Longfellow Lagoon or on Minnehaha Creek above Minnehaha Parkway.

- 10 | 3. Any build alternative which passes by Minnehaha Depot (Princess Station) should be a minimum of 50 feet away from the depot and should be depressed so as to eliminate the need for a noise wall. The proposed measures to minimize harm described on page 7-18 are insufficient to protect this important cultural resource.
- 11 | 4. The location and design of any Light Rail Transit (LRT) shelters to be included within the Warehouse Preservation District should be coordinated with and approved by the Minnesota State Historic Preservation Officer (SHPO), who is Mr. Russell W. Fridley, Director, Minnesota Historical Society, 690 Cedar Street, St. Paul, Minnesota 55101.
- 12 | 5. Coordination with the MPRB should be continued regarding measures to minimize harm to Minnehaha Park. The final Section 4(f) statement should evidence MPRB approval of such measures.
6. Coordination with both the MPRB and the SHPO should be continued regarding measures to minimize harm to Minnehaha Depot. The final Section 4(f) statement should evidence their approval of such measures.

13 | The Department does not concur that there is no feasible and prudent alternative to relocating the R.F. Jones House, an historic property within the Minnehaha Historic District. The final Section 4(f) statement, in accordance with 23 CFR 771.135, ". . . must demonstrate that there are unique problems or unusual factors involved in the use of alternatives [which would require such relocation] and that the cost, environmental impacts, or community disruption resulting from such alternatives reaches extraordinary magnitudes." If it can be shown that there is no feasible and prudent alternative to such relocation, all proposed measures to minimize harm should be described in the final Section 4(f) statement to permit evaluation thereof.

14 | It is stated on page 6-33 that "since Alternatives 1 through 4 each involve some taking of parkland, land will be made available to replace that loss. Once a final alternative is selected, the amount and type of replacement planned will be negotiated as mitigation for the loss." The final Section 4(f) statement should include specific data on proposed Section 6(f) replacement lands for the selected alternative which satisfy the replacement requirements of the law. The replacement lands shown in the chart on page 6-6 might suffice for Section 6(f) compliance purposes, but we cannot evaluate a proposal to consider these lands for Section 6(f) replacement until such a proposal is made. Compliance with Section 6(f) should be coordinated through Mr. Steven Thorne, Deputy Commissioner, Department of Natural Resources, 301 Centennial Building, Box 11, St. Paul, Minnesota 55155.

RESPONSES:

10. See FEIS Section 6.3.10.
11. The Memorandum of Agreement (FEIS Section 7.0) required by the Section 106 process ensures that continued coordination will take place with the Minnesota Historical Society regarding the location and design of LRT shelters.
12. See FEIS Section 6.0 and 7.0.
13. See FEIS Section 6.4.
14. See FEIS Section 6.3.5.

ENVIRONMENTAL STATEMENT COMMENTS

The draft environmental statement does not discuss the geology or soils of the proposed project area, and none of the 32 related Technical Reports referenced in pages 11-1 through 11-3 appear to be concerned with these topics.

15

Because a covered roadway or tunnel is proposed through Minnehaha Park, the statement would benefit from a discussion of subsurface materials which would be encountered in excavation and an evaluation of any related environmental impacts. For example, it appears that the impacts of a tunnel under Minnehaha Creek, proposed under one alternative, may depend in part on the type of subsurface materials that are encountered (page 5-77, paragraph 5).

FISH AND WILDLIFE COORDINATION ACT COMMENTS

16

Design alternatives for the TH-55 crossing of Minnehaha Creek may require a Corps of Engineers' permit under Section 404 of the Clean Water Act. During the period of public review of the permit application, the Fish and Wildlife Service (FWS) would likely propose measures to minimize negative impacts to Minnehaha Creek. Therefore, the FWS would like to be involved in planning the final design for the TH-55 crossing of the waterway. This could ensure that permit issuance would not be delayed by FWS input under the Fish and Wildlife Coordination Act.

SUMMARY COMMENTS

The Department of the Interior has no objection to Section 4(f) approval of this project, providing the taking of R.F. Jones House is reconsidered and the measures to minimize harm discussed above are adequately addressed in the final Section 4(f) evaluation.

In the meantime, our Bureaus at the Field level are willing to cooperate and coordinate with you on a technical assistance basis in further project evaluation and assessment. For matters pertaining to cultural, park, and recreational resources, please contact the Regional Director, Midwest Region, National Park Service, 1709 Jackson Street, Omaha, Nebraska 68102 (Telephone: FTS 864-3431 or Commercial (402) 221-3431). For questions pertaining to fish and wildlife resources, please contact the Field Supervisor, U.S. Fish and Wildlife Service, Ecological Services, 333 Sibley Street, St. Paul, Minnesota 55101 (Telephone: FTS 725-7131 or Commercial (612) 725-7131).

RESPONSES:

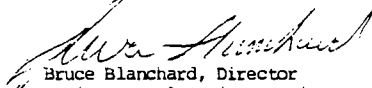
- 15. See FEIS Section 3.6.
- 16. The U.S. Fish and Wildlife Service will be involved in the planning of the TH 55 crossing of Minnehaha Creek.

Mr. William R. Lake

4

We appreciate the opportunity to provide these comments.

Sincerely,


Bruce Blanchard, Director
Environmental Project Review

cc: Mr. Peter A. Fausch
Assistant Commissioner
Public Transportation/Planning Division
Minnesota Department of Transportation
John Ireland Boulevard
St. Paul, Minnesota 55155

Mr. Max Goldberg
Project Director
Hiawatha Avenue Corridor Study
City of Minneapolis
317-M City Hall
Minneapolis, Minnesota 55415

Mr. Russell W. Fridley
Director, Minnesota Historical Society
690 Cedar Street
St. Paul, Minnesota 55101

Mr. Steven Thorne
Deputy Commissioner
Department of Natural Resources
301 Centennial Building, Box 11
St. Paul, Minnesota 55155

Mr. Albert D. Wittman
Assistant Superintendent for Planning
Park and Recreation Board
310 South Fourth Avenue
Minneapolis, Minnesota 55415

**Advisory
Council On
Historic
Preservation**

M. E. GOLDBERG

JUN 01 1983

1522 K Street, NW
Washington, DC 20005

MAY 26 1983

Mr. William R. Lake
Division Administrator
Federal Highway Administration
Suite 490, Metro Square Building
7th and Roberts Street
St. Paul, MN 55101

Dear Mr. Lake:

Recently your office requested our review of the Draft Environmental Impact Statement (DEIS) for the proposed reconstruction of TH 55 (Hiawatha Avenue) and CSAH 62 in Minneapolis, Minnesota. While we are pleased to respond to this request, the recommendations in this letter do not constitute the comments of the Council pursuant to Section 106 of the National Historic Preservation Act. As you know, Council comments are obtained through the process set out in 36 CFR Part 800 and, while we encourage a close coordination of this process with the environmental impact process, circulation of the DEIS is not a substitute. We look forward to working with your office to provide the Council's comments as your planning for this project progresses.

Overall, the DEIS provides an accurate, thorough evaluation of impacts upon historic properties. It discloses all known properties, and provides a thoughtful discussion of possible impacts upon them and some reflection on alternatives and mitigative measures. The DEIS is limited only in aspects that are valid at this early stage of planning and that are fully set forth in the document: not all archeological properties have been identified, and the details of some alternatives, such as the light rail system in the business district, are not sufficiently detailed to permit an assessment of impacts. These will require more extensive analysis and consultation as planning proceeds, but appear to be matters that can be acceptably mitigated.

Other impacts of the proposal appear to be mainly those on the Minnehaha Historic District within the Minnehaha Park. While the entire historic district will be affected, direct impacts are concentrated on the R. F. Jones House, the Minnehaha Depot, and the Minnehaha Falls. Planning for these properties will have to continue, particularly to explore all

RESPONSES:

17. The area was surveyed for archeological artifacts and as indicated in the letter dated December 2, 1983 from the Minnesota Historical Society, no artifacts were found in the project area.
18. Details of the LRT line in the Minneapolis CBD will be developed in consultation with the Council, the SHPO and the MHS.
19. See FEIS Section 6.0 (4(f) Statement).

alternatives to avoid altering the falls and to preserve the depot and its environment. However, the DEIS demonstrates an awareness of these issues and the intention to fully address them in further planning.

We hope these comments are helpful and look forward to working with you further on this project.

Sincerely,



for

Don L. Klima
Chief, Eastern Division
of Project Review



UNITED STATES DEPARTMENT OF COMMERCE
National Oceanic and Atmospheric Administration
Washington, D.C. 20237
OFFICE OF THE ADMINISTRATOR

MAR 30 1983

M. B. GOLDBERG

APR 04 1983

REF. NO.: 330

Mr. Max Goldberg
City of Minneapolis
317 M City Hall
Minneapolis, MN 55415

Dear Mr. Goldberg:

This is in reference to your Draft Environmental Impact Statement/
Section 4(f) Evaluation and Alternatives Analysis associated with the
reconstruction of TH 55 and construction of the CSAH 62 extension in
Hennepin County, Minneapolis, Minnesota. Enclosed are comments from the
National Oceanic and Atmospheric Administration.

Thank you for giving us an opportunity to provide these comments,
which we hope will be of assistance to you. We would appreciate receiv-
ing two copies of the final environmental impact statement.

Sincerely,

Joyce M. Wood
Chief
Ecology and Conservation Division

Enclosure



10TH ANNIVERSARY 1970-1980

National Oceanic and Atmospheric Administration

A young agency with a historic
tradition of service to the Nation

TO: PP2 - Joyce M. Wood
FROM: N - K. E. Taggart
SUBJECT: DEIS 8303.05 - TH 55 (Hiawatha Avenue), Hennepin County,
Minneapolis, Minnesota

The subject statement has been reviewed within the areas of the National Ocean Service's (NOS) responsibility and expertise, and in terms of the impact of the proposed action on NOS activities and projects.

20 | Geodetic control survey monuments may be located in the proposed project area. If there is any planned activity which will disturb or destroy these monuments, NOS requires not less than 90 days' notification in advance of such activity in order to plan for their relocation. NOS recommends that funding for this project includes the cost of any relocation required for NOS monuments. For further information about these monuments, please contact Mr. John Spencer, Director, National Geodetic Information Center (N/CG17) or Mr. Charles Novak, Chief, Network Maintenance Branch (N/CG162), at 6001 Executive Boulevard, Rockville, MD 20852.



10TH ANNIVERSARY 1970-1980
National Oceanic and Atmospheric Administration
A young agency with a historic
tradition of service to the Nation

RESPONSES:

20. If any NOS geodetic control survey monuments will be affected, plans will be coordinated with the NOS, and the cost of relocation will be included with other project costs.



DEPARTMENT OF THE ARMY
ST. PAUL DISTRICT CORPS OF ENGINEERS
1135 U. S. POST OFFICE & CUSTOM HOUSE
ST. PAUL, MINNESOTA 55101

M. B. GOLDBERG

MAR 23 1983

REPLY TO
ATTENTION OF:
Construction-Operations
Regulatory Functions (C3-0034-69)

March 23, 1983

Mr. Max Goldberg
City Planning Department
317 Minneapolis City Hall
Minneapolis, Minnesota 55415

Dear Mr. Goldberg:

We have reviewed your Draft Environmental Impact statement/4(F) evaluation submitted regarding TH55 (Hiawatha Avenue).

None of the alternatives would affect any existing or planned St. Paul Corps of Engineers projects.

A Corps of Engineers permit may be required under Section 404 of the Clean Water Act for the crossing of Minnehaha Creek. However, more detailed construction plans would be required to confirm the need for a permit.

Please send us a copy of the final EIS when it becomes available.

If you have any questions, please contact Ms. Ruby Wilson at (612) 725-7775.

Sincerely,

Dennis E. Cain
Dennis E. Cain
Chief, Regulatory Functions Branch
Construction-Operations Division

21

RESPONSES:

21. When more detailed construction plans become available, the Corps of Engineers will be contacted. If a permit is required, an application will be submitted at that time to the Corps.



DEPARTMENT OF TRANSPORTATION
UNITED STATES COAST GUARD

MAILING ADDRESS
(Obt)
DISTRICT

M. B. GOLDBERG
MAR 22 1983

Tel. 314-425-4607
FTS 279-4607
16590
14 March 1983

Mr. Lyle L. Hansen, Director
Office of Design Services
Minnesota Department of Transportation
Transportation Building
St. Paul, MN 55155

Re: DEIS/Section 4(f) Evaluation for T.H. 55 and CSAH 62 in Minneapolis,
Hennepin County, Minnesota FHWA-MN-EIS-83-01-D

Dear Mr. Hansen:

Thank you for your letter of 22 February 1983 forwarding a copy of the Draft Environmental Impact Statement for the project referenced above. Our review has determined the proposed project will not involve construction of any bridges across navigable waterways and, therefore, no bridge permits will be required.

If the project plans change to include crossing either the Mississippi or Minnesota Rivers, please notify this office so we can review the plans and determine whether a bridge permit will be required.

Sincerely,

S. W. THOROUGHMAN
Chief, Bridge Branch
By direction of the District Commander

cc: M. Goldberg (Orig.) MPLS.
W.M. Crawford
L.L. Hansen
R. Morast
Public Hearing File
File



DEPARTMENT OF TRANSPORTATION
FEDERAL AVIATION ADMINISTRATION
Airports District Office
6301 - 34th Avenue South
Minneapolis, Minnesota 55450

M. B. GOLDBERG
1983

March 30, 1983

M. B. GOLDBERG
APR 0 1983

Mr. Max Goldberg
City of Minneapolis
317 M City Hall
Minneapolis, Minnesota 55415

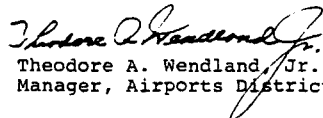
Re: 330
FHWA-MN-EIS-83-01-D
Draft Environmental Impact Statement/
Section 4(f) Evaluation and Alternatives
Analysis for Trunk Highway 55 and County State
Aid Highway 62 in Minneapolis, Hennepin County, MN
Minnesota Project IDF 022-1 (72)
State Projects 2724-87 and 2725-43 on TH 55 (Hiawatha Ave.)
from 59th St. S. to Franklin Ave.
State Project 27-662-41 and Hennepin County Project 8115
on CSAH 62 (Crosstown Hgwy) from TH 55 to 46th Ave. S.

Dear Mr. Goldberg:

22 | We have reviewed the subject Draft Environmental Impact Statement,
transmitted by your letter dated February 22, 1983. Our only comment
is to state that any proposed construction on or near Minneapolis-
St. Paul International Airport will need to be reviewed by the
Federal Aviation Administration for conformance with Federal Aviation
Regulation, Part 77.

Thank you for the opportunity of reviewing the Draft EIS.

Sincerely,


Theodore A. Wendland, Jr.
Manager, Airports District Office

RESPONSES:

22. In conformance with Federal Aviation Regulation, Part 77, plans for construction on or near the Minneapolis-St. Paul International Airport will be submitted for review by the Federal Aviation Administration.

Medical Center

54th Street and
48th Avenue South
Minneapolis, MN 55417



Veterans
Administration

October 21, 1983

RECEIVED
OCT 21 1983

In Reply Refer To 618-138

Mr. Max Goldberg
Project Director
Hiawatha Avenue Corridor Study
Room 210, City Hall
Minneapolis, MN 55415

SUBJ: Hiawatha Avenue (TH 55) Environmental Impact Statement

Dear Mr. Goldberg:

We appreciate past courtesies afforded the Veterans Administration Medical Center (VAMC) in discussing with us the various proposals relating to the development of the Hiawatha (TH 55) Corridor.

23 | We are generally in agreement with any of the alternatives presented in the Draft Environmental Impact Statement 4(f) dated November, 1982. However, we have just become aware that further consideration is underway regarding the routing of TH 55 in a manner that may adversely impact on the property of the VAMC.

On March 20, 1973, approximately 175 acres of VAMC property was deeded to the Minnesota Highway Department for the purpose of highway construction. In planning the design of our replacement hospital, we purposely sited all of our facility on the west side of the new TH 55 right-of-way to eliminate our need to cross this heavily travelled traffic artery. The consolidation of our facility required the utilization of most of our remaining property that had previously been open space or improved lawn. Funding for the replacement hospital has been provided and construction is in progress. We are currently constructing a 150 space parking lot in the open area immediately south of 54th Street and east of TH 55. The enclosed drawing indicates the location of the replacement hospital buildings and the associated vehicle parking space. Please note that there is no opportunity to widen the existing TH 55 (Minnehaha Avenue) right-of-way through VAMC property.

Please be advised that the Veterans Administration would not favor any plan that would propose further encroachment on VAMC property.


BARBARA GALLAGHER
Acting Medical Center Director

Encl.

RESPONSES:

23. See FEIS Section 3.1.2.



United States Department of the Interior

BUREAU OF MINES

TWIN CITIES RESEARCH CENTER
529 MINNEHAHA AVENUE SOUTH
MINNEAPOLIS, MINNESOTA 55415

M. B. GOLDBERG

MAR - 1983

March 8, 1983

Mr. Max Goldberg
City of Minneapolis
317 M City Hall
Minneapolis, Minnesota 55415

Dear Mr. Goldberg:

In regard to Lyle L. Hansen's request of February 22, 1983, thank you for the opportunity to review the document 330 FHWA-MN-EIS-83-01-D, Draft Environmental Impact Statement (DEIS)/Section 4(f) Evaluation and Alternative Analysis for TH55 and CSAH 62, Minneapolis, Minnesota. Our comments below are limited to impacts on the Bureau of Mines (BuMines) facility by the Hiawatha Avenue Corridor project.

- 24 | 1. Page 3-14 (figure 6-A). How do we get to BuMines when traveling from the west on CSAH 62?
- 25 | 2. Page 3-25 (figures 3-12 and 6-1A). What will be the pedestrian access to/from the BuMines and the 57th Street LRT stop? Will unacceptable foot and motor vehicle patterns exist here?
- 26 | 3. What will be the projected air quality (page 5-34) and noise (page 5-42) impacts on the BuMines Main Building and Building #9 from transportation sources at the intersections where the Bureau of Mines road crosses the HOV lane and the 4-lane roadway?
- 27 | 4. Page 5-76. Will the existing drainage pattern be adversely affected or improved, especially in vicinity of BuMines Building #9?
- 28 | 5. Page 5-78. Concerning construction, will unacceptable noise, ground vibration, and air quality impacts exist? How long will construction take in the vicinity of the BuMines? Will access to the BuMines be severely disrupted?
- 29 | 6. Page 5-82 (figure 6-1A). The figure is not clear on how the proposed pedestrian/bicycle trail connects with the BuMines.
- 30 | 7. Figure 5-10. Will plantings and the berm exist to the west of the BuMines Main Building as visual and noise buffering?
8. Page 9-1. From earlier correspondence, we understand that this DEIS has been sent to the U.S. Department of Interior, Washington, D.C.

We would appreciate receiving a copy of the Final Environmental Impact Statement [FEIS/4(f)] when it becomes available.

Sincerely,

JOHN W. CORWINE, Research Director
Twin Cities Research Center

RESPONSES:

24. Access will be via Minnehaha Avenue interchange.
25. Sidewalks and pedestrian signals will be provided where significant pedestrian traffic is expected.
26. Estimates of noise levels expected at the Bureau of Mines were presented in the DEIS, noise receiver #1. The predicted noise levels of L₁₀ 59.8 dBA and L₅₀ 55.5 dBA do not exceed state noise standards. Carbon monoxide concentrations at the Main Building were presented in the DEIS, receptor R2. CO concentrations are predicted to be less than 2 PPM, 8-hour average which is well below the standard of 9 PPM.
27. Highway runoff will not adversely affect adjacent properties.

RESPONSES:

28. Noise and air quality conditions may be slightly worse during construction of the proposed facility, but applicable local and state regulations will not be violated. Coordination with the Bureau of Mines will be undertaken to assess the potential for interference with vibration-sensitive equipment. If that potential exists, steps will be taken to minimize the adverse effect. The schedule for construction has not been established. Access to the Bureau of Mines will be maintained during construction.
29. FEIS Figure 6-5 shows the proposed bicycle location with suggested linkages to origin/destination points.
30. No plantings or berming is planned in the vicinity of the Bureau of Mines.



FEDERAL ENERGY REGULATORY COMMISSION
CHICAGO REGIONAL OFFICE
230 SOUTH DEARBORN STREET ROOM 3130
CHICAGO ILLINOIS 60604
March 2, 1983

M. B. GOLDBERG

MAR 04 1983

Mr. Max Goldberg
City of Minneapolis
317 M. City Hall
Minneapolis, Minnesota 55415

Reference: 330 FHWA-MN-EIS-83-01-D

Dear Mr. Goldberg:

This is in response to your recent request inviting our review and comments on the Draft Environmental Impact Statement for TH 55 (Hiawatha Avenue) 4(f) Evaluation and Analysis.

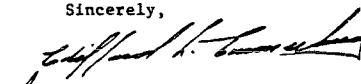
Comments of this office are made in accordance with the National Environmental Policy Act of 1969 and the August 1, 1973 Guidelines of the Council on Environmental Quality. Our review of the Draft Environmental Impact Statement is to determine the effect on matters concerning the Federal Energy Regulatory Commission's responsibilities. Such responsibilities stem from the Federal Power Act and the Natural Gas Act and relate to the licensing of non-Federal hydroelectric projects and associated transmission lines; participation in planning and development of Federal hydroelectric projects; certification for construction and operation of natural gas pipeline facilities, defined to include both interstate pipeline and terminal facilities; and the permission and approval required for the abandonment of natural gas pipeline facilities.

Because the above-noted proposed plan would not pose a major obstacle to the construction or operation of such facilities and because the Draft does not indicate that existing natural gas or hydroelectric developments would be adversely affected, we have no specific comments.

These comments are of this office and therefore do not necessarily represent the views of the Federal Energy Regulatory Commission. Please note the address changes for future correspondence.

Thank you for the opportunity to comment on this Draft Environmental Impact Statement.

Sincerely,


for Lawrence F. Coffill, P.E.
Acting Regional Engineer



Minnesota Pollution Control Agency

RECEIVED

APR 21 1983

April 20, 1983

Mr. Max Goldberg
City of Minneapolis
323M City Hall
Minneapolis, Minnesota 55415

Dear Mr. Goldberg:

The Minnesota Pollution Control Agency (MPCA) has reviewed the draft Environmental Impact Statement (EIS) and Section 4(f) Evaluation and alternatives analysis for the Hiawatha Corridor and has comments to offer in the areas of air quality, noise and water quality.

Air Quality

31 | According to Agency rule APC-19, an indirect source permit is required for any modified highway project which will increase the average annual daily traffic volume by 10,000 or more vehicles per day within 10 years after completion of the modification. The Hiawatha Corridor improvement is scheduled for completion in mid 1991 (conversation with Bob Morost of the Golden Valley District on April 6, 1983). It appears from Table 2-4 on page 2-21 of the draft EIS that certain segments of the roadway, if not the entire project, would require an indirect source permit. Please contact Susanne Pelly at 296-7739 regarding the need for an indirect source permit for the project.

It appears, from Table 5-14 on page 5-40 of the draft EIS, that the carbon monoxide concentrations associated with the build alternatives for the project will be well below the federal and state ambient air quality standards for carbon monoxide. The highest 8 hour and one hour average concentrations, 6.8 ppm and 14.0 ppm respectively, for the build alternatives will occur at receptor site No. 42 at the intersection of Hiawatha Avenue and 24th Street with alternative 2 (the alternative consisting of the four lane highway with grade separation of the High Occupancy Vehicle (HOV) roadway) in the year 2010.

Phone: (612) 296-7301

1935 West County Road B2, Roseville, Minnesota 55113-2785

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RESPONSES:

31. An Indirect Source Permit is required for construction of TH 55 and will be applied for.

The federal and state standards would only be exceeded if the corridor was not upgraded, that is, with the no build option. A carbon monoxide concentration of 9.1 ppm would occur with the no build option at one site, site 38 at the intersection of Lake Street and Hennepin Avenue, in the year 2010. The federal and state 8 hour standard is 9.0 ppm.

The draft EIS states that air quality monitoring was conducted for one month to determine background carbon monoxide concentrations at three sites near the corridor (results are presented in Table 4-4 on page 4-27). The carbon monoxide concentrations used for the background concentrations for the air quality analysis for the project are presented in Table 5-13.

32 It is not clear, however, how these specific background carbon monoxide concentrations were selected. The method used should be documented in the final EIS. In addition, the corrections used for the wind speed and seasonal mixing height should be identified. Moreover, the specific month(s) of the year when monitoring was conducted should be identified and a correction factor applied if the monitoring was not conducted in the "worst case" fall or winter months. If the background concentrations need to be adjusted, the final EIS should contain revised air quality analysis results.

33 The draft EIS contains an incomplete discussion of the covered roadway and tunnel alternatives, subalternatives a, b, and c. The final EIS must quantify the carbon monoxide concentrations which will occur in the tunnel and the covered roadways with peak hour traffic volumes under normal and congested (emergency) operating conditions. It must also identify the conditions under which the Environmental Protection Agency's (EPA) and Occupational Safety and Health Administration's (OSHA) carbon monoxide standards (a one hour concentration of 125 ppm, a four hour concentration of 75 ppm and an eight hour concentration of 50 ppm) would be violated.

34 The TUNVEN A/Q tunnel model, or an equivalent air quality model, and Mobile 2 emission factors should be used for this analysis. If the standards are to be violated, which would most likely occur with congested conditions, some form of alert system (traffic surveillance or air quality monitoring system, as is proposed in draft EIS on page 5-42) or artificial ventilation may be necessary. A state indirect source permit can not be granted if a violation of the tunnel standards will occur. In addition, the final EIS should discuss potential alternate hazardous materials truck routes and their environmental (air and noise) impacts. Trucks transporting hazardous materials will not be allowed in the tunnel or covered roadways.

RESPONSES:

32. See FEIS Section 3.3.1.

33. See FEIS Sections 3.3.2 and 4.2.

34. See FEIS Section 3.7. The transport of hazardous material is regulated by the Minnesota Department of Transportation and the Department of Public Safety.

35 | Moreover, the final EIS must contain an analysis of the carbon monoxide concentrations which will occur adjacent to the tunnel or covered roadway portals for congested conditions (low vehicle speeds). If the 8 hour or one hour average carbon monoxide standards could be exceeded, mitigative measures must be proposed.

The air quality analysis of ambient lead concentrations for the project is adequate since there are no major point sources of lead located near the project corridor.

36 | In addition to those measures included in the draft EIS, construction related fugitive dust emissions should also be controlled by measures such as ceasing operations during periods of high winds and covering or applying dust suppressants to truck loads to prevent the escape of materials. The fugitive dust control measures should be incorporated into the overall erosion control plan for the project.

Noise

Noise issues are fairly well addressed in the draft EIS. Construction-related noise impacts are adequately addressed. The "no build" alternative would have the most adverse noise impact (more residences would experience noise levels above the state standards) since no noise abatement is planned for this alternative.

With abatement, violations of the state daytime standard would occur only with one build alternative (at one residence with alternative 1). Violations of the state nighttime standard would occur with all build alternatives because of the breaks in noise barriers at signalized intersections.

37 | However, the draft EIS does not quantify the number of medical, religious, commercial (motel), and industrial establishments which will experience noise levels over the state standards. Also, noise levels which will occur at the parkland, with abatement, should be given. The draft EIS on page 5-46 states that the industrial land uses immediately adjacent to TH 55 are not noise sensitive. However, a wide variety of industrial land activities are protected by NAC-3 and it is highly likely that some of the industrial land uses along the Hiawatha Corridor would fit into this category.

38 | The final EIS should state which establishments and land uses other than residences will experience violations of the state noise standards with and without abatement for each alternative. Also, it is not clear if noise from the Light Rail Transit component

39 | was added to Table 5-19 for the assessment of residences with regard to the state daytime and nighttime standards.

RESPONSES:

35. See FEIS Sections 3.3.2 and 4.2.
36. These additional dust control measures will be applied as necessary. See FEIS Section 4.5.1.
37. See FEIS Section 3.2.2.
38. See FEIS Section 3.2.1.
39. LRT noise will occur less than 10% of an hour even during peak operations. As a result, LRT noise will not effect the L₁₀ or L₅₀ levels.

As you know, the state noise standards must be met by compliance or a state variance must be obtained. Further noise questions should be directed to Dave Kelso at 296-7372. Mr. Kelso will handle the noise issues for the indirect source permit and for the variance, if needed, for the project.

40 The staff has noted a few errors in the noise impact analysis. It is stated in the draft EIS on page 4-28 that monitored sites 8 and 10 exceeded the state daytime standards; site 1 also exceeded these standards. In addition, the L₅₀ daytime standard of 60 dBA was not exceeded at site 8 as is also stated on this page.

41 On page 5-46 of the draft EIS, it is stated that the design hourly traffic volumes used for the noise impact analysis for the daytime noise level predictions were 8 percent of the average daily traffic. Eight percent may be a little low since the highest hourly percent of the 24 hour two-way traffic for Hennepin County is 8.63%, which occurs between 4:00 to 5:00 pm. This could have lead to an under prediction of daytime noise levels by the model. The percentage of average daily traffic appears to be reasonable for the peak nighttime hour. It should be noted, that our staff considers a 3 dBA, not 10 dBA, increase in noise levels to be significant.

Water Quality

43 The discussion on the existing water quality in Section 4.2.5 should be clarified and expanded. The use classification for Minnehaha Creek is 2B, 3C, 4A&B, 5 and 6. This use classification allows for propagation and maintenance of cool or warm water fisheries and is suitable for aquatic recreation of all kinds, including bathing. In addition, these waters can be used for industrial cooling and materials transport without a high degree of treatment, and agricultural and wildlife uses. The statement is made in Section 4.2.5 that Minnehaha Creek is generally acceptable for these classifications. However, in Section 5.1.25, it is stated that Minnehaha Creek is generally low in quality as evidenced by the species of fish present. The final EIS should present data to substantiate these statements. Minnehaha Creek is greatly influenced by seasonal flows and stormwater runoff. The MPCA monitoring station at the confluence of Minnehaha Creek and the Mississippi River was discontinued in 1965. Therefore, this Agency has not collected any recent data on this stream. However, recent data may be available from other sources and, if available, should be included in the draft EIS.

RESPONSES:

40. Site 1 is within an area of Minnehaha Park which is not developed for an active use. The applicable standard is NAC-2, which is not exceeded. The DEIS statement that the L₅₀ standard was exceeded at Site 8 was in error.
41. Traffic counts conducted on Hiawatha Avenue by the Minnesota Department of Transportation and the City of Minneapolis found that the peak hour, as a percentage of the 24-hour traffic, ranged from 7.3 percent to 8.1 percent. Traffic forecasts presented in Section 3 of the DEIS were used in the noise analysis. Peak hour volumes are expected to range from 7.5-9.0 percent of daily volumes on TH 55.
42. The DEIS refers to a 10 dBA change in noise levels as substantial. A change of 3 dBA or more is a significant and noticeable change in noise levels.
43. See FEIS Sections 3.5 and 4.3.

The Mississippi River at its confluence with Minnehaha Creek is classified 2B&C, 3B&C, 4A&B, 5 and 6, and allows for essentially the same uses as Minnehaha Creek. However, the water quality standards for some parameters in this reach of the Mississippi River are somewhat more restrictive. The Mississippi River in this reach is not an industrial class stream as indicated in Section 4.2.5 of the draft EIS. The MPCA maintains several monitoring stations on the Mississippi River. The nearest monitoring stations to this project are located at the St. Paul Rowing Club below the Wabasha Street bridge and at the Minneapolis Water Works intake in Fridley. The data from these stations are available at the MPCA offices and should be utilized in any discussion of the water quality impact on the Mississippi River from this project.

43

In the MPCA comment letter dated September 11, 1981 to you, the issues of spills control and erosion control were raised. It was stated in the letter that the extent of spills impacts may vary with each alternative and until a spills analysis is prepared, it is premature to rule out water resources concerns as a factor in the choices among alternatives. The draft EIS has not done this. It would be appropriate to discuss feasible mitigative measures for spills control and incorporate these measures in a spills control plan. Although the actual plan may not be completed in final form, the EIS could discuss the areas of highest potential risk for each alternative and the types of control measures that could be implemented in these areas. Typical mitigative measures could include specific management practices such as a coordinated notification system designating people or agencies responsible for clean up operation and limiting truck traffic. Some design considerations that could be utilized are catch basins on curb and gutter sections that can be easily blocked, retention basins and grass ditches. These suggestions are not meant to be all inclusive but are given as some typical measures.

Erosion control measures have been treated in a similar manner as spill control in the draft EIS. Erosion control measures very often coincide with spills control and also can serve as storm water management measures. The draft EIS should have identified areas sensitive to erosion for each alternative and discussed feasible mitigative measures for these areas. In the September 11, 1983 letter, MPCA staff also requested that the city develop an erosion control plan for the crossing of Minnehaha Creek for each alternative. Although some mention is made of the need for diverting Minnehaha Creek and the potentially severe adverse impact on water quality for the tunnel alternatives, no detailed analysis is given demonstrating the relative impacts of these alternatives.

Mr. Goldberg
Page Six
April 20, 1983

43

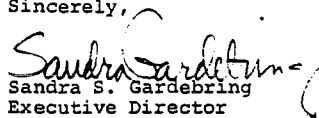
While some control techniques are identified in Section 5.1.25, specific erosion control measures should be discussed for each alternative and should enter into the entire alternative analysis for the project.

In Section 5.2.6, it is stated that minor adverse impacts on water quality in the Mississippi River will occur. The data substantiating this statement should be given in the final EIS or referenced.

Thank you for the opportunity to comment on the Hiawatha Corridor draft EIS. The Agency highly favors the transit improvement options, improved bus access, High Occupancy Vehicle (HOV) lane, and Light Rail Transit options, which are a part of this project.

If you have any questions about these comments, please contact Deborah R. Pile, Director, Office of Planning and Review (296-7216).

Sincerely,


Sandra S. Gardebring
Executive Director

SSG:pak



STATE OF
MINNESOTA
DEPARTMENT OF NATURAL RESOURCES

BOX CENTENNIAL OFFICE BUILDING • ST. PAUL MINNESOTA • 55155

DNR INFORMATION
(612) 296-6157

April 14, 1983

FILE NO _____

~~M. E. GOLDBERG~~

100 18100

Mr. Max Goldberg
City of Minneapolis
317M City Hall
Minneapolis, Minnesota 55415

RE: DEIS for T.H. 55 (Hiawatha Avenue), Minneapolis

Dear Mr. Goldberg:

The Department of Natural Resources (DNR) has reviewed the above-referenced document and offers the following comments for your consideration.

44 DNR's primary concerns relate to Minnehaha Creek. We would not recommend adoption of the sub-alternatives (1-4 c) calling for tunneling under the creek. Tunneling would result in major impacts during construction, including dewatering and creek diversion. It would also affect groundwater movement. A bridge should be acceptable at this location since the present road crosses the creek on a bridge; and the new bridge alternatives would not result in any flood flow or stage increases.

45 Since Minnehaha Creek is a protected water, a DNR permit will be required for whichever creek crossing alternative selected. A temporary water appropriations permit would be required for any dewatering. In addition, the city's floodplain ordinance must be complied with.

46 There is the potential for erosion and sedimentation during construction, and adequate measures should be taken to minimize these problems. Also, the DEIS indicates that all the surface water runoff from the creek area will be discharged into the Mississippi River. We strongly recommend that storm water retention ponds be provided to minimize pollution from highway runoff.

If you have any questions regarding these comments, please call Ken Wald of my staff at 296-4790.

Sincerely,


for Thomas W. Balcom
Environmental Review Coordinator

TWB:pje
2278E

cc: Ron Harnack
Karen Loechler
Kent Lokkesmoe

AN EQUAL OPPORTUNITY EMPLOYER

RESPONSES:

44. The preferred alternative does not include the tunnel subalternative under Minnehaha Creek.
45. A DNR permit application will be submitted as specific bridge design details become available. If dewatering becomes necessary, a temporary appropriations permit application will be submitted. Design of the bridge will be in conformance with the city's floodplain ordinance.
46. See FEIS Section 4.5.1.
47. See FEIS Section 4.3.



MINNESOTA HISTORICAL SOCIETY

FOUNDED IN 1849

690 Cedar Street, St. Paul, Minnesota 55101 • (612) 296-6126

April 13, 1983

Mr. Max Goldberg
City of Minneapolis
323M City Hall
Minneapolis, Minnesota 55415 1/2

Dear Mr. Goldberg:

Re: TH 55 (Hiawatha Avenue) Draft
Environmental Impact Statement
and 4(f) Evaluation

MHS Referral File Number: N21

Thank you for the opportunity to review the above referenced document.
It has been reviewed pursuant to responsibilities given the State Historic
Preservation Office by the National Historic Preservation Act of 1966 and
the procedures of the National Advisory Council on Historic Preservation
(36 CFR 800).

It appears that the statement is, generally, an accurate and adequate
description of the potential impacts on historic resources from the various
construction alternatives.

- 48 We remain particularly concerned about the potential impact on the Minnehaha
Depot, located in the Minnehaha Historic District. The possibility of a
noise wall in close proximity to this building, which is currently in open
view from all sides, is disturbing. We would urge close study of the
possibility of eliminating the noise wall in this area and keeping the
roadway as far from the building as possible. The Minneapolis Park Board
49 has suggested a recreational reuse of a section of the railroad trackage
to the west of the station; retention of the tracks would help to maintain
the historic setting of the depot.

We look forward to working further with you in dealing with the potential
impacts on the depot as well as on other historic resources in the corridor.

If you have any questions regarding our review of this project, please do
not hesitate to contact Dennis A. Gimmetad, Assistant State Historic
Preservation Officer, Fort Snelling History Center, St. Paul, MN 55111,
telephone 726-1171.

Sincerely,

Dennis A. Gimmetad
Russell W. Fridley
State Historic Preservation Officer

RESPONSES:

- 48. The noise wall will be set back approximately 50 feet from the Depot. A
possible concept design showing the noise wall with landscaping is shown in
Figure 6-6. The noise wall cannot be eliminated because it is a required con-
dition for construction of Hiawatha Avenue through Minnehaha Park.
49. The preferred alternative would allow retention of the railroad tracks.



M. B. GOLDBERG

MAR 08 1983

STATE OF MINNESOTA
DEPARTMENT OF VETERANS AFFAIRS
VETERANS SERVICE BUILDING
SAINT PAUL, MINN. 55155

March 2, 1983

REPLY TO: (612) 296-2783 2783

OFFICE OF THE
COMMISSIONER
(612) 296-2783

Mr. Max Goldberg
City of Minneapolis
317 M - City Hall
Minneapolis, Minnesota 55415

Re: 330 FHWA-MN-EIS-83-01-D
Draft Environmental Impact
Statement/Section 4 (f)
Evaluation and Alternatives Analysis
for Trunk Highway 55 and County State
Aid Highway 62 in Minneapolis, Hennepin
County, Minnesota
Minnesota Project IDF 022-1 (72) State
Projects 2724-87 and 2725-43 On TH 55
(Hiawatha Avenue) from 59th Street South
to Franklin Avenue State Project 27-662-41
and Hennepin County Project 8115 On
CSAH62 (Crosstown Highway) from TH55 to
46th Avenue South

Dear Mr. Goldberg:

We have reviewed the draft environmental impact statement and do not object to its findings except for the immediate impact the alternatives for the Minnehaha Park area will have on our access to the Minneapolis Veterans Home. The letter from former Commissioner Pinkham dated February 10, 1982 identified the potential impact of access changes which would be required because of the Minnehaha Park alternatives.

50

Although the proposals regarding Highway 55 do not involve state Veterans Home property, changes in the Minnehaha Park area will necessitate road access changes which would occur on park property. Since these changes are the direct result of the Highway 55 proposal, we feel that they should be clearly identified in the environmental impact statement. The bridge access road is the primary access to the Veterans Home and all of the Minnehaha Park alternatives will severely impact on this access.

AN EQUAL OPPORTUNITY EMPLOYER

RESPONSES:

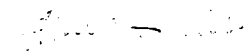
50. Access to TH 55 from the Veterans Home would be via Minnehaha Avenue at about 52nd Street (Figure 6-1, DEIS). Additional access could be made available (at 50th Street) depending on the access plan developed by the Minneapolis Park Board.

Max Goldberg
March 3, 1982
Page Two

We would request that the draft statement be revised to include this potential problem, so that it can be adequately considered when making the final alternative selection involving the Minnehaha Park area.

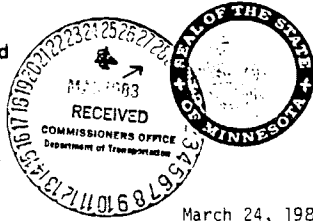
Please furnish a copy of the FEIS/4 (f) upon its completion.

Sincerely,


James H. Main
Commissioner

JHM:lm

Wesley J. Skoglund
District 61B
Hennepin County
Committees:
Regulated Industries,
Vice Chairman
Environment and Natural
Resources
General Legislation and
Veterans Affairs
Taxes



March 24, 1983

Minnesota House of Representatives

Harry A. Sieben, Jr., Speaker

A. B. GOLDBERG

APR 0 1983

Mr. Richard P. Braun, Commissioner
Minnesota Department of Transportation
Transportation Building
St. Paul, Minnesota 55155

RE: TH 55 (Hiawatha Avenue)
Draft Environmental Impact
Statement/4 (f) Evaluation
and Alternatives Analysis

Dear Commissioner Braun:

I appreciate your sending me the Draft Environmental Impact Statement for the Hiawatha Avenue Project. It is a very complete report and the people responsible for it should be commended for their efforts.

I am writing to express my strong support that Alternative 4 in the DEIS be recommended as the choice of the Minnesota Department of Transportation for Hiawatha Avenue. There are two reasons I make this recommendation.

First, it is my feeling after being involved in this issue for over ten years as a citizen and for seven years as a legislator, that Alternative 4 would be the most acceptable option to the community. After years of turmoil and neighborhood opposition to all previous plans for the development of Hiawatha Avenue, Alternative 4 is unique because I know of no opposition to it. In contrast to all other designs, I truly think that the neighborhood views Alternative 4 as an improvement to our area.

Second, in addition to receiving neighborhood acceptance, the plan obviously has to address the transportation needs of the state. In my opinion, Alternative 4 meets all of the needs of the major arterials as spelled out in the Transportation Development Guide/Policy Plan for 2000 (TPP). That guide required that major arterials meet certain criteria. Clearly, Alternative 4 meets all that are delineated in the TPP.

In the TPP I boiled those stated criteria down to 12 questions and answers. They are listed below:

1. Q. Does Alternative 4 connect two or more major subregions?
 - A. Yes, as called for in the TPP criteria for major arterials. It connects the Minneapolis central business district, Metrodome Stadium, and University of Minnesota on the north with the Vets' Hospital, Federal complex, Metropolitan Airport, Control Data, and old stadium site on the south. Also it connects with Eagan, Rosemount, and other communities across the Mendota Bridge.

294 State Office Building, St. Paul, Minnesota 55155

Office: (612) 296-4330

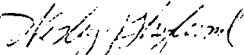
2. Q. Does it provide a "secondary" connection to outstate areas?
 - A. Yes, as called for in the TPP criteria for major arterials. It connects Minneapolis with Cannon Falls, Rochester, Red Wing, Winona, and other Southeast Minnesota communities.
3. Q. Does it complement interstate freeways, other major arterials and major arterials?
 - A. Yes, as called for in the TPP criteria for major arterials. It connects I-94 on the north with 494 on the south. It connects the Crosstown in between. Minor arterials crossing it would be Lake Street and 38th Street.
4. Q. Is the access controlled?
 - A. Yes, as called for in the TPP criteria for major arterials. There are grade separations north of Lake Street and south of 46th Street. There will be on-grade access in between, every four blocks with traffic signaled timing as called for in major arterials criteria.
5. Q. Will it be a component of a mass transit system?
 - A. Yes, as called for in the TPP criteria for major arterials. It could be immediately used for express bus service and will hopefully be used by L.R.T.
6. Q. Does it connect with local streets?
 - A. No, as called for in the TPP criteria for major arterials. Access is controlled. It only connects with minor arterials and local streets are blocked off.
7. Q. Is the spacing with another major arterial within 1 to 3 miles of the corridor?
 - A. Yes, as called for in the TPP criteria for major arterials. The closest major road paralleling is 35W.
8. Q. Is parking allowed?
 - A. No, as called for in the TPP criteria for major arterials.
9. Q. Does it meet the speed limit criteria?
 - A. Yes. While the guidelines do not spell out a criteria for major arterial speed limits, the recommended limit is between the criteria for interstate and minor arterials.

10. Q. Are there restrictions on trucks?
A. No, as called for in the TPP criteria for major arterials.
11. Q. Is the right-of-way between 100 and 300 feet wide?
A. Yes, as called for in the TPP criteria for major arterials.
12. Q. Are accommodations being made for mass transit?
A. Absolutely, as called for in the TPP criteria for major arterials.

In summary, the DEIS recommended Alternative 4 is the plan that will meet no community opposition and fulfills all the necessary guidelines to meet the transportation needs of the state and metro area. For 20 years, we have waited for an alternative like it to be developed. It is here at last.

Once again, I urge your support for this recommended alternative. I would be glad to comment further if necessary.

Yours very truly,



Wesley A. Skoglund
State Representative

WJS:jp



Metropolitan Council
300 Metro Square Building
Seventh and Robert Streets
St. Paul, Minnesota 55104
Telephone (612) 294-6359

APR 14 1983

April 14, 1983

Mr. Max Goldberg
City of Minneapolis
323 M City Hall
Minneapolis, MN 55415

Re: FHWA-MN-EIS 83-01-D
SP 2724-87 and SP 2725-43

Dear Mr. Goldberg,

At its meeting April 14, 1983 the Metropolitan Council adopted the report regarding the Draft Environmental Impact Statement and Alternatives Analysis for T.H.55 (Hiawatha Avenue). A copy of the report is enclosed so that your office will have it with the appropriate postmark. Official transmittal from the Chairman's office is expected on Friday, April 15, 1983.

Sincerely yours,

Stephen R. Alderson
Transportation Program Manager

SRA:das

Enc.

An Equal Opportunity Employer



Metropolitan Council
300 Metro Square Building
Seventh and Robert Streets
St. Paul, Minnesota 55104
Telephone 651/291-6359

RECEIVED
APR 15 1983

April 15, 1983

Mr. Max Goldberg
City of Minneapolis
323 M City Hall
Minneapolis, MN 55415

Re: FHWA-MN-EIS 83-01-D
SP 2724-87 and SP 2725-43

Dear Mr. Goldberg:

This is to correct information sent to you in my letter of April 14th. That letter was prepared in advance of the regular April 14 meeting of the Metropolitan Council. The Council never met due to the severe snow storm. As a result they were not able to adopt the report regarding the Draft Environmental Impact Statement and Alternatives Analysis. My letter reporting adoption was mailed to you since I was out of the office and had not left any instruction to hold the letter pending a Council vote.

The Council will now consider this matter at the next regular meeting April 28. We feel sure that they will adopt the report in exactly the form adopted by the Transportation Subcommittee.

The transportation division is aware that April 14 was the deadline for receiving comments. We ask therefore that the copy of the comments already sent to you with the letter of April 14 be included for response in the final EIS. It was adopted by the Transportation Subcommittee on April 12 at a duly constituted meeting, and therefore represents action of the Council. If this request poses any procedural problems for the final EIS please advise us.

Sincerely,

Stephen R. Alderson

SRA:jlm
LETTER

An Equal Opportunity Employer

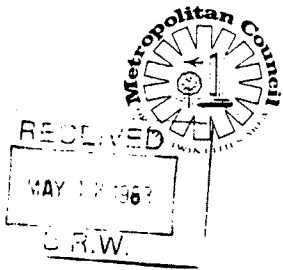
Metropolitan Council
300 Metro Square Building
Seventh and Robert Streets
St. Paul, Minnesota 55104

Telephone: 612 291-6451

Office of the Chairman

RECEIVED

MAY 12 1983



May 10, 1983

Mr. Max Goldberg
City of Minneapolis
317M City Hall
Minneapolis, Minnesota 55415

RE: Draft Environmental Impact Statement (EIS) for Hiawatha Avenue
Metropolitan Council Referral File No. 8377-4

Dear Mr. Goldberg:

At its meeting on April 28, 1983, the Metropolitan Council considered the Draft EIS for Hiawatha Avenue. This consideration was based on a report of the Physical Development Committee, Referral Report No. 83-33. A copy of this report, which was adopted as presented, is attached.

The comments in the April 5, 1983, memorandum contained in Referral Report No. 83-33 are the Council's official response to the Draft EIS for TH55 (Hiawatha Avenue). The Council recommends the final EIS respond to the comments and questions raised in this review.

Sincerely,

METROPOLITAN COUNCIL

Gerald J. Isaacs
Chairman

GJI:dh

Attachment

cc: Fred Tanzer, Regional Coordinator, MnDOT
Michael O'Donnell, Chairman, Environmental Quality Board
Michael Cronin, Development Controls, City Planning Department,
City of Minneapolis
William Barnhart, Intergovernmental Relations, City Coordinator's Office,
City of Minneapolis
Stephen Alderson, Metropolitan Council Staff

An Equal Opportunity Employer

For Release: 4/28/83; 4:00 p.m.

Bus. Item B-4

METROPOLITAN COUNCIL
Suite 300 Metro Square Building, Saint Paul, Minnesota 55101

RECEIVED

REPORT OF THE PHYSICAL DEVELOPMENT COMMITTEE

MAY 12 1983

REFERRAL REPORT NO. 83-33

April 22, 1983

TO: Metropolitan Council
SUBJECT: Draft EIS for Hiawatha Avenue
Referral File #8377-4, Council District 8

At its meeting on Thursday, April 21, 1983, the Physical Development Committee reviewed the Draft EIS for Hiawatha Avenue and made the following recommendations:

1. The April 5 comments be transmitted to Minneapolis and Mn/DOT as the Council's official response to the Draft EIS for TH 55 (Hiawatha Avenue).
2. The Final EIS should respond to the comments and questions raised in this review.

Respectfully submitted,

Marcia Bennett
Chairman

MB:lh
LA680A
PHTRN1

METROPOLITAN COUNCIL
Suite 300 Metro Square Building, St. Paul, Minnesota 55101

MEMORANDUM

April 5, 1983

TO: Transportation Subcommittee
FROM: Transportation Staff (Stephen Alderson)
SUBJECT: Draft EIS for TH 55 Hiawatha Avenue
Referral File #8377-4, Council Districts 1, 8, 9 and 15

AUTHORITY TO REVIEW

The passage of the National Environmental Protection Act in 1970 established the requirement that an Environmental Impact Statement (EIS) be written for all major federally-funded projects, including highways. In 1971 the Federal Highway Administration issued guidelines for preparation of highway EIS's. Either an EIS or a negative declaration statement must be prepared on any major highway project which did not have FHWA location approval prior to February, 1971. The draft EIS must be circulated to federal, state, and local agencies with jurisdiction by law or special expertise with respect to any environmental impact involved, and these agencies must be given at least 45 days to return their comments. All submitted comments on the draft EIS must then be taken into account in the preparation of the final EIS.

PROJECT DESCRIPTION

The City of Minneapolis and the Minnesota Department of Transportation propose to make transportation system improvements in the Trunk Highway (TH) 55 (Hiawatha Avenue) corridor area of south Minneapolis (Attachments A and B). The proposed action consists of roadway and transit service improvements in the TH 55 corridor in Minneapolis located southeast of the Minneapolis CBD. The proposed roadway improvements are the reconstruction of TH 55 (Hiawatha Avenue) between Franklin Avenue and E. 59th Street (5.3 miles) as a four-lane divided at-grade roadway, and the reconstruction of Hennepin CSAH 62 (Crosstown Highway) between 46th Avenue South and TH 55 (0.4 miles) as a four-lane divided access-controlled roadway. The reconstruction of this segment of CSAH 62 has been delayed for many years pending a decision regarding reconstruction of TH 55.

The proposed transit improvement is the upgrading of transit service in the TH 55 corridor area. The affected area includes south Minneapolis between Cedar Avenue and the Mississippi River, southwest St. Paul (Highland Park), the Minneapolis-St. Paul International Airport, Bloomington east of Cedar Avenue, and northern parts of Eagan, Mendota and Mendota Heights in Dakota County.

Five alternatives, including a no-build alternative, are analyzed in this document. They were selected for detailed analysis in a Scoping Process which considered 120 possible actions. The proposed roadway improvement, described above, is the same for the four build alternatives.

The four build alternatives differ in the type of transit improvement proposed. Alternative 1 proposes construction of a high-occupancy vehicle (HOV) roadway parallel to TH 55 between 24th Street and 58th Street. The HOV roadway would have at-grade intersections at four major cross-streets between 32nd and 42nd Streets, but would otherwise be grade-separated from cross traffic. Additional access to the HOV roadway would be provided via access roadways.

The transit improvement proposed under alternative 2 is an HOV roadway similar to Alternative 1, except that it would be grade separated from all cross traffic. Special access roadways would be provided at about one-half mile intervals.

Alternative 3 proposes that construction of TH 55 include bus pull-outs, transit passenger shelters and other transit-related street construction designed to facilitate the flow of buses along TH 55.

Alternative 4 proposes that the corridor transit system be reconstructed to focus on a light rail transit (LRT) line located adjacent to TH 55 and connecting the corridor to the Minneapolis CBD. The south terminus would be located at either the GSA Building, the airport terminal, or the old Metropolitan Stadium site in Bloomington.

Alternative 5, the no-build alternative, assumes that TH 55 would remain as is, and that transit service be improved only to the extent necessary to carry forecasted patronage.

BACKGROUND

Planning for the reconstruction of TH 55 in the study area has been going on for over 20 years. Major events which have occurred are listed in Table 2-1, Attachment C. The current analysis began with the appropriation of \$2.25 million through the 1978 Federal Appropriations Act for preliminary engineering studies for reconstruction of TH 55. The City of Minneapolis and the Minnesota Department of Transportation are jointly managing this study.

The project alignment from I-94 to Hennepin CSAH 62 has been on the Metropolitan Highway System during the 20 year period mentioned. Originally thought of as a freeway corridor, the project has evolved over the years to the present concept of a transit improvement and an at-grade, four-lane, arterial street.

In the proposals made during 1982 to revise the regional Transportation Policy Plan, staff of the Metropolitan Council recommended that Hiawatha be a minor arterial. That recommendation was later changed at the request of Minneapolis and others. The hearing report prepared by Council staff suggested evaluating the issue again when a preferred alternate is submitted with the Final EIS. This discussion is limited to policy findings and comments for consideration by Mn/DOT and Minneapolis in submitting the preferred alternate.

The Council has reviewed this project twice in the past. Comments were made on the EIS scoping report in June, 1980, and on the project development report in June, 1982. Neither of those reviews included recommendations in anticipation of this report. The project will be reviewed at least once again when a final recommendation is received with the final EIS (FEIS).

DISCUSSION

The improvement of TH 55 (Hiawatha Avenue) is among the more important issues to come before the Council in recent years. The project is significant on four counts.

1. The proposed action would improve a regional highway. Hiawatha Ave. is the only such project left within Minneapolis. Like I-35E in St. Paul, it has been proposed but not built for more than twenty years.
2. The proposed action potentially includes a rail transit improvement. From the perspective of Minneapolis, this corridor is likely to be among the first for LRT should we receive funding. This corridor was also included in the 1980-81 feasibility of Light Rail Transit studies done by the Metropolitan Council. No regional conclusions were drawn for LRT in the Hiawatha Corridor in that study.
3. The proposed action has potentially significant land use impacts. The right-of-way acquisition in this corridor has left parcels vacant which can, in part, be returned to use once a road improvement is made. In addition, the LRT alternate has been evaluated for its potential to induce development. From the perspective of returning land to the tax rolls, Minneapolis argues that this project is long overdue.
4. The proposed action is, in part, contingent on special funding availability. In 1974 the federal government specified 90-10 participation and \$53 million was appropriated for reconstruction of TH 55 as a demonstration project. With the shortage of transportation dollars, this creates a major inducement to Mn/DOT and Minneapolis to obtain authorization of that money. Congressman Sabo advised the Metropolitan Council that our continued support for the corridor as a regional facility was needed to assist in securing those dollars.

TRANSPORTATION

The DEIS for TH 55 was written when the policies of the 1976 edition of the Transportation Policy Plan were in force. As of January 13 the Council has adopted an amended TPP, with revised policies. This evaluation is based on the revised policies now in effect. This will not invalidate the DEIS, however, the Final Environmental Impact Statement (FEIS) should include and address the new policies. The proposed action is in conformance with the policies of the TPP as follows:

- Policy 1. Transportation facilities should be planned, designed and operated to promote and serve development that is consistent with the Development Framework Chapter of the Metropolitan Development Guide.

The proposed actions would contribute positively to policy 1 by improving transportation services in the Fully Developed Area.

Policy 2. Transportation investments should be made on the basis of need and the ability of the Metropolitan Area to finance and maintain these investments in relation to other metropolitan system needs and investments over time.

The DEIS for TH 55 adequately documents the need for roadway improvements, both by describing the current worn out nature of TH 55 and by showing that there will be a future demand warranting improvement. The DEIS further indicates that transit use is already strong in the corridor and has increased in recent years. Projections (page 3-35) of ridership indicate that an LRT facility operating as far as the GSA Building would attract 56,500 daily riders. This is 12,400 more than a no build alternate using the existing bus system. The capital cost of the LRT would be \$84,528,000.

The following policies are discussed as a group. The proposed actions are generally all consistent with these policies.

Policy 3. Transportation systems should be developed and managed to utilize existing investments more efficiently and effectively.

Policy 4. Citizen and public involvement should be promoted in the formulation of transportation policy and implementation decisions.

Policy 5. Transportation services should be provided that are responsive to the special needs of the young, disabled and economically handicapped living in the Metropolitan Area.

Policy 6. Safety standards must be a major consideration in the planning, design, operation and maintenance of transportation facilities and services.

Policy 7. Consistency with state, federal and regional environmental plans, policies and standards should be a major consideration in the planning, design and operation of transportation projects and facilities.

Policy 8. Transportation planning and investment should provide for the efficient regional movement of goods and the incorporation of goods movement systems into the design of major activity centers.

Policy 9. Transportation facilities should be planned, designed and operated to function in a manner compatible with adjacent land use; in those instances where the function of a facility and adjacent land use have become incompatible, affected agencies and local units of government should establish a program to mitigate this incompatibility.

Policy 10. Transportation facilities should be planned, designed and operated to minimize the disruption of neighborhoods.

51 The proposed actions would positively impact all the above policies with a conditional statement about Policy 6. The roadway improvement will have "at-grade" intersections with 19 streets from 24th street south to Hennepin CSAH 62. In order to provide a regional level of service, TH 55 should be designed and operated to provide off-peak speeds of 40 mph or better. With so many

intersections, safety will be a problem or speeds will have to be reduced. This is discussed further under functional classification below.

The proposed actions have included special attention to truck access to industry on the east side of TH 55 and thus directly support Policy 8. Minneapolis has more than met Policy 4 and deserves extra notice for the extensive involvement of citizen input on TH 55. This was done in order to minimize impacts on surrounding neighborhoods which also supports Policies 9 and 10. In summary, the proposed actions are supportive of the above discussed general policies.

Because of the location of the proposed project entirely within the Urban Service Area, there are no impacts on any rural transportation policies. There are impacts on eight urban area policies as follows.

Policy 12. The transit and street and highway systems should provide a travel time of no more than 30 minutes in off-peak periods from any part of a subregion to any other part of that subregion for 90 percent of the residents in the subregion.

Policy 13. The street and highway system should provide a travel time of no more than 30 minutes in Off-Peak Periods from any part of the Urban Service Area to one of the Metro Centers for 90 percent of the residents of the Urban Service Area.

Policy 16. The transit system should provide a travel time of no more than 45 minutes in either peak or off-peak periods from any part of the Urban Service Area to one of the Metro Centers for 90 percent of the residents of the Urban Service Area.

Policy 19. The highest priority for transit services should be in areas or along routes with a relatively high density of demand for the service and a population dependent upon transit by age, income, or physical or mental disability.

The proposed actions are consistent with the above four policies as follows. All alternates would satisfy Policies 12, 13 and 16 regarding travel times. Each transit alternate would positively support Policy 19 because this corridor already exhibits a relatively high demand for service. The no build alternate which has the lowest patronage estimate would least support Policy 19.

Policy 20. Transit services should be provided that achieve the most efficient, productive and effective use of public resources and investments.

Policy 21. Transit for disabled persons should be provided by the most cost-effective mix of services.

Policy 22. The public and private sectors are both important suppliers of transit services; whichever can provide the most cost-effective service should be encouraged to do so.

52 | Policies 20, 21 and 22 did not exist in the 1976 edition of the Policy Plan and have not been addressed in the DEIS. They should be acknowledged in the FEIS and evaluated for any impacts by the proposed action. This is not intended as a major new analysis since the policies were adopted while the DEIS was being

RESPONSES:

51. See FEIS Section 3.1.1.

52. See FEIS Section 3.1.1.

conducted. Since they were not available to the study team when they began, we do not want to require unreasonable extra effort. Because the proposed actions are significant with regard to transit the final EIS should at least acknowledge these policies which are themselves important transit concepts.

Policy 31. Multi-passenger strategies should be generally promoted at the regional level and specifically encouraged at the subregional/local level by:

53

- A. Establishing on-going ridesharing programs that are cost-effective.
- B. Fostering a close partnership between the public and private sectors in the provision of ridesharing services.
- C. Targeting selected problem areas, congested corridors or subregions.

The two HOV alternatives have a positive impact on Policy 31 because those alternatives would foster car and van pooling.

There are other issues besides the above policy issues which are impacted by the proposed action. Hiawatha Avenue is a major arterial on the regional system. To the degree possible, it should be planned, designed and operated in accordance with the functional system criteria and characteristics shown in Tables 17 and 18 of the Transportation Policy Plan (TPP). Specifically, two criteria are impacted.

Criteria 2, Level of mobility - A major arterial "provides a high level of mobility within and between subregions;" this means 40 to 50 mph speeds.

Criteria 3, System Access - A major arterial should connect "to interstate freeways, other major arterials, minor arterials and high volume collectors--no direct land access except major traffic generators. The following table from the DEIS indicates the problem in the Hiawatha corridor:

54

Hiawatha Avenue Access

- o Crosstown (CSAH 62) Directional interchange with all but the west to the north and north to west movement directly provided.
- o Bureau of Mines Road
 - o 52nd St.
 - o 50th St.
 - o 46th St.
 - o 42nd St.
 - o 38th St.
 - o 32nd St.
 - o Lake St.
 - o 28th St.
 - o 26th St.
 - o 24th St.

At-grade signalized intersection with all turns allowed. Turn lanes provided as required.

RESPONSES:

- 53. The preferred alternative will promote multi-passenger travel more through increased transit use than through ridesharing in private vehicles. The projected increase in multi-passenger travel achieved through the preferred alternative is greater than that associated with the HOV alternatives.
- 54. See FEIS Section 3.1.1.

- o Franklin Avenue Maintain grade separation with TH 55. Provide access to Franklin Ave. via northbound off-ramp and southbound on-ramp.
- o 45th St.
- o 44th St.
- o 43rd St.
- o 41st St.
- o 40th St.
- o 37th St.
- o 33rd St.

These streets will intersect with Hiawatha Ave. from the east. Right-turns in and right-turns out, only, will be allowed at these intersections.

Relating to the Council's Roadway Functional Classification System, the suggested Hiawatha Av. accessibility would connect it with two freeways, five minor arterials, five collectors and 10 local streets. In addition, there would be access to abutting land use nearly continuously along the east side of the street.

In the DEIS there are a series of study goals adopted by the Hiawatha Ave. Task Force. Included are 13 transportation goals/objectives as listed below.

Transportation

- 1a. Improve the current level of service in the corridor.
- 1b. Provide a higher level of service for transit users than single occupant vehicles.
- 1c. Design transportation facilities to encourage all forms of ridesharing.
- 1d. Encourage center city development and discourage suburban sprawl through the expenditures for transportation facilities.
- 1e. Design the transportation facilities to be cost effective.
- 1f. Coordinate planning and development of all transportation elements in the corridor, e.g. transit, roadway, bicycle, pedestrian, parking, etc.
- 1g. Coordinate the planning and development of the transportation elements in the corridor with land use plans.
- 1h. Provide local access to and across the transportation facilities; if trade-offs are to be made between local access and regional travel, local access shall take priority.
- 1i. Minimize negative community impacts; if trade-offs are to be made between level of service and community impacts, the community impacts shall take priority.
- 1j. Provide adequate facilities for trucks in the corridor in order to minimize neighborhood impacts.
- 1k. Provide transportation facilities that are totally accessible to young, elderly, physically and economically handicapped.

- 1l. Provide transportation facilities that are safe for the users.
- 1m. Design and size regional transportation facilities within the City to accommodate regional travel demands and needs.

Of the above goals, 1h and 1i are inconsistent with transportation policy, especially Policy 1. Local and neighborhood priorities should not override regional system service to the development framework. Local access is only acceptable if the traffic volumes forecast can be safely carried out at a reasonable speed. The final EIS should include additional detailed traffic engineering data to show the effect of twelve signalized intersections whose average spacing is .38 mile on both the capacity and speed of the roadway.

RESEARCH - Vic Ward

- 55 | The DEIS should have a clear logical structure with a thoroughly described no-build base. All of the alternatives should be compared without the "induced development" from public expenditures which turns up so favorably in alternative four. The study should clearly show how much each alternative costs and the cost of the assumptions (for example, public acquisition and moving of rail facilities). Further, the methods used should be described more thoroughly.

The remainder of this section contains specific questions that should be addressed in the final EIS.

- 57 | Page 4-2 | Is Table 4-1 the base line referred to throughout the paper? Where did the numbers used in the text to describe Hiawatha Corridor come from? Table 4-1 shows 25,839 households and the text uses 33,450 from 1970.
- 58 | Page 4-22 | The estimates used in the section on Retail Activity need to be explained. Also, the following statement is not true, "When measured in constant dollars, CBD sales have shown little change since 1972." A comparison of 1967, 1972 and 1977 Census of Retail Trade shows that the trend is down (1967 was \$280.8 million, 1972 was \$226.9 million and 1977 was \$177.5 million - 1967 dollars). That is a loss of 22 percent from 1972 to 1977.
- 59 | Page 5-10 | Table 5-5, by examining benefits, implies somewhere the costs have been examined. Also, the author should point out that "parking cost savings" are the most sensitive variable across the alternatives.
- 60 | Page 5-15 | The study makes reference to Metropolitan Council forecasts and then infers office space demand and residential demand for specific areas. The method they used should be presented in text.

RESPONSES:

- 55. See FEIS Section 3.4.
- 56. See FEIS Sections 3.4.2 and 3.4.3.
- 57. Table 4-1 and the text referred to (Section 4.1.1.2 of the DEIS) were in error. Corrections are in FEIS Section 3.4. Table 4-1 is the baseline.
- 58. A retail sales deflator considered more reliable by people in retail sales was used to make the comparison. That comparison showed little change since 1972.
- 59. Figures presented in DEIS Table 5-5 are benefits net of costs. For transit users, saving the cost of parking is substantial.
- 60. Metropolitan Council forecasts were used only to place corridor forecasts in a regional context. The methodology used to make corridor forecasts is described on pages 5-56 through 5-60 of the DEIS.

61 | Pages 5-15
to 5-18 | The "induced development" and "Retail Sales Increase" are presented. The base case "alternative 5" is zero. This section would be easier to understand if "alternative 5" was the value forecasted for the areas without public expenditure. Then each alternative, its cost and its benefits could be presented. In addition, I cannot find in the document how the values presented were calculated.

62 | Pages 5-56
to 5-71 | The methodology section says that "a high level of feedback from the community" was the most important variable in determining the capacity of the corridor for each alternative. This type of feedback could be used to discuss the desirability of alternatives, but it is not a method to help public officials decide between alternatives. It does not preclude a structure objectively comparing alternatives to "no build."

PARKS AND OPEN SPACE - Jack Mauritz

63 | When selection of a final alternative takes place, major consideration should be given to one which has the least adverse impact on Minnehaha Regional Park and the connecting park lands. An alternative which incorporates a maximum of the mitigating measures outlined on pages 6-34 and 35 (6.2.10), in the Section 6(f) discussion, appears to be the desirable choice.

ENVIRONMENT - Marcel Jouseau

64 | There are no serious concerns regarding impacts on natural resources. It should be acknowledged that part of the project is within the designated Mississippi Critical Area Corridor (Executive Order 79-19). It would also be useful to discuss the project in the context of the standards for the critical area corridor and of the Minneapolis Critical Area Plan.

Generally, the part of the project within the Mississippi Critical Area Corridor appears to be consistent with bluff slope and vegetation protection standards for the Critical Area.

Minnehaha Creek Watershed District and MWCC have both commented on the DEIS; their comments are attached as attachments D and E.

COMPREHENSIVE PLANNING - Carl Ohrn

The Draft EIS was reviewed to determine consistency with the MDF policies and at the same time to evaluate its overall comprehensiveness and accuracy. Based on this review, it is concluded all the build alternatives are consistent with MDF policies for the fully developed area. The no-build alternative might be described as consistent with MDF policies but to a lesser degree than the build alternatives. This level of consistency for the no-build alternatives stems from two factors:

1. The land acquired for right-of-way would be redeveloped under the no-build alternative. This redevelopment is consistent with MDF policies.

RESPONSES:

61. Forecasts of induced development and retail sales increases were based on projections of development or population induced by the transit improvement. Methodology for induced development was described in pages 5-56 through 5-60 of the DEIS. Methodology for the retail sales increase is described in Technical Report 25.
62. Practically speaking, the community has significant influence regarding what "could" be built, i.e., the capacity of the corridor. This analysis recognized that reality and thereby avoided overly optimistic development forecasts.
63. Measures to mitigate parkland impacts as recommended in the DEIS will be utilized as they specifically apply to the preferred alternative.
64. See FEIS Section 3.9.

2. The transportation service provided to the existing development in the surrounding area would be poorer than that provided by the four build alternatives. MDF policies generally support provision of an adequate level of urban services to the fully developed area.

The proposed project is completely within the Metropolitan Urban Service Area and wholly within communities or parts of communities that are designated as fully developed.

Policy 9 of the MDF states:

9. Preserve and maintain the vast resources of housing, employment and services in the fully developed part of the Metropolitan Area. Emphasize creation of a continuous process to upgrade the physical quality of urban development through maintenance, infill, rehabilitation or redevelopment. The public should create a climate of confidence and certainty about the future of existing development in older developed areas in order to attract private investment.
 - b. Public service investment should assist in reducing the involuntary concentration of low- and moderate-income households, to promote the diversification of the residential income and age structure, and to improve the image of the fully developed area. Investments in public service infrastructure should be directed to meet replacement needs and identified community development needs.
 - e. Maintain and improve commercial-service centers through diversification, consolidation into nodes or clusters, improved access and parking to meet the needs of a diversified residential service area. Structures not needed for commercial-service use should be reused for other community needs or redeveloped for alternative use consistent with the municipal plan.
 - f. Expand and diversify the employment base of the fully developed area. Priority for new employment locations within the Urban Service Area should be given areas having lost employment, areas with existing services, or areas with existing housing opportunities. New major employment locations should support reducing the length of the work trip, reducing the involuntary concentration of low- and moderate-income households, or diversifying residential income mix.
10. The municipal comprehensive plan should be the overall unifying document guiding change and growth, and should be the official policy statement of the municipal policy body. The city should identify areas for maintenance, infill, rehabilitation and redevelopment activities. The city should identify residential improvement, commercial-service improvement, and employment strategies to be followed and those agents responsible for their implementation. Priority target areas and activities should be identified.

The provision of improved highway access and transit service provided by alternatives 1, 2, 3 and 4 is consistent with the significant points recorded in the above noted policies. The induced development noted in the Draft EIS would also be consistent with these policies.

The no-build alternative (5) might be characterized as less consistent with MDF policies. By redeveloping the land originally acquired for right-of-way, some of the objectives of the policies noted above would be accomplished. Since less development would occur than under the other alternatives, the build alternatives could be considered more consistent with Council policy. In addition, the no-build alternative does not service existing development as well as the build alternatives. While the MDF supports redevelopment, it also supports maintenance of the existing development. Deterioration of public services will reduce the attractiveness of these areas for living, working and shopping. This situation would be inconsistent with the MDF policies.

The Council adopted its review of the Minneapolis Comprehensive Plan on March 25, 1982. The Plan was found consistent with the Transportation System Plan and MDF policies. The improvement of T.H. 55 and the provision of transit service is consistent with the city's comprehensive plan.

Recorded below are specific comments and questions that need to be addressed in the final EIS.

- 65 |
1. The Draft EIS provides a lengthy discussion of the retail, office, industrial space and jobs generated, and housing units and population induced to locate in the CBD, corridor and the Bloomington terminus area. This discussion begins in Section 5.1.5, Regional Economic Impacts. The analysis is unclear as to the method used to develop the projections of population (a key factor in retail consumption) and jobs. In a following section on Land Use Impacts (5.1.16), two methods, market share and capacity analysis, are described and used to project jobs and population increases. The reader does not know if either of these methods were used in Regional Economic Impact section. While two methods are discussed in the Land Use Impacts section, it appears the market share method was used for generating population and housing for the financial analysis. This method is less favorable to all alternatives, but the LRT alternative loses only a few hundred jobs, while the other alternatives lose thousands of increased population and jobs. Neither method is proven superior in the text. It would appear a better procedure would be to use an average or to complete a parallel analysis of all factors using both alternatives. The discussion of methodology should precede its use in the report. A clear explanation is needed stating why one method of projecting jobs, retail sales, etc., was used over other methods available.
 2. Regional Economic Impact section of the Draft EIS discusses the potential increase of jobs and population for the CBD, the corridor and the Bloomington terminus. By going through the text, the following table can be constructed. As can be seen from that table, the LRT alternative is projected to induce the location of 21,285 jobs in the CBD, corridor and Bloomington terminus area. An increase of 28,081 people is projected to live in these areas if the LRT is built. In addition, the text discusses increases in the trade area population for the CBD. These figures are 9,456 people in 1990 and 14,041 in 2000, but the reader does not know if these are in addition to the other figures discussed for increased CBD population.

RESPONSES:

65. See Section 5.1.16.1, pages 5-56 to 5-57 of DEIS.

The Draft EIS:

- 66 | a. Should present the data on induced development in an easily accessible form to the reader.
- 67 | b. Should discuss the importance of induced growth in projecting transit ridership or tell how much of the increased transit ridership is due to induced growth. In other words, the report should state what the ridership would be if no induced development is assumed.
- 68 | c. Should point out in the ridership tables and discussion that the HOV alternatives are not similar to the LRT since the HOV alternatives will not extend to the Bloomington site.
3. The Draft EIS goes to great length projecting induced development. These projections are made under a number of critical assumptions. On page 5-57, the report states:

"The analysis assumes that substantial public sector participation is used to stimulate developments consistent with the transit alternatives. Substantial public sector participation involves strong governmental policies to improve and coordinate development at transportation improvement areas. These policies include, but are not limited to: (1) supplementary purchase or condemnation of land; (2) tax increment financing; (3) equity participation; (4) institution of corridor development corporations; (5) special assessment districts. These policies require both financial and political commitments from the local jurisdictions to provide significant incentive to potential private sector investors."

69 | No where in the text of the report can the costs of such public participation efforts be found, yet the benefits of an expanded tax base, homes, jobs and commercial development are cited numerous times. According to the Draft EIS, this procedure was only used for transit alternatives. It does not project the development that would occur if similar efforts were used in conjunction with the no-build alternative. The Draft EIS needs to describe what facilities would be built or services provided with public monies, estimate these public sector costs and illustrate that the benefits of induced development requires additional investments beyond that required to build and maintain the transportation and transit facilities and services. Once this has been done the amount of induced development under all alternatives given the same public efforts should be clearly presented with the public sector costs needed to bring about this development.

- 70 | 4. Land Use Impacts, 5.1.16 and Joint Development, 5.1.17

Within the land use impacts and joint development sections, statements are made about development potential that are not sufficiently clear for the reader to understand what action is being proposed and if public costs are involved. Recorded below are four such statements.

Page 5-60. Last paragraph. The proposed redevelopment option for LRT assumes the railroad line and industrial development will be downgraded or relocated to more suitable use.

RESPONSES:

66. See FEIS Section 3.4.2.
67. See FEIS Section 3.1.4.
68. Patronage forecasts for the GSA Building LRT terminus, given in Table 3-3, page 3-30 of the DEIS are fully comparable to the HOV alternatives on an area of service basis. See also FEIS Section 3.1.4.
69. See FEIS Section 3.4.2.
70. The statements referred to describe potential developments which are not a part of the proposed action. The purpose of the statements is to point out the types of development activity which can reasonably be expected to occur if the proposed action is implemented.

This is not assumed for any other alternative but could allow for additional development under any alternative. There are no costs included for relocating the present industrial development or railroad lines.

Page 5-61. Under discussion of proposed redevelopment opportunities for alternative 4, the text states, "The cemetery located at Lake and Cedar has great potential as an aesthetic amenity. It is the only large green space in the vicinity."

There is no further mention in the report of what is anticipated for this cemetery. Will the cemetery be moved? Will this land be made into a park? If the cemetery is or will become an aesthetic amenity, is it a factor in inducing the growth noted in the report for residential and commercial development? The text needs to make it clear what action is being assumed for this cemetery and the importance of this action for inducing development in the area.

Page 5-61. Lake Street Commercial Area

"A central parking ramp should be constructed to serve these commercial facilities."

No cost figures are provided. No such assumption is made for any other alternative. Would this garage help to induce development under the other alternative?

Page 5-73. Under the discussion of joint development evaluation, only discussed for alternative 4, the following comments are made.

"The railroad yards...represent a long-term 'urban village' development opportunity. Considerable public sector investment in land acquisition and infrastructure improvements would be necessary to implement this joint development opportunity. This site could accommodate a complete high-technology industrial park, as well as several hundred residential units."

The reader is left with the impression that given the investment in the LRT system and the public costs for land and infrastructure for this development opportunity, a complete high-technology industrial park could be created. In fact, attracting high-technology industries is dependent on a number of factors that are much more important than the availability of land serviced with transit. This statement should either be taken out of the report or revised to make it clear that the LRT service and site improvements will not be key factors in attracting high-technology industry to this area.

5. Financial Commitment, 5.2.1.

The text states the proposed action would require expenditures ranging from \$56.1 to \$177.8 million, but Table 3-34 states costs would range up to \$196 million.

6. Short-term Uses of the Environment Versus the Maintenance of Long-term Productivity, 5.3

43

RESPONSES:

71. The text statement was in error.

The two statements recorded below reflect the continuance of the problem of not allocating all costs associated with induced development.

Land and Land Resources, 5.3.1

The text states: The land committed to highway use will be unavailable for long-term future productivity. This loss of future productivity is to be replaced by the more immediate benefits offered by the proposed project including improved transportation service and efficiency and increased development potential.

Financial Resources, 5.3.3

72

The text states: Significant financial commitments to the project include acquisition, relocation and construction cost. ...these costs are to be recovered through more efficient travel, reduced user costs and an increase in the overall tax base due to the improved accessibility and more intense development of lands served by the facility.

These statements together do not give the full picture. They imply that induced development will result from the construction of the various alternatives. Based on the text and assumptions recorded, the induced development is generated significantly by public sector participation that has not been described in detail or allocated as a cost in the Draft EIS. In addition, the reader does not know how much of this induced development might occur if the public sector efforts were made under the no-build alternatives.

7. Summary, 5-11

"The overall result (Table 5-5) of the user benefit assessment indicates that alternative 4 (LRT) would produce a greater level of annual 1990 and 2000 user benefits than any other alternative. Alternative 4 would result in nearly three times the user benefit of alternatives 1 and 2 and over 13 times the user benefits of alternative 3." This is wrong. The user benefits for alternative 4 would be approximately 3.8 times higher than alternative 3, not 13 times higher.

73

FINDINGS

1. The proposed actions are consistent with transportation policies 1, 3, 4, 5, 7, 8, 9, 10, 12, 13, 16 and 31.
2. Alternates which have the least impact on Minnehaha Park and connecting park lands are most consistent with Parks and Open Space policy.
3. All build alternatives are consistent with the Metropolitan Development Framework policies for the Fully Developed Area.
4. The build alternatives are consistent with the city's comprehensive plan.
5. The no-build alternative is less consistent with Metropolitan Development Framework policies than the build alternatives.
6. Proposed access from local streets and collectors to Hiawatha Avenue is not consistent with the TPP functional classification criteria.

74

RESPONSES:

72. See FEIS Section 3.4.2.
73. The DEIS text is in error.
74. See FEIS Section 3.1.1.

7. Two study goals adopted by the Hiawatha Avenue Task Force are inconsistent with regional policy.
- 75 | 8. The DEIS has used 1976 regional transportation policies; an update to 1983 policies should be included in the final EIS.
- 76 | 9. Additional information is required in the final EIS to determine consistency with policies 6, 20, 21 and 22.
- 77 | 10. Additional traffic engineering data is needed to clarify the level of service on the road improvement, the number of signalized intersections proposed may cause roadway speeds to be too low.
- 78 | 11. All alternates should be compared without the induced development assumptions.
- 79 | 12. The EIS should include additional information on the costs of public actions assumed in each alternate.
- 80 | 13. The FEIS should acknowledge that part of the project is within the designated Mississippi Critical Area Corridor.

RECOMMENATIONS:

1. These comments be transmitted to Minneapolis and Mn/DOT as the Council's official response to the Draft EIS for TH 55 (Hiawatha Avenue).
2. The Final EIS should respond to the comments and questions raised in this review.

LA680A

RESPONSES:

75. See FEIS Section 3.1.1.
76. See FEIS Section 3.1.1.
77. See FEIS Section 3.1.1.
78. See FEIS Section 3.4.2.
79. See FEIS Section 3.4.3.
80. See FEIS Section 3.9.

FIGURE 2-1

TH 55 REGIONAL LOCATION

HIAWATHA AVENUE Location and Design Study

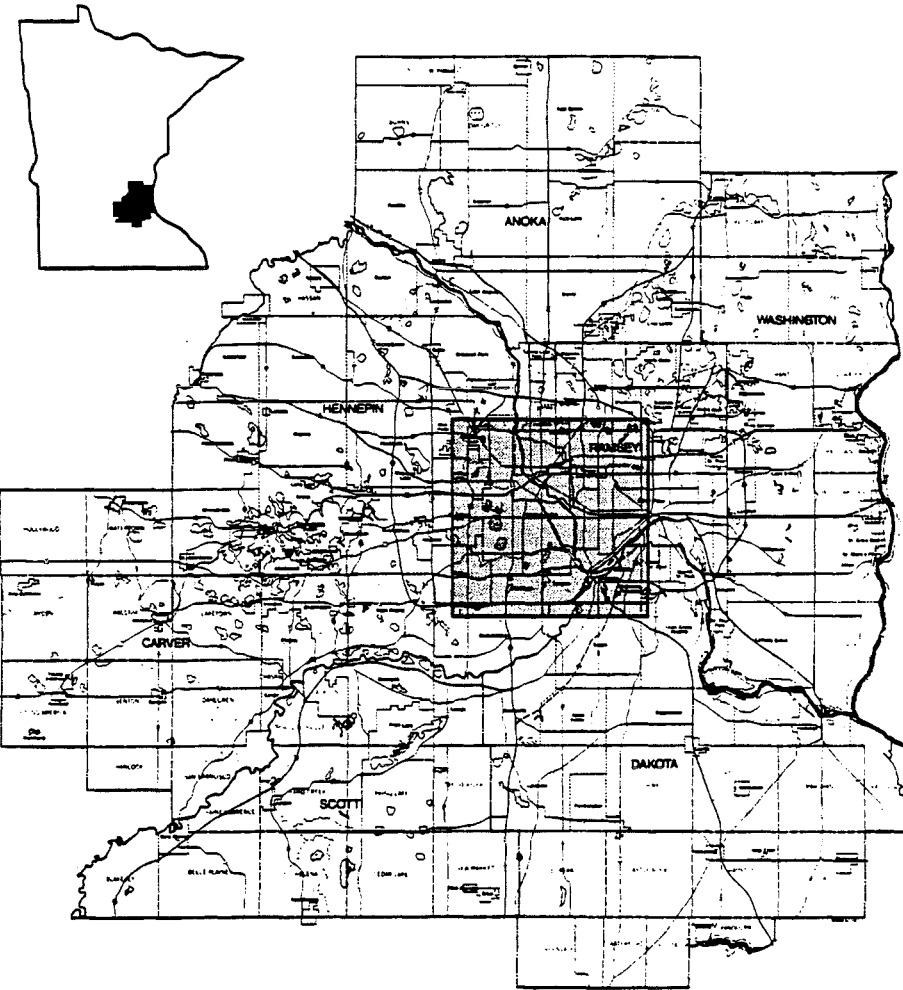






FIGURE 2-2

TH 55 STUDY AREA LOCATION

HIAWATHA AVENUE Location and Design Study



-  STUDY AREA FOR TRANSIT IMPROVEMENTS
-  TH 55
-  CROSSTOWN HIGHWAY (CSAH 62)
-  STUDY AREA FOR ROADWAY AND TRANSIT IMPROVEMENTS

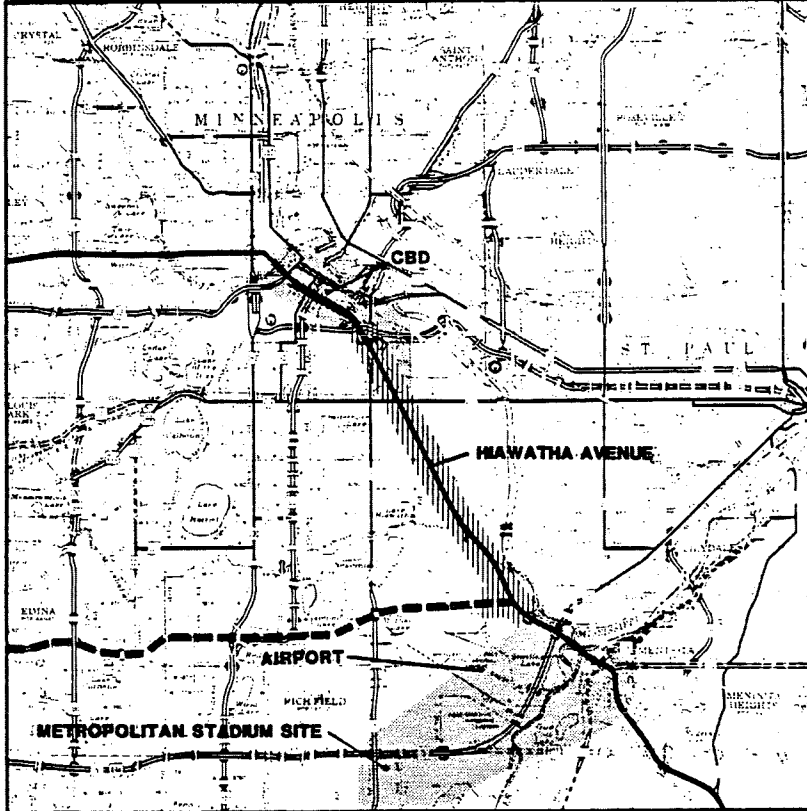


TABLE 2-1

MAJOR EVENTS IN RECONSTRUCTION
PLANNING FOR TH 55 (HIAWATHA AVENUE)

<u>Date</u>	<u>Event</u>
Prior to 1960	18 studies performed on various locations and design alternatives for a major roadway in south Minneapolis.
Early 1960's	Roadway layout studies performed by City of Minneapolis and State of Minnesota.
1963	State legislation passed enabling city to issue bonds and to advance \$10 million to the State for the purpose of acquiring right-of-way and construction of TH 55 in Hiawatha Corridor.
1962-1964	City approved state's plans for reconstructing Hiawatha Avenue from Franklin Avenue to 34th Street.
1965	Public hearing held on state plan to reconstruct Hiawatha Avenue as a freeway type facility.
1966	Park Board passed a policy that parklands would not be available for upgrading of TH 55. New layout developed that shifted TH 55 to the west, entirely out of Minnehaha Park, and required acquisition of 282 homes and 16 businesses.
1967	State prepared Alternate Route Study Report that addressed three alternatives: route through Minnehaha Park, route west of the park, and route through the park with a tunnel between Crosby Place and 42nd Avenue. Minnesota Highway Commissioner's right of eminent domain over lands of the Park Board was upheld by the State Supreme Court.
1967-1968	Consultants to the Park Board recommended removal of TH 55 from parkland and construction of route through the neighborhood to the west.
1969-1971	Consultant to the state developed four alternate designs for TH 55 in the vicinity of Minnehaha Park. After a public hearing, State Highway Commissioner decided on an alternate that would utilize a tunnel under the creek and lagoon area of the park.
1971-1973	Minneapolis City Council approved the tunnel layout and layouts for other portions of Hiawatha Avenue.
1972	Environmental Impact Statement for TH 55 rejected by Federal Highway Administration (FHWA) because it did not adequately satisfy several federal requirements.
1974	Minneapolis City Council rescinded all previous plan approvals for the Hiawatha Avenue project. U.S. Public Law 93-643 was enacted which authorized \$53 million in federal funding to be appropriated for the reconstruction of Highway 55 from Franklin Avenue to CSAH 62 (Crosstown Highway) as a demonstration project. The federal share of the total project cost was specified to be 90 percent.
1975	Minneapolis City Council appointed Hiawatha Design Advisory Committee. After numerous meetings and considerations this committee made majority and minority reports to the City Council.
1977	Based on the reports submitted by the Hiawatha Design Advisory Committee and work completed by the Minneapolis Department of Public Works, the Minneapolis City Council established guidelines for the reconstruction of Hiawatha Avenue. A total of \$2.25 million was appropriated in the 1978 Federal Appropriations Act for preliminary engineering studies for reconstruction of TH 55 between Franklin Avenue and 59th Street.
1978	Minneapolis City Council disbanded Hiawatha Design Advisory Committee and established the Hiawatha Avenue Task Force with the charge of formulating recommendations and providing advice and assistance to the City of Minneapolis in its role as lead agency for the project.



LAKE MINNETONKA

P.O. Box 387, Wayzata, Minnesota 55391

BOARD OF MANAGERS:

David H. Cochran, Pres. • Albert L. Lehman • John E. Thomas • Barbara R. Gustmundson • Michael R. Carroll

March 14, 1983

Mr. John Rutford, Referral Coordinator
Metropolitan Council
300 Metro Square Building
7th and Robert Streets
St. Paul, Minnesota 55101

Re: MN DOT, DEIS, T.H.55 Hiawatha Avenue
Metropolitan Council Referral File No. 8377-4

Dear Mr. Rutford:

The Minnehaha Creek Watershed District is in receipt of your letter of March 8, 1983, requesting comments concerning the DEIS for T.H.55.

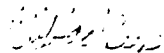
- 81 | The District's primary concerns at this time are erosion controls during construction, and the change in surface runoff
- 82 | characteristics as a result of the construction. Permits will be
- 83 | required for any construction that occurs within the District.

- 84 | Finally, the District is concerned over the impact this construction will have on existing hydrologic structures located along Minnehaha Creek at Hiawatha Avenue.

Should you have any questions or problems, please contact me at 473-4224.

Very truly yours,

EUGENE A. HICKOK AND ASSOCIATES
Engineers for the District


Clifford Reep

bt

3.16

RESPONSES:

- 81. See FEIS Section 4.5.1.
- 82. See FEIS Section 3.5.2.
- 83. Watershed permit applications will be submitted after more specific design details are available (See FEIS Section 3.5.)
- 84. The design of Minnehaha Creek hydrologic structures will be coordinated with the Watershed District.



March 9, 1983

Mr. John Harrington
Water Pollution Program Manager
Metropolitan Council
300 Metro Square Building
St. Paul, MN 55101

RE: Metropolitan Council Referral File No. 8377-4

Dear Mr. Harrington:

The Metropolitan Waste Control Commission has reviewed the Summary of the Draft Environmental Impact Statement for the proposed Hiawatha Avenue reconstruction to be located in the City of Minneapolis.

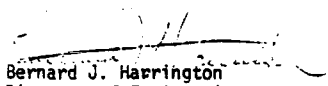
Four of the Commission's interceptors are located within the proposed project area as follows:

- Interceptor 1-MN-330 crosses Hiawatha Avenue at 26th Street.
- Interceptor 1-MN-341 crosses Hiawatha Avenue at 38th Street.
- Interceptor 1-MN-344 crosses Hiawatha Avenue at Minnehaha Pkwy.
- Interceptor 1-MN-346 parallels Hiawatha Avenue from Minnehaha Parkway to 52nd Street.

85

It is imperative that the integrity of these interceptors be maintained. Therefore, it is requested that a copy of the project's final plans and specifications be forwarded to the Commission for its review and approval when available.

Sincerely,


Bernard J. Harrington
Director of Engineering

BJH:DAK:BJB

350 METRO SQUARE BLDG.
7TH & ROBERT STREETS
/ SAINT PAUL, MN 55101
612 222-8423

RESPONSES:

85. The preparation of project plans and specifications will be coordinated with the Metropolitan Waste Control Commission to insure the integrity of the four interceptors.



Metropolitan Transit Commission

801 American Center Building, St. Paul, Minnesota 55101

612/221-0939

April 5, 1983

M. B. GOLDBERG

APR 14 1983

Mr. Max Goldberg
City of Minneapolis
323M City Hall
Minneapolis, Minnesota 55415

Dear Mr. Goldberg:

The Metropolitan Transit Commission has received and reviewed the TH 55(Hiawatha Avenue)Draft Environmental Impact Statement/4(f) Evaluation and Alternatives Analysis. Based upon that review, and our participation in the study of the Hiawatha Corridor as a cooperating agency, we offer the following comments.

The MTC strongly supports the selection of a "build" alternative over the "no-build" alternative. The existing roadway is deficient in serving present transportation needs in the corridor and clearly would be inadequate to serve increased needs in the future. Operation of MTC buses on Hiawatha Avenue is made more difficult by the narrow lanes and the poor condition of the pavement. Continued and improved transit service will require that some improvement be implemented in the corridor.

The four "build" alternatives are all consistent with MTC service guidelines and are compatible with existing transit services. Because of our involvement in the transit service planning aspects of the technical studies carried out for the DEIS, we accept the transit service assumptions as being reasonable. However, those four alternatives obviously would create vastly different operating environments for transit in the corridor.

Alternatives 1 and 2 would allow some express bus service in the corridor using the high-occupancy-vehicle lanes. However, the amount by which the level of transit service could be increased is small, as is the projected increase in ridership. We do not believe that these increases are sufficiently large to justify the higher capital costs.

Alternative 3 is the minimum improvement for transit which should be considered for the corridor. Although the effects upon transit ridership would be small, this alternative would provide for a reasonable expansion of existing transit services.

more...

Office of the Chairman Peter P. Stumpf, Chairman

Alternative 4 is clearly the most transit-intensive alternative studied. Its advantages from a transit perspective include not only the highest ridership of the alternatives, but also the lowest operating costs, a factor of great significance to the MTC. Consideration of this alternative, however, must carefully balance its many advantages against its high capital investment requirements.

We have several general concerns which have not been addressed by the DEIS which we believe to be critical to the selection of a preferred alternative. These concerns include:

86 | Project Financing: Since the previously authorized federal funds for this project are limited to use for right-of-way and roadway purposes, the means of funding the proposed transit improvements are not clear. Although some elements of those improvements, such as buses, would be funded as a part of the MTC's normal capital equipment program, funding sources for other elements are not identified. Obviously, Alternative 4 includes the largest such need for capital funds.

87 | Effects of Inflation on Transit Costs: The relative costs of the alternatives would change, depending upon the effects of inflation. Inflation would increase the costs of the bus-only alternative relative to the costs of Alternative 4, the light rail transit alternative, since the bus-only alternatives are more labor intensive. Although inflation rates are now substantially lower than they have been in previous years, inflation is still a significant factor in transit operating budgets. This fact must be considered in the evaluation of the alternatives.

88 | Estimated Transit Ridership: Transit ridership levels estimated for all alternatives in the EIS are substantially above existing ridership levels in the study area. Some growth in ridership should be expected by 2000, the target year for the study, as a result of higher fuel costs and general population growth. However, the study may have overestimated those increases. Further analysis of ridership levels may be necessary as a basis for transit investment decisions in the corridor.

We have appreciated the opportunity to participate in the conduct of the Hiawatha Avenue studies and to review the DEIS. We look forward to assisting in the implementation of the selected transportation improvements in the corridor.

Sincerely,



Peter P. Stumpf
Chairman

jd

RESPONSES:

86. Source of funds is unknown at this time.
87. Further inflation would favor alternatives which are more capital intensive because costs are fixed over long periods of time.
88. Base forecasts of transit ridership were provided by the Metropolitan Council using the best data available at the time.



DEPARTMENT OF TRANSPORTATION
320 Washington Av. South
Hopkins, Minnesota 55343



935-3381
TTY 935-6433

M. B. GOLDBERG
APR 14 1983

April 12, 1983

Mr. Max Goldberg
City of Minneapolis
317M City Hall
Minneapolis, Minnesota 55415

T.H. 55 DRAFT ENVIRONMENTAL IMPACT STATEMENT

Dear Mr. Goldberg:

Thank you for the opportunity to review the Draft Environmental Impact Statement for T.H. 55.

The Hennepin County Department of Transportation supports any of the four "build" alternatives. CSAH 62 from 34th Avenue to T.H. 55 was completed in 1967. Permanent improvements were terminated at 46th Avenue in order to provide adequate distance for the future construction of an interchange at T.H. 55.

The Hennepin County Department of Transportation feels the proposed project will improve the safety and efficiency of the regional, county, and city highway system.

We look forward to working with you in continuing the development of the project.

Sincerely,

Herbert O. Klossner, P.E.
Director

HOK/DWS:lar

HENNEPIN COUNTY
an equal opportunity employer

RESOLUTION #3R-181
By Aldermen Seallou, Daugherty,
White, Carlson, Schulstad,
Rockenstein, Dziedzic, O'Brien,
Rainville, Slater, Kaplan,
Howard and Hoyt

Submitting recommendations to the Commissioner of the Minnesota Department of Transportation relating to 330 FHWA-MN-EIS-83-01-D Draft Environmental Impact Statement/Section 4 (f) Evaluation and Alternative Analysis (DEIS) for Trunk Highway 55 and County State Aid Highway 62 in Minneapolis, (Hiawatha Avenue) and stating a preference for Alternative 4.

Whereas, Hiawatha Avenue Corridor has been studied since before 1960; and

Whereas, the City has advanced to the State of Minnesota ten million dollars in 1983 for the purposes of acquiring land for the corridor right-of-way; and

Whereas, in 1974 the federal government authorized the United States Secretary of Transportation to carry out a demonstration project within the corridor; and

Whereas, in 1977 funds were allocated for preliminary engineering on Trunk Highway No. 55; and

Whereas, the City Council appointed the Hiawatha Avenue Task Force (HATF) on September 29, 1978 to formulate recommendations and provide advice and assistance to the City in its role as "lead agency" for this study and Environmental Impact Statement (EIS); and

Whereas, in September 1979 the City and its consultant were authorized to proceed with an environmental impact statement; and

Whereas, the Draft Environmental Impact Statement, as set forth in Petition No. 227891, was presented to the City Council; and

Whereas, the report and recommendations of the Hiawatha Avenue Task Force, dated March 1982, were accepted in their en-

tirety; and

Whereas, these recommendations become a part of the information used by the City as it reviewed the Draft Environmental Impact Statement; and

Whereas, the City has reviewed, analyzed and concluded that the subject Draft Environmental Impact Statement was complete and accurate; and

Whereas, the City Council on February 25, 1983 recommended that funding be sought for priority projects and that Hiawatha Avenue was among the priority projects; and

Whereas, the City of Minneapolis has evaluated the responses of the March 24, 1983 public hearing and those responses received in the subsequent designated open comment period;

Now, Therefore, Be It Resolved by the City Council of the City of Minneapolis:

That the following conclusions and recommendations be submitted to the Commissioner of Transportation:

1. Alternative 4, which includes the construction of a four-lane at-grade arterial roadway with signalized intersections approximately every three-eighths mile and the implementation of light rail transit, is the preferred alternative for the Hiawatha Avenue Corridor. The major reasons include:

a. Alternative 4 is the unanimous recommended alternative of the Hiawatha Avenue Task Force that studied the alternatives for three years.

b. Alternative 4 is the alternative supported by a heavy majority at the public hearing.

c. Alternative 4 is the alternative supported by a heavy majority of agencies and people submitting written comments.

d. Alternative 4 serves the forecast traffic volumes, stimulates the most land development and employment, is the most energy-efficient, and enhances Minnehaha Park

e. Within the description of alternative 4 the City Council concludes that subalternative 4a (Minnehaha Park) is preferred, that either subalternative 4d or 4e (Minneapolis CBD) is acceptable, that subalternative 4g (Airport Terminal) is preferred to be used for design concepts and that subalternative 4h should be further studied.

2. The Final Environmental Impact Statement should be prepared and finalized with the roadway and transit elements as defined in alternative 4.

3. Funding for the roadway portion of the transportation solution should be pursued immediately; two options include:

a. Federal legislation for an appropriation under the funding authorized by Congress in 1974 for TIL 55.

b. Federal-aid Primary funding.

4. Work should continue with the Urban Mass Transportation Administration (UMTA) to answer questions raised on the transit alternatives analysis portion of the Hiawatha Avenue Study; this work will provide UMTA the information needed to make a decision on a capital plan application for a light rail transit system. It is recognized that the Metropolitan Council is currently conducting an alternatives analysis of University Avenue and

the Southwest Corridor, and it is important that information for all three corridors be prepared at an equal level and at a level acceptable to UMTA. It is expected at the conclusion of the University/Southwest Corridor Study a decision will be made on where light rail transit should be developed, if at all, and how LRT should be funded (e.g. capital grant from UMTA, private or local funding).

5. As the preferred transportation elements are implemented in the Hiawatha Corridor, close coordination should occur with land development plans.

Passed May 13, 1983, Alice W. Rainville, President of Council.

Approved May 19, 1983 Donald M. Fraser, Mayor.

Attest: Lyall A. Schwarzkopf
City Clerk.

STATE OF MINNESOTA)
COUNTY OF HENNEPIN) ss
CITY OF MINNEAPOLIS)

I, Lyle D. Lund, Assistant City Clerk of the City of Minneapolis, in the County of Hennepin, and State of Minnesota, do hereby certify that I have examined the attached copy of Resolution 83R-164 adopted by the City Council of said City at a regular meeting thereof held on the 13th day of May, 19 83, and have carefully compared the same with the original thereof now on file in this office, and that said attached copy is a true and correct copy of said original and of the whole thereof.

IN WITNESS WHEREOF, I have here
unto set my hand and affixed
the corporate seal of said
City this 3rd day of
June, 19 83.


Assistant City Clerk

RECEIVED

MAR 28 1983

CABLE COMMUNICATIONS

minneapolis

city of lakes

M. B. GOLDBERG

1000

March 25, 1983

Max Goldberg
317M City Hall
Minneapolis, Minnesota 55415

Dear Mr. Goldberg:

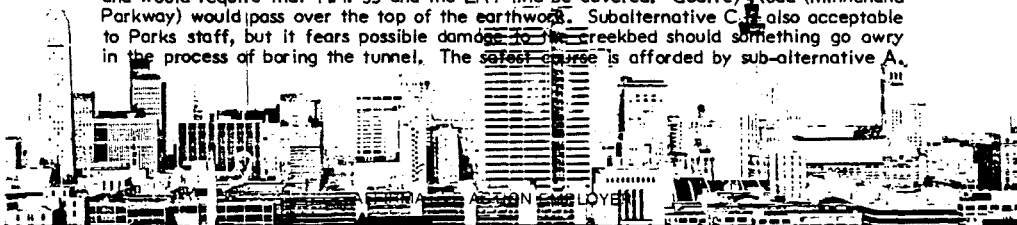
We appreciate the opportunity to comment on the draft EIS for the Hiawatha Corridor Project. Both the document and the process which led to it should be complimented. The document is sufficiently detailed to provide adequate comparison between alternatives on all required impact items.

GENERAL COMMENTS

The set of alternatives presented in the Draft EIS for the Hiawatha Corridor Project is a creative solution to the dilemma of acknowledged freeway-level traffic demand contrasted with an adamant public refusal to accept a freeway solution. The roadway portion of each alternative is basically the same: moderate improvement in lane width, provision of a third northbound lane between 46th Street and Lake Street for truck access to industrial properties, a raised median separation between north- and south-bound lanes and a directional interchange with Hennepin County Crosstown 62. With the exception of the "no build" alternative, all other options invoke transit in some form to meet the increment of travel demand over-and-above the capacity of a four-lane roadway.

Of the four alternatives examined, the LRT option appears to embody the greatest potential for inducing development in the downtown and attracting ridership. It was the preferred transit alternative for the Hiawatha Avenue Task Force and the City Council. It should be noted, however, that the City Council position terminated the light rail line at the international airport.

Because it would require the smallest right-of-way, the LRT option is most favored by Parks staff. Of the Minnehaha Park subalternatives, alternative A is the most attractive to the Parks staff. This subalternative would provide a bridge solution over the creek and would require that T.H. 55 and the LRT line be covered. Godfrey Road (Minnehaha Parkway) would pass over the top of the earthwork. Subalternative C is also acceptable to Parks staff, but it fears possible damage to the creekbed should something go awry in the process of boring the tunnel. The safest course is afforded by sub-alternative A.



CONSISTENCY WITH THE CITY COMPREHENSIVE PLAN

Land Use. — The City's Land Use plan calls for low density housing west of Hiawatha Avenue from 62nd Crosstown to Lake Street. The EIS breaks out the state-owned land as a land use in its description of the City's plan. The EIS' suggested land use west of Hiawatha Avenue is conceptually consistent with the City's plan (housing), but alternatives 1, 2 and 4 call for medium density housing on state-owned land. Only alternative 3 is in accord with the City plan, strictly speaking. This difference, however, ought not be regarded inconsistent. The presence of HOV and LRT facilities are cause enough for the City's plan to be re-evaluated when the reuse of the state-owned property comes up for discussion.

Transportation. — All "build" alternatives are consistent with the Transportation section of the City's plan.

- The looping or cul-de-sacing of all but the major cross streets along the corridor is a measure which preserves neighborhood integrity and helps minimize through traffic on residential streets.
- All the "build" alternatives emphasize the role of public transit and accord with Plan for the 1980s policies 11, 14, 15b, 16, 16a, 17d, e and f, 18a, b and c, 21 and 26.
- The EIS is consistent (in alternative 3) with the Plan's suggested bus route improvements on pages 4/29 and 4/30.
- The EIS responds to the Plan's call to study the Hiawatha Avenue transit corridor, to design "the appropriate transit mode into any new highway construction or reconstruction" and to "improve transit access times into the CBD from outlying Minneapolis neighborhoods."

Natural Resources. — Conceptually the alternatives considered in the EIS ("build" alternatives) support objectives 7 (AIR QUALITY STANDARDS), 8 (VEHICLE NOISE REDUCTION) and 10 (NEIGHBORHOOD QUIETUDE) of the Natural Resources section of the City plan. Alternative 4 — 4-lane divided roadway with LRT — of the "build" alternatives best supports these objectives.

Again, we compliment the efforts of the Hiawatha Avenue Task Force and its consultant.

Sincerely,


Janet M. Hively
Acting Planning Director

cc: Tony Scallon, Alderman
Lyaill Schwarzkopf, Coordinator
Jim Daire, Transportation Planner

**RESOLUTION NO. 83-108
SUPPORTING ALTERNATIVE #4 UPGRADING
OF HIGHWAY 55**

WHEREAS, the City of Minneapolis has for a great number of years attempted to upgrade the service level of Trunk Highway 55, and

WHEREAS, the Minneapolis Park and Recreation Board has been concerned that the lands in Minnehaha Park and Longfellow Lagoon be protected and consolidated at such time as an upgrading would occur, and

WHEREAS, the Minneapolis Park and Recreation Board in February, 1981, adopted a set of Basic Objectives and Requirements concerning the upgrading of Highway 55 through Minnehaha Park and the Longfellow Lagoon, and

WHEREAS, the City of Minneapolis has completed a Draft Environmental Impact Statement concerning the upgrading of Trunk Highway 55, and

WHEREAS, the Draft Environmental Impact Statement contains alternatives which can accommodate the objectives and requirements of the Minneapolis Park and Recreation Board concerning Minnehaha Park and Longfellow Lagoon, and

WHEREAS, the Minneapolis Park and Recreation Board has, under separate letter, responded to the specifics of the Draft Environmental Impact Statement and has identified in its response to the Draft Environmental Impact Statement those conditions which can best accomplish an improved highway and an improved park setting, and

WHEREAS, the Minneapolis Park and Recreation Board believes the requirements adopted in 1981 can be accommodated and achieve a better park and highway.

NOW, THEREFORE, BE IT RESOLVED BY THE PARK AND RECREATION BOARD OF THE CITY OF MINNEAPOLIS:

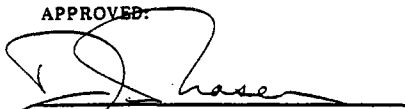
That the Minneapolis Park and Recreation Board supports the efforts of the City of Minneapolis and the Minnesota Department of Transportation through Alternative #4 upgrading Highway 55 consistent with achieving a better park and highway service.

Adopted by the Park and Recreation Board on this 4th day of May, 1983.

/s/ Patricia Hillmeyer
Patricia Hillmeyer, President

/s/ Del Green
Del Green, Secretary

APPROVED:


Donald M. Fraser, Mayor

Date: May 4, 1983
Place: Summit Bank Building
Time of Meeting: 4:30 p.m.
Board Members Present:
Commissioners Nancy Anderson,
Patricia D. Baker, Tom Baker,
Walter Bratt, Dale W. Gilbert,
William Holbrook, Naomi Loper,
Scott Neiman and President
Patricia Hillmeyer - 9
Board Members Absent:
None

MOTION

Item 9.1
Commissioner Gilbert moved, seconded
by Commissioner Bratt -
THAT THE BOARD ADOPT A RESOLUTION WITH
REGARD TO THE PROPOSED CONSTRUCTION OF
HIGHWAY 55 THROUGH SOUTH MINNEAPOLIS
AND THE MINNEHAHA PARK AREA, CAPTIONED AS
FOLLOWS:

RESOLUTION NO. 85-108
SUPPORTING ALTERNATIVE #4 UPGRADING
OF HIGHWAY 55

On call of the roll, the vote was Yeas - 9,
Nays - 0, as follows:

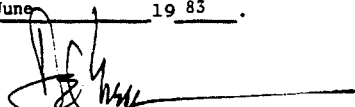
Yeas - Commissioners Anderson, P. D.
Baker, T. Baker, Bratt, Gilbert,
Holbrook, Loper, Neiman and President
Hillmeyer - 9

ADOPTED

Meeting adjourned at 7:40 p.m.

STATE OF MINNESOTA)
COUNTY OF HENNEPIN) ss
CITY OF MINNEAPOLIS)

I, Del Green, Secretary of the Park and
Recreation Board of the City of Minne-
apolis, in the County of Hennepin, and
State of Minnesota, do hereby certify
that I have examined the attached ex-
tract from the minutes of a meeting of
the Park and Recreation Board of said
City held on the 4th day of
May 1983, and have
carefully compared the same with the
original thereof, now on file in this
office, and that said attached copy is
a true and correct copy of said original
and of the whole thereof. IN WITNESS
WHEREOF, I have hereunto set my hand
and affixed the corporate seal of said
Park and Recreation Board, this 7th
day of June 19 83.


Secretary



MINNEAPOLIS
PARK & RECREATION BOARD

April 13, 1983

Max Goldberg
City of Minneapolis
323M City Hall
Minneapolis, Minnesota 55415

RE: FHWA-MN-EIS-83-01-D Draft Environmental Impact
Statement/Section 4 (f) Evaluation and Alternative Analysis
for Trunk Highway 55

Dear Mr. Goldberg:

Thank you for the opportunity to respond to the DEIS for Hiawatha Avenue. The Minneapolis Park and Recreation Board (MPRB) commends the City of Minneapolis, as lead Agency and the Consultant, BRW, Inc., for the thoroughness of the study.

The MPRB supports the concept of improving the Hiawatha Corridor. In the area of Minnehaha Park, Subalternative "a", Covered roadway, grade separated at Minnehaha Parkway and "c", Tunnel fulfill the needs of the Board and are acceptable. Subalternative "b" is much less desirable in that Minnehaha Parkway would intersect Hwy. 55 at grade, resulting in much more congestion and traffic on the Parkway. In addition, and more importantly, this Subalternative does not allow Hwy. 55 to slope downward as it proceeds northward after crossing over/under Minnehaha Creek. A depressed Hwy. 55 lowers significantly the height of the covered roadway which allows better connections between Minnehaha Park and Longfellow Gardens. Thirdly, the 470' length of subalternative "b" is not long enough to provide an aesthetic land bridge treatment.

In addition to this, the MPRB would like to point out the following areas of concerns and conflicts.

President:
Patricia Hillmeyer

Vice President:
Walter Bratt

Commissioners:
Nancy L. Anderson
Patricia D. Baker
Tom Baker
Dale W. "Skip" Gilbert
William Holtbrook
Naomi Loper
Scott Neiman

Secretary:
Del Green

Superintendent:
David L. Fisher

310 South Fourth Avenue
Minneapolis, MN 55415
Phone 1-612-346-2142

- 89 | 1. Figure 2-7 indicates that Bus Route #7 uses Minnehaha Avenue between Nawadaha Blvd. and 42nd Avenue. Where will this route be relocated with the construction of any one of the alternatives, particularly if the MPRB decides to vacate Minnehaha Avenue?
- 90 | 2. Page 3-14 indicates that there is no access onto Hwy. 55 at East 54th Street, yet Figure 6-1A would indicate that this is not true. The MPRB feels that because of the amount of park land available south of this point, it must have access into the Park along 54th Street. Access from 54th to Hwy. 55 is not necessary, however.

RESPONSES:

- 89. Under Alternative 4, selected as the preferred alternative, MTC Route 7 would not operate.
- 90. East 54th Street was erroneously omitted from the list of access points on page 3-14 of the DEIS.
- 91. The City concurs with the MPRB suggestion and will recommend that routing to the Great River Road Commission.
- 92. The advantages, disadvantages and costs of alternative treatments will be analyzed in detail during the design of the facility. The MPRB will be given every opportunity to provide input to the decision-making process.

- 91 | 3. P. 4-41 indicates that the Great River Road will utilize Park Drive (this should be Fort Snelling Drive) as a connection between Godfrey Road and Hwy. 55. The Great River Road Route Selection and Development Guide indicate that the Route will go directly from Godfrey Road to Hwy. 55. If Hwy. 55 is upgraded per one of the Alternatives, the MPRB would recommend using 46th Avenue and 46th Street to connect Godfrey Road to Hwy. 55.
- 92 | 4. Page 5-74 states that part of the mitigation of the impacts on Minnehaha Park will be the replacement of the steel girder towers of the overhead 115 KV power line with single pole pylons. While this is an improvement, the MPRB feels that relocation of the line, the use of underground cables or integration of the line into the roadway median are better solutions.
- 93 | 5. Page 5-75 states that the R.F. Jones House will be relocated within Longfellow Gardens. This is a possible site, but the MPRB reserves the option of having the house relocated to other locations within Minnehaha Park.
- 94 | 6. Pages 5-75, 5-91 and 7-18 indicate that the noise abatement wall will be approximately 15' from the Princess Station. The MPRB feels that it is essential that the existing railroad trackage as well as adequate space for a landscape buffer between the station and the wall be provided. This will require a minimum of 35', with 50' a desirable dimension.
- 95 | 7. Pages 5-76 and 5-77 details Water Quality Impacts. The MPRB prefers that storm water from Hwy. 55 not be diverted into Minnehaha Creek.
- 96 | 8. Page 5-78 indicates that Minnehaha Avenue would likely be used as a detour during construction. Because this parkway is not constructed to handle truck traffic, the MPRB would not allow this usage unless agreements can be reached between them and the Minnesota Department of Transportation (MN Dot) concerning mitigating measures such as total removal or reconstruction of the parkway after completion of Hwy. 55.
- 97 | 9. Figure 5-10 indicates the landscaping visual buffer stops short of East Phillips Park, located north of East 24th Street and east of 17th Avenue. The MPRB assumes that this is a drafting error and that this park will have adequate noise barriers and suitable landscape planting.
- 98 | 10. Figures 6-1B, 6-1C, 6-1D, 6-1E, 6-1F, 6-1G, 6-1H, 6-1I, 6-1J, 6-1K, 6-1L, and 6-1M graphically depict a triangular shaped area (located between the Hiawatha Corridor and 37th Avenue and between 46th Street and Crosby Place extended) as right-of-way available for park land. Because of the configuration of the area, relative small size and difficulty of incorporating the triangular shape into a useable portion of the Minnehaha Creek corridor, a use other than as park land is probably more appropriate.

RESPONSES:

93. The issue is addressed in FEIS Section 7.0 and also discussed in FEIS Section 6.4.
94. The noise wall will be set back approximately 50 feet from the Depot. A drawing showing a potential treatment of the noise wall with landscaping is shown in Figure 6-6.
95. See FEIS Section 3.5.
96. If use of Minnehaha Avenue as a detour is required, an agreement between MnDOT and the MPRB would be negotiated.
97. See FEIS Section 4.1.

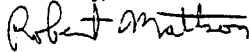
- 99 | 11. Page 6-34 lists measures to minimize harm. Although, the MPRB disagrees with a covered roadway length of 470'-0" as indicated earlier, they do agree with the other measures. The MPRB is particularly pleased with the indication of establishment of a means of communication throughout the project.
- 100 | 12. Page 6-36 indicates that the R.F. Jones House would not have to be relocated under alternates 3a, 3b, 3c, and 4b. Because Minnehaha Parkway and elements of Hwy. 55 corridor are moved much closer to the house, the MPRB feels that the house must be relocated irrespective of which alternate is chosen.

101 | One item which has not been covered by the DEIS is the issue of access to the Soldier's Home. The elimination of roadways (including Minnehaha Avenue) from the park area is a goal the MPRB has long held. It should be the responsibility of the Implementing Agency of an action as large as the reconstruction of the Hiawatha Corridor to facilitate the objectives of agencies impacted by their action. The issue of vacation of Minnehaha Avenue by the MPRB in terms of existing bus routes and access to the Soldier's Home has been ignored.

Attached for your reference, is a listing of basic objectives and requirements which the MPRB adopted in dealing with Hwy. 55 and Minnehaha Park. These were previously transmitted to you.

The improvements to the Hiawatha Corridor suggested by this report will be invaluable to the City of Minneapolis. If answers to the MPRB concerns as stated above can be found, this project will be of equal benefit to the Park System.

Yours truly,



Robert Mattson
Park and Recreation Planner

RMM/ck

Encs.

RESPONSES:

98. This parcel is appropriate as public open space because it can provide an open space link between the LRT station on 46th Street and the present public open space adjacent to Minnehaha Creek.
99. The covered roadway will be approximately 650 feet in length.
100. This issue is addressed in FEIS Sections 7.0 and 6.4.
101. The proposed improvements of TH 55 allow continued access from the Soldiers Home to TH 55. The elimination of Minnehaha Avenue is beyond the scope of this project.

Highway 55 Corridor Through Minnehaha Park

Basic Objectives:

1. That there be the consolidation of park lands;
2. That there be satisfactory replacement lands;
3. That there be grade separation of Minnehaha Parkway;
4. That there be access into the park; and
5. That there be protection of the natural and man-made environment of Minnehaha Creek, Minnehaha Park, and the adjoining neighborhoods.

Requirements:

1. The covered bridge/tunnel of the Highway 55 Corridor should be a minimum of 650 feet long.
2. The design of the covered roadway/tunnel and restoration of all park lands and facilities impacted by the construction of the Highway 55 Corridor shall require the approval of the Minneapolis Park and Recreation Board at regular intervals throughout the planning, design, and construction phases.
3. The amount of park land diverted to highway usage will not exceed approved land added to the system. The land area of the covered roadway/tunnel will not be calculated as being added to the park system.
4. A minimum of 50 feet of clearance shall exist between the Princess Station and the sound wall barrier.
5. Minnehaha Parkway shall pass over the northern end of the covered roadway/tunnel while Minnehaha Creek with paralleling bicycle and pedestrian paths shall flow uninterrupted under Minnehaha Parkway and over/under the Highway 55 Corridor. Clearance from the paths to the bottom of the bridge(s) shall be a minimum of 12'-0". The detailed design of these underpass(es) is critical to the success of the project and shall require the approval of the Minneapolis Park and Recreation Board. The reconstructed parkway shall be redone between 38th Avenue and Minnehaha Avenue.
6. The Minnesota Department of Transportation should work with Public Works, the Minneapolis Park and Recreation Board, and the Minnehaha Creek Watershed District to assure that any structures built or modified in the Highway 55 Corridor improvements will be in accordance with

the flow requirements of Minnehaha Creek to avoid future flood situations.

7. That the rise in land grade and elevation over the covered roadway/tunnel shall be kept to a minimum but shall be sufficient to provide for normal plant life and growth. Land grade slopes should preferably not exceed 10%.
8. Minnehaha Park will be continuously buffered along Highway 55 by a combination of sound walls, mounding, and plantings. The design of these features shall require the approval of the Minneapolis Park and Recreation Board.
9. Auto access will be provided into the park at East 54th Street, East 52nd Street, and East 50th Street. Pedestrian and bicycle access will be provided at these points as well as adjacent to Minnehaha Creek and over the covered roadway/tunnel.
10. Direct park access to transit service should be provided.
11. The Longfellow Library will be relocated to a location satisfactory to the Minneapolis Park and Recreation Board.
12. The existing electrical powerline shall be removed from land to be under the control of the Minneapolis Park and Recreation Board.
13. All facilities which will no longer be functioning elements after the highway construction (such as Minnehaha Avenue, railroad and road bridges, miscellaneous street connections, etc.) shall be removed subject to the discretion of the Minneapolis Park and Recreation Board.
14. Appropriate mitigating actions will be taken to reduce to a minimum the negative effects of the roadway construction. This includes such items as disruption of park services, noise, dirt, runoff, loss of access, etc.
15. The Minnesota Department of Transportation will arrange for the discontinuation of automobile access to the Minnesota Veterans Home across the Minnehaha Creek bridge from Minnehaha Avenue.
16. The Minnesota Department of Transportation will provide demonstrations satisfactory to the Minneapolis Park and Recreation Board that the long-term operating functions of the arterial and covered roadway/tunnel will not have a negative effect on Minnehaha Creek, Minnehaha Park and the surrounding environs, such as tunnel drainage, exhaust fumes, etc.

17. A system of communication and coordination will be developed by the Minnesota Department of Transportation (satisfactory to the Minneapolis Park and Recreation Board) which will insure that the concerns of the Board regarding the planning and construction of the Highway 55 Corridor/Minnehaha Park project are satisfied.



15 SOUTH 5TH STREET, MINNEAPOLIS, MINNESOTA 55402 • TELEPHONE: 338-3807

April 13, 1983

M. B. GOLDBERG
APR 14 1983

Mr. Max Goldberg
City of Minneapolis
317M City Hall
Minneapolis, Minnesota 55415

Re: Hiawatha Avenue Location
and Design Study

Dear Max,

With regard to the above study, the Board of Directors of the Downtown Council adopted the following position unanimously in November of 1980:

If only one light rail transit line is built, and that line runs up the Hiawatha Avenue Corridor, that it not penetrate the Central Business District but be stopped at one of the peripheral parking ramps. Such a line should be constructed so that if at some future date other lines enter the Central Business District, it can be tied into a downtown light rail transit circulation system.

Since that time, we have formed a Joint Task Force with the Greater Minneapolis Chamber of Commerce to study transit for Minneapolis. Enclosed herewith is a copy of the joint task force report for your information. We had five basic recommendations and Recommendation No. 5 was: Conduct Corridor Study

The Joint Transit Task Force recommends that HENNEPIN COUNTY AND THE PRIVATE SECTOR, IN CONJUNCTION WITH THE AFFECTED CITIES, PROCEED WITH AN ECONOMIC ANALYSIS AND IMPLEMENTATION PLAN ON A ROUTE FROM THE AIRPORT (ALONG THE HIAWATHA CORRIDOR) TO MINNEAPOLIS TO HOPKINS (ALONG THE SOUTHWEST CORRIDOR). THIS ANALYSIS SHOULD COMPARE THE LONG-TERM COST EFFECTIVENESS OF A BUS SYSTEM WITH A MIXED SYSTEM THAT WOULD INCLUDE AN LRT COMPONENT. SUCH A STUDY WOULD DETERMINE WHETHER A MIXED SYSTEM FOR THE ENTIRE ROUTE, OR ANY SEGMENT OF IT, IS ADVANTAGEOUS.

Mr. Max Goldberg
April 13, 1983

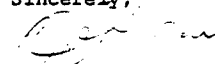
Page II.

You will also note on the bottom of page 44, a statement to the effect that the Minneapolis downtown business community is committed to supporting the search for solutions and is prepared to work with all parties to act on these recommendations without delay.

Our concern is also pointed out in the study of the light rail system (page 36) as follows:

- 102 | Construction of an LRT system in congested areas
(i.e., on downtown streets, etc.) could disrupt
businesses and traffic in the area.
- 103 | We felt in November 1980 and still feel today that too little
attention was given to how any LRT line would penetrate downtown.

Sincerely,


G. D. Gay
President

ODG/jz

enclosure

RESPONSES:

102. This is true of LRT, as well as any other construction in the downtown area.
103. See Technical Report 12 - CBD Light Rail Alternative Alignment Evaluation.

Transit for Minneapolis: Needs and Opportunities

A Business Community Assessment

February 1983

A Joint Report from:

The Downtown Council of Minneapolis

The Greater Minneapolis Chamber of Commerce

Note: Pages 5-80 through 5-82 are the relevant pages from the document referred to in the letter from the Downtown Council (p. 5-78).

feasibility of light rail as a transit mode in a number of Twin Cities corridors.

RECOMMENDATION IV Purchase Rail Rights of Way

The Joint Transit Task Force urges HENNEPIN COUNTY TO CONTINUE TO PURCHASE RAIL RIGHTS OF WAY, ACQUIRING LAND IN ACCORDANCE WITH ITS POWERS UNDER THE HENNEPIN COUNTY RAIL AUTHORITY.

RECOMMENDATION V. Conduct Corridor Study

The Joint Transit Task Force recommends that HENNEPIN COUNTY AND THE PRIVATE SECTOR, IN CONJUNCTION WITH THE AFFECTED CITIES, PROCEED WITH AN ECONOMIC ANALYSIS AND IMPLEMENTATION PLAN ON A ROUTE FROM THE AIRPORT (ALONG THE HIAWATHA CORRIDOR) TO MINNEAPOLIS TO HOPKINS (ALONG THE SOUTHWEST CORRIDOR). THIS ANALYSIS SHOULD COMPARE THE LONG-TERM COST EFFECTIVENESS OF A BUS SYSTEM WITH A MIXED SYSTEM THAT WOULD INCLUDE AN LRT COMPONENT. SUCH A STUDY WOULD DETERMINE WHETHER A MIXED SYSTEM FOR THE ENTIRE ROUTE, OR ANY SEGMENT OF IT, IS ADVANTAGEOUS.

Prompt action must be taken.

Government bodies should recognize the immediacy of these problems and begin to address them in early 1983. The Joint Task Force urges the appropriate agencies to establish timetables for implementation.

The Minneapolis downtown business community is committed to supporting the search for solutions and is prepared to work with all parties to act on these recommendations without delay.

bus or heavy rail.

9. Transit officials in San Diego, Edmonton and Calgary perceive rider appeal beyond original expectations. Cities with bus-LRT transfers report more comfortable, more secure, and ultimately less time consuming than bus-to-bus transfers. Fixed rail such as LRT appears to have a strong potential for converting automobile commuters to more efficient means of transit. (Surveys of transit riders in San Diego after LRT had been installed, for example, indicate that 30% of them had been auto commuters prior to LRT installation.)

10. The combination of its market appeal and mechanical features provide several potential environmental benefits. Use of LRT can decrease traffic congestion and noise levels, and improve air quality.

11. Crosstown bus feeder service, required for LRT, can enhance bus service.

12. Increased use of mass transit would reduce the need for parking facilities in central Minneapolis.

13. LRT can use abandoned or existing rail rights of way.

WEAKNESSES

1. Compared with buses on existing streets, initial capital costs are high.

2. Route flexibility is minimized because the trackage needed is permanent. Thus routes can not be easily changed to reflect changing demand and need factors.

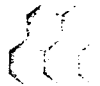
3. LRT alone would not comprise a comprehensive transit system, as it requires supplemental feeder buses.

4. The number of transfers required for the transit system to operate is thus increased.

5. Generally, LRT is above ground and thus requires its own right-of-way.

6. More riders than a comparable-sized bus system are needed to make an LRT system work financially.

7. Construction of an LRT system in congested areas (i.e., on downtown streets, etc.) could disrupt businesses and traffic in the area.



Greater Minneapolis Chamber of Commerce

Chamber of Commerce Building, 15 South Fifth Street, Minneapolis, MN 55402 (612) 370-9132

March 25, 1983

Mr. Max Goldberg
City of Minneapolis
317H City Hall
Minneapolis, MN 55415

RE: 330 FHWA-MN-83-01-D
DEIS/4(f) and Alternative
Analysis (DEIS/4(f))

Dear Mr. Goldberg:

Over the past 2.5 years the Greater Minneapolis Chamber of Commerce Transportation Council has reviewed and commented on the various stages of this study. To the best of our review and comment, this study presents appropriate options and alternatives.

The Greater Minneapolis Chamber of Commerce has been kept informed of the process and studies included in this corridor study. The Chamber of Commerce in January 1981 and in February 1983 looked at transit and presented enthusiasm for the potential feasibility of Light Rail Transit (LRT). A route from the airport along Hiawatha Avenue Corridor to the Central Business District (CBD) could positively affect the vitality of the CBD as it works in conjunction with opportunities for other LRT lines out the Southwest diagonal to Hopkins and from downtown Minneapolis to downtown Saint Paul.

It is our opinion, alternative four of the subject EIS would be more appropriate for the needs of Minneapolis than the other options.

Sincerely,

Jack Boorman, Chairman
Transportation Council
Greater Minneapolis Chamber of Commerce

James H. Lindau
Mayor

March 28, 1983

John G. Pidgeon
Manager

Mr. Max Goldberg
TH55 EIS Project Manager
City of Minneapolis
323 M City Hall
Minneapolis, MN 55415

M. B. GOLDBERG
APR 6 1983

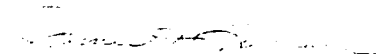
Dear Mr. Goldberg:

The Bloomington City Council has reviewed the TH55 (Hiawatha Avenue) Draft Environmental Impact Statement. Based upon this review, the City Council officially comments as follows:

1. The City of Bloomington's Comprehensive Plan provides for a fixed guideway transit corridor from the Metropolitan Stadium site to Minneapolis-St. Paul International Airport via 80th Street and 34th Avenue. Alternative 4h, as described in the DEIS, is in accord with the objectives and policies in the City's Comprehensive Plan and is preferred over all other transit alternatives described in the DEIS.
2. The City of Bloomington finds that although other transit alternatives described in the DEIS may provide acceptable transit service levels in Minneapolis, they do not address existing or future needs for transit service to the Airport or the Airport South District in Bloomington.
3. The City of Bloomington finds that alternative 4h has the most beneficial economic impacts for Minneapolis, Bloomington and the Metropolitan Region.
4. The City of Bloomington will communicate additional technical comments regarding the DEIS in a letter from John Pidgeon, City Manager.

The City appreciates having the opportunity to be a cooperating agency for preparation of this Environmental Impact Statement. I look forward to the day when we will be able to implement this needed transit project.

Very truly yours,


James H. Lindau
Mayor

r

AN AFFIRMATIVE ACTION/EQUAL OPPORTUNITY EMPLOYER



M. B. GOLDBERG
APR. 6. 1983

CITY OF BLOOMINGTON
OLD SHARPEE ROAD AT PENN • BLOOMINGTON, MINN. 55431

March 21, 1983

Mr. Max Goldberg
TH55 EIS Project Manager
City of Minneapolis
323 M City Hall
Minneapolis, MN 55415

Dear Max:

With regard to the TH55 (Hiawatha Avenue) Draft Environmental Impact Statement, the City of Bloomington has the following comments:

- 104 | 1. Paragraph 3 on page 3-29 describes feeder bus systems operating in conjunction with light rail transit. This discussion mentions feeder bus services in south Minneapolis, the Highland Park area of St. Paul and northern Dakota County. It is also likely that feeder bus services would serve Bloomington east of I-35W.
- 105 | 2. In table 3-4 on page 3-34, it is not apparent that the amounts in columns labeled annual capital cost are a reflection of the annual payments repaying the initial capital cost, as opposed to ongoing annual capital expenditures. A footnote describing assumptions (e.g. term of bonds and interest rates) used to derive the annual capital cost column would be helpful.
- 106 | 3. Figure 4-9 on page 4-20 and figure 4-11B on page 4-33 should be modified consistent with the attached figures.
- 107 | 4. In paragraph 5 on page 4-42, delete the words "in 1982" from the first sentence. The City anticipates that the stadium will be dismantled in 1983.

The City appreciates the opportunity to review the Draft Environmental Impact Statement. Your diligence and attention to detail in this study are evident in the final product.

Very truly yours,

John G. Pidgeon
John G. Pidgeon
City Manager

1
Enc.

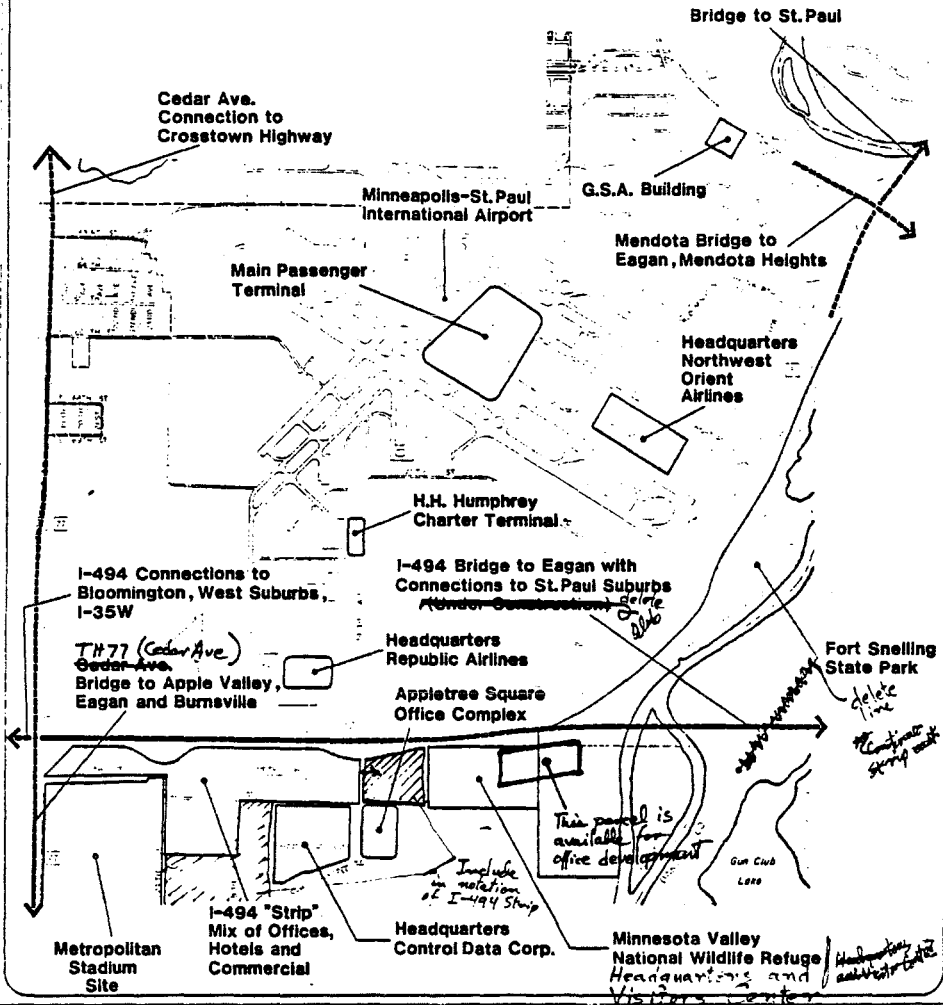
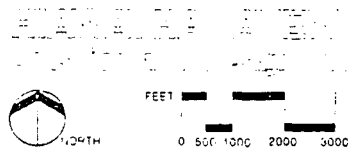
AN AFFIRMATIVE ACTION/EQUAL OPPORTUNITY EMPLOYER

RESPONSES:

- 104. This is a possibility, although analysis indicated that areas west of Cedar Avenue had shorter travel time to the Minneapolis CBD via bus.
- 105. The amounts reflect annual payments repaying the initial capital cost.
- 106. The changes are noted.
- 107. The projected date was correct at the time. As of 1/1/84, the stadium was still standing.

FIGURE 4-9

SEGMENT 6 EXISTING LAND USE AND CITY PLANS



 city of
bloomington, minnesota

Municipal Building • 2215 West Old Shakopee Road • Bloomington, Minnesota 55431 • (612) 891-5811

James H. Lindau
Mayor

John G. Pidgeon
Manager

March 29, 1983

Mr. Max Goldberg
TH55 EIS Project Manager
City of Minneapolis
323 M City Hall
Minneapolis, MN 55415

W. B. GORDON

Dear Mr. Goldberg:

The City of Bloomington in cooperation with the Metropolitan Council, Hennepin County, the Minnesota Department of Transportation, the Metropolitan Airports Commission and the Metropolitan Transit Commission is conducting a transportation and environmental management study for the Airport South District (the portion of Bloomington bounded by I-494, TH77 and the Minnesota River). The study will result in a transportation plan to serve development anticipated in the District and a generic environmental impact statement for this anticipated development.

Although the study is not yet complete, it is already apparent that actions improving transit service to the District will be necessary in order to reduce capital expenditure on roadways and increase development potentials within the District.

The Coordinating Group (the policy-making body for the Airport South Transportation and Environmental Management Study) has approved a transit-use objective that at least five percent of peak-period person-trips from the District should use transit. Implementing light rail transit from the Metropolitan Stadium site to the Airport to downtown Minneapolis would be a substantial step toward achieving or surpassing this objective.

Therefore, the Coordinating Group encourages selection and implementation of the light rail transit alternative in the Hiawatha Corridor.

Very truly yours,



James H. Lindau
Coordinating Group Chairman,
Airport South Transportation & Environmental Management Study and
Mayor,
City of Bloomington

JHL/mr

AN AFFIRMATIVE ACTION/EQUAL OPPORTUNITY EMPLOYER

**BLOOMINGTON
CHAMBER OF
COMMERCE**

AL B. GOLDBERG
APR 19 1983

April 18, 1983

Mr. Max Goldberg
TH 55 EIS Project Manager
City of Minneapolis
323 Minneapolis City Hall
Minneapolis, Minnesota 55415

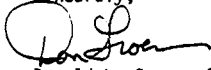
Dear Mr. Goldberg:

The Bloomington Chamber of Commerce has reviewed the TH 55 (Hiawatha Avenue) Draft Environmental Impact Statement. As a result of that review, the Bloomington Chamber supports alternative 4h.

Any new form of transit that is developed in this region must consider the needs of that region and not just a single city. Alternative 4h opens up the long range possibility to serve at least the Airport South business district as well as future business districts in the southern metro region.

Favorable consideration for alternative 4h will be appreciated.

Sincerely,



Donald L. Groen, CCE
President and Chief Operating Officer

DLG:jmg



Suite 213, 8200 Humboldt Avenue South • Bloomington, Minnesota 55431 • Telephone 612-888-8818



MINNESOTA NORTH STARS

Met Center, Bloomington, Minnesota 55420

RECEIVED

APR 21 1983

April 20, 1983

Mr. Max Goldberg
TH55 EIS Project Manager
City of Minneapolis
323 M City Hall
Minneapolis, MN 55415

Re: TH55 (Hiawatha Avenue)
Environmental Impact Study

Dear Mr. Goldberg:

I am writing on behalf of the Northstar Financial Corporation, the operator of Met Center and the Minnesota North Stars. In the proposed location and design study for the Hiawatha Avenue corridor, we note that the station for the fixed guideway transit system would terminate at the Metropolitan Stadium site. As you know, we operate the northerly 47 acres of this property which includes the Met Center and suitable parking for our events. If the station were placed in the south 47 acres, we would find ourselves in the very difficult position of not having enough parking to accommodate our customers.

108

At this time, we would have to reject any proposal to place the station on our 47 acres as there is no room. However, this decision could change if alternative arrangements for parking were provided in the future. The alternative arrangements would take the form, for example, of stacked parking in parking ramps.

We are sending this letter to you so we are on record at this time explaining our dilemma. If you have any questions, please contact me at the above number and address.

Yours very truly,

Walter L. Bush, Jr.
Walter L. Bush, Jr.
Vice President

WLB, Jr./cf

cc: [redacted]

NATIONAL HOCKEY LEAGUE

RESPONSES:

- 108. The location has not been exactly determined. The location will be made in consultation with affected property owners.

LAW OFFICES
J. BERTRAM PRESS
1421 PARK AVENUE
MINNEAPOLIS, MINNESOTA 55404
330-6927

March 1, 1983

Mr. Max Goldberg
Project Director
Hiawatha Avenue Corridor Study
210 City Hall
Minneapolis, Minnesota 55415

M. B. COINER
MAR 02 1983

Dear Mr. Goldberg:

I am in receipt of the Hiawatha Avenue Environmental Impact Statement and noted the potential adverse effects.

109

Enclosed is a Personal Rapid Transit pamphlet from the University of Minnesota. As the people mover would be completely non-polluting, energy-efficient and would require very little land it should be considered as a viable alternative or addition.

Doctor J. Edward Anderson's address is on the brochure. His phone number is 373-5548. I am sure that he would be very happy to make a presentation to your group at any time.

Very truly yours,


J. Bertram Press
JBP/rh
Encl.

cc: Dr. J. Edward Anderson

RESPONSES:

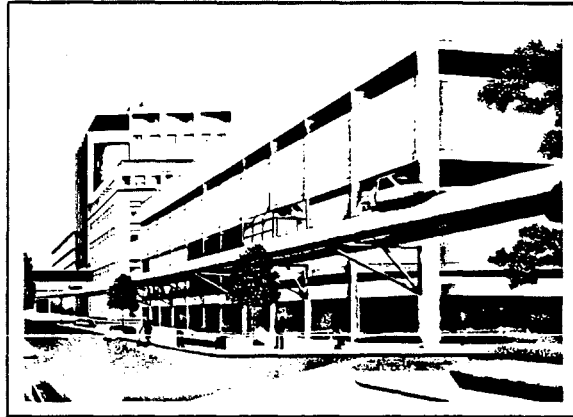
109. PRT, as a variation on automated guideway transit, was considered very early in the analysis. See Technical Report 5 - Applicability of Automated Guideway Transit for Hiawatha Corridor.

PERSONAL, RAPID, TRANSIT

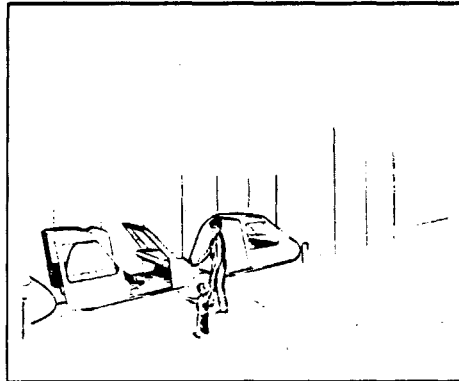
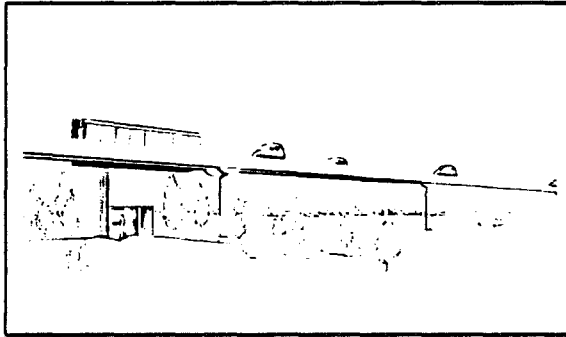
NEW TRANSPORT SYSTEMS DEVELOPED AT UNIVERSITY OF MINNESOTA

Patent applications have been filed by the University of Minnesota on a new family of ground transport systems that incorporate recent advances in microelectronics. Using linear induction motors to propel and brake three-passenger, microprocessor-controlled vehicles, the system provides nonstop, on-demand, private service in seated comfort between off-line stations in a network of guideways, the configuration of which is completely flexible.

The system is a novel, optimized form of personal rapid transit (PRT) that takes advantage of a number of technological advances of the past decade. These advances make the system several times as energy-efficient as a bus or streetcar, reliable, safe, vandal proof, and impervious to winter weather while permitting line capacities equivalent to the maximum flow in people per hour on a four-lane freeway. The guideway of the new system is only 32 inches wide and 39 inches deep. Required station capacity is attained by use of multi-berth stations. While the direct cost per mile of the whole system is less than that of a streetcar



1) A downtown system.



2) A 55-mph urban-suburban trunk line including a freight module.

3) The interior of a station.

elevated and adjustable vertically and horizontally to eliminate the problems of building track straight and keeping it straight as the temperature varies; 3) the guideway configuration has been carefully selected to meet all requirements at minimum cost; 4) the small vehicles operate on demand, thus minimizing the number of place-miles per day required to move a given number of people; 5) each trip is nonstop, thus minimizing the input of kinetic energy; and 6) the use of microprocessors make on-board control and failure monitoring practical and cheap.

Since minimum cost is accompanied by a very high level of service, the total cost per passenger-mile of these new systems is markedly reduced over that of other fixed-guideway systems. Since all required subsystems are state-of-the-art, these systems can mature within a few years. PRT is the next logical step in the history of transportation.

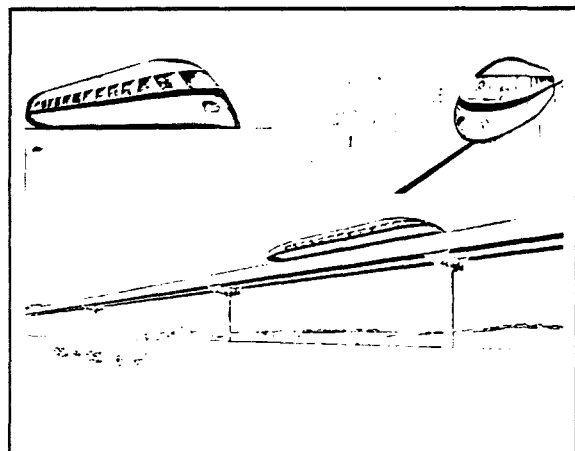
system with track laid on the ground, the true cost comparison must reflect land efficiency. For every acre of land required for the posts and stations of the new PRT system, a streetcar system requires typically 27.5 acres, yet the capacity of the new system exceeds that of the streetcar.

In addition to the basic urban system, the family of PRT systems includes freight vehicles using single or double bogie containers, and hospital vehicles using double bogies for movement of patients, staff, food carts and goods between buildings. While initial applications will be in major activity centers where speeds of 20 to 30 mph are adequate, technical advances in guideway design permit speeds of 50 to 60 mph with little modification. Using a deeper guideway, a high-speed, inter-city version will be developed. The advantages of these systems are that a high level of service is provided with very little noise, air pollution, land use and energy.

The attached illustrations show 1) a downtown system, 2) a 55-mph urban-suburban trunk line including a freight module, 3) the interior of a station, and 4) an energy-efficient, high-speed, inter-city version capable of moving more than 3600 seats per hour (20 seats per vehicle) at speeds up to 180 mph.

Each city along the route of the inter-city system will have one or more off-line stations and the trip between all pairs of stations is nonstop. Because the vehicles are so small, noise, vibration and guideway costs are markedly lower than in a conventional, high-speed train, and the service is much more frequent.

The total cost per passenger-mile of the PRT-class of transit systems is minimum for these reasons: 1) The seat capacity is distributed in many small automatically controlled units instead of in a few large ones, thus minimizing the size and weight of the guideway; 2) the guideway is

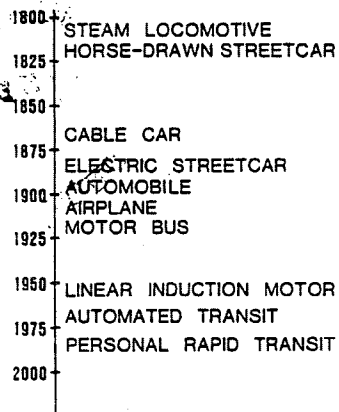


4) An energy-efficient, high-speed, inter-city version capable of moving more than 3600 seats per hour (20 seats per vehicle) at speeds up to 180 mph.

PRT

PERSONAL • RAPID • TRANSIT

a new way to move people & goods



For background, read "Personal Rapid Transit," *Environment*, October, 1980.

For more information, write to:
Dr. J. Edward Anderson
University of Minnesota
111 Church St. S.E.
Minneapolis, MN 55455

DAVID J. THERKELSEN
3133 41st Avenue South
Minneapolis MN 55406

March 25, 1983

Max Goldberg
City of Minneapolis
317 M City Hall
Minneapolis, MN 55415

M. B. GOLDBERG
APR 01 1983

Dear Max:

I was unable to attend the March 24 public hearing on the Hiawatha Corridor. However, I would like to enter into the record of the hearing my support of the Hiawatha Avenue Task Force plan.

The plan is thoughtful, realistic, and represents a model of citizen participation. An especially important element of the plan is reservation of right-of-way on the western part of the corridor for light rail transit. To design a transportation corridor for the 1980's and '90's without provision for a practical, effective transit system would be tragic shortsightedness.

The City of Minneapolis, the Task Force members, and the consultants did excellent work, that I hope will be supported by the Commissioner of Transportation.

Sincerely,



David J. Therkelsen

March 27th, 1983

Dear Mr. Max Goldberg,

After giving 1000 hours of my time a few years ago as a committee member studying Highway 55, and almost giving up hope of any action resulting from that work, I'm now asking you to favor alternative #4

I feel this would be the best roadway for our neighborhood.

I also hope some day we will have light rail.

Thank you for your time.

Sincerely,

Mrs. Virgil J. Welna (Pat)

M. I. GOLDBERG

APR 01 1983

March 27, 1984

Dear Mr. Max Goldberg,

After giving 1,000 hours of my time a few years ago as a committee member studying Highway 55, and almost giving up hope of any action resulting from that work, I'm now asking you to favor alternative #4.

I feel this would be the best roadway for our neighborhood. I also hope some day we will have light rail.

Thank you for your time.

Sincerely,

Mrs. Virgil J. Welna (Pat)

Comments on the Hiawatha Corridor Draft EIS by John R. Gilkeson, 2801 S. 8th St., Apls., MN 55454, speaking as a private citizen and mechanical engineer concerned with transportation planning and policy.

M. B. GOLMERS

APR 14 1983

- 110 | 1.) The Draft EIS does not address:
- 111 | a.) the effect of the alternatives on tourism, the conven-
- 112 | tion industry, or CBD commercial and hotel occupancy
- rates and parking requirements;
- b.) the regulation and enforcement of HOV lane requirements;
- c.) The use of Hiawatha and Minnehaha Aves. as a 'one-way
- pair' through Minnehaha Park only (this may have been
- addressed in the preliminary scoping process).
- 113 | 2.) All forecasts involving alternative 4 assume no change in
- the number of cars per household through the year 2000.
- That assumption is probably also made to the end of all
- useful lifetimes associated with the project. This may
- be an accurate assumption through 2000 for a single rail
- corridor in the Twin Cities. However, on p. 5-9, there is
- reference to a significantly lower number of cars per
- household in areas with comprehensive rail transit systems.
- If this happens in the Twin Cities as a result of implementing
- alternative 4, it will lead to significant changes in the
- forecasts of:
- a.) direct and indirect energy consumption (including
- automobile manufacture);
- b.) land use and tax base (parking requirements);
- c.) consumer outlays for automobiles, insurance, maintenance,
- fuel and parking (see pp. 5-9, 10).
- 3.) In order for a transportation corridor upgrading to be
- considered a true and comprehensive transportation improve-
- ment, all aspects of transportation must be improved. To
- paraphrase Webster, this means that 'public and private acts
- and means of conveyance of people and goods' must be
- improved. Webster defines transit as "a system or organized
- means of public conveyance or travel". Therefore, transit is
- a type of transportation, specifically, it is 'public means
- and acts of conveyance of people'. ~~Traditionally, transit~~
- Traditionally, transit is a system of transportation operated
- under public guidelines regulating the frequency, area, and
- price of service provided by a public or private entity. ~~no guarantee~~
- The primary purpose of the guidelines is accessibility of an
- essential service to the public regardless of economic
- status, at locations and times commensurate with demand for
- and cost of the service. In a sense, transit is an even
- more basic need than housing, employment or health care,
- since it determines how each of these are available to us.
- Therefore, a transit improvement could probably be best
- described as: 'any physical, systemic, or organizational
- change which leads to any or all of; decreased fares,
- increased service area, increased frequency or times of
- service, decreased travel time, and/or increased patronage.'

RESPONSES:

110. The economic impact of all alternatives is described in Sec. 5.1.6 of the DEIS.
111. The difficulty of regulating HOV facilities is well documented.
112. In Minnehaha Park, Minnehaha Avenue is owned by the MPRB and is not available for use as a trunk highway.
113. All travel forecasts assume a significant reduction in per-person trip-making from what had previously been assumed. These assumptions are reflected in the energy analysis (Section 5.1.11 of the DEIS) and the user benefit analysis (Section 5.1.2.4 of the DEIS).

It has been established in this Draft EIS that alternative 3 does not meet any of these criteria. It is only a transit 'alternative' since it merely incorporates the existing transit system into an improved roadway. Therefore it is not a comprehensive transportation corridor improvement and should not be considered.

Alternatives 1 and 2 do a little more than incorporate the existing transit system into an improved roadway. The roadways have higher capacities and higher speeds and the HOV lanes are an improvement which affects the existing transit system. The implication is that the increase in bus capacities and speed will be of the same order as the increase in automobile capacities and speeds. This probably won't be the case. If one were to double the number of automobile lanes and double the number of buses, the lanes would fill up long before the buses. In addition, the bus travel time under these alternatives won't be much different from the current 7 express and ^{local} service, nor will the service area. Any increase in bus patronage under alternatives 1 and 2 will be due primarily to development in the corridor, not to any physical, systemic, or organizational change in the transit system.

The Metropolitan Council definition of transit includes the following phrase: "repetitive service that has at least 3 persons riding per trip...". At the hearing on Mar. 24th, in the DEIS, and in a conversation with Mr. Robert Morast, it was indicated that the HOV lanes could be used by any vehicle containing 2 or more people. According to the scoping process grid (p. 53), the HOV lanes are considered a 'transit alternative'. Therefore, for the HOV lanes to meet the Council's definition of transit, no vehicle containing less than 3 persons (or 4, depending on one's definition of 'riding') may use them. In addition, the HOV lane itself certainly does not provide 'repetitive service'. It is also a legitimate and important question which, if any, private automobile trips constitute 'repetitive service' and to whom is it 'service'? The possession and use of a private automobile does not fulfill any purpose of public accessibility, nor does it meet any of the criteria of improved transit service describe above. Therefore alternatives 1 and 2 must be reevaluated.

Alternatives 4 and 5 appear to be the only options which treat all aspects of transportation equally. Alternative 4 combines an improved roadway for private/traffic with an improved transit physical plant, system and organization which leads to faster, more frequent service to a larger area and increased patronage. Alternative 5 doesn't change the roadway and doesn't change the transit.

114 | 4.) (pp. 5-61,62) The need for a central parking ramp in the Hiawatha-27th-Lake area under alternative 4 is not substantiated in the Draft EIS or its supporting documents. Further, it is in contradiction to one reason for implementing LRT, which is to decrease dependence on the automobile and the amount of land required for parking. The City of Minneapolis should move to decrease the parking space requirements for businesses and residences served by LRT if Alt. 4 is approved. This is consistent with the decrease in cars per household noted on p. 5-9.

RESPONSES:

114. The parking ramp is not part of the proposed action. The DEIS only suggests that a parking ramp may be part of a development proposal made for that area after the proposed action is implemented.

The Wawatha-27th-Lake area is the site of potentially the largest retail-commercial-industrial development within the corridor. If it is an automobile-oriented development, within and across the corridor will increase, a significant amount of land will be devoted to parking, and pedestrian traffic will be impeded. If it is a pedestrian/transit-oriented development, there will be an increase in transit usage through and across the corridor and there will be more land available for development. This will result in a higher level of service to the community and corridor, afford the possibility of open space in the development area, and provide an increase in the tax base. On p. 5-61 it is noted that there is little green space in this area. On p. 5-62 there is reference to a need for additional parking in the 52nd-54th area under Alt. 4.

115

5.) (pp. 5-61,62) "Run-down, vacant, poorly-maintained, deteriorating structures" are a result of the continuing uncertainties in the corridor and some city regulations (21st Ave. N. of Lake). This is usually a primary result of and excuse for freeway development. Who's going to expand or spruce up or even maintain a home, business or rental property when it might be demolished next year or end up fifty feet from a noisy, dirty freeway?

116

6.) (p. 5-60) "The mix of ... industry" provides long-term employment, tax base, and stability to neighborhoods and minimizes transportation to and from employment. Certainly these attributes are not incompatible with neighborhoods. In our rush to provide some short-term construction employment, we break up efficient transportation patterns and forget about the long-term employment and other benefits and contributions of neighborhood-based industry. It is a sort of chauvinism to say that one should or shouldn't live by a railroad yard or grain elevator. It's not so evil and ugly if it's putting the bread on the table. This is also part of the diversity and accessibility of urban life which some prefer to the more homogeneous or compartmentalized auto-oriented suburban areas.

117

7.) (sec. 5.1.17.4) Existing rail lines in this potential development area present the opportunity for an LRT line to serve the West St. Anthony Falls Historic District, the Mills District, this area, the West Bank, the University's East Bank Campus and other areas including the St. Paul Campus, the State Fairgrounds, Energy Park and Como Park. LN is currently planning a trolley on some of this right-of-way in the north half of the West St. Anthony Falls District.

8.) (p. 5-64) "The effects on wildlife in this segment would be limited primarily to the conversion of part of an urban woodlot to a surfaced highway." This speaks for itself.

RESPONSES:

115. This is the point the DEIS was making, and is an argument for making a firm decision regarding improvements in the corridor.

116. As described on page 5-60 of the DEIS, the incompatibility may arise from air, noise, or visual pollution, traffic problems, etc.

117. The LRT line proposed here would serve the redevelopment area directly.

118

119

9.) (sec. 6.2.10.14) The effects of salt on water quality, existing vegetation, automobiles, and the roadway are not addressed in this Draft EIS. Nor is there a cost-benefit analysis for the use of salt based on the above effects. Costs of roadway and automobile repairs due to salt use are substantial. Structural damage to automobiles from salt which can lead to loss of control of a vehicle are not addressed by a state program of vehicle inspection.

10.) (sec. 6.2.10) The impact of the proposed improvements on Minnehaha Park will be determined in large part by the design and materials used.. It can look like new I-94 or like a 4-lane parkway. It can look like it was built in 1990 or it can be of indeterminate age. It can look either built in or stuck on. Minimizing the use of exposed and unornamented concrete and maximizing the use of local materials such as stone, iron, wood, brick, and tile in designs complementing the existing Park and Veteran's Home structures and the natural environment would help to minimize the impact of the improvements on the area. From a historical perspective, an LRT line is not so much of an intrusion to the area. If built, it will be the third rail passenger line to and through the park. The existing track in the park was once a Chicago-pls. mainline, and the streetcar ran through the park on the east side of Minnehaha Ave. until the early 1950's. The rail line is capable of transporting more people through the area with less noise, right-of-way, pollution, and continuous traffic than the roadway.

Thank you for the opportunity to comment on the Draft EIS.

more Council's definition of transit is in the 1970 + 1985 editions of the Council's Transportation Policy Plan
Some definitions are from Webster's Third New International Dictionary, Unabridged, © 1961

RESPONSES:

118. See FEIS Section 3.5.

119. The decision whether to use or not use salt is made on a system basis and is therefore beyond the scope of the analysis.

John A. DALSIN and Son, Inc.



Russell C. Dalsin • Robert M. Dalsin • John A. Dalsin II

ROOFING AND SHEET
METAL CONTRACTORS
INDUSTRIAL
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CONSULTANTS - DESIGNERS
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MEMBRANE WATERPROOFING
2830 SOUTH 20TH AVE
MINNEAPOLIS, MINN. 55407
PHONE 612/729-9334

M. B. GOLDBERG

APR 12 1983

April 11, 1983

City of Minneapolis
Office of City Coordinator
301M City Hall
Minneapolis, MN 55415

Attn: Mr. Max Goldberg, Project Director
Hiawatha Avenue Corridor Study

Gentlemen:

120 | Reference is made to your draft EIS, Alternative 4. Drawing figure 5-7 shows contemplated dwelling units in the entire city block in the northeast corner of Layman Cemetery. We own and operate our business in the north half of this block. We built an extensive two-story building on this property in 1976 consisting of offices, sheet metal shop and roofing warehouse and are using the entire property including property in the north half of the block to the east for heavy industrial purposes in accordance with the zoning. We have also installed extensive fencing, blacktopping and ground surface treatment including on the property we recently purchased from Milwaukee Road adjoining their trackage at the north end of our property extending from Layman Cemetery to 21st Avenue South.

121 | Figure 5-10 drawing refers to street tunnel under Milwaukee Road R.R. mainline which we trust will not be located to interfere with our operation which includes trucks and semi-trailers.

Yours very truly,

John A. DALSIN and Son, Inc.

Russell C. Dalsin
Russell C. Dalsin

RCD/djl

RESPONSES:

120. The figures and text describe only potential development which could occur with implementation of the improvements; they are not part of the proposed action.
121. Properties in this area will have access to Hiawatha Avenue via both 28th Street and Lake Street.

5.3 COORDINATION WITH COOPERATING AGENCIES

As soon as a draft of this FEIS was available, copies were transmitted to the nine Cooperating Agencies and to three other agencies for review. The comments of those agencies have been incorporated into the FEIS. The agencies which reviewed the draft FEIS were:

Cooperating Agencies

U.S. Fish and Wildlife Service
U.S. Army Corps of Engineers
Urban Mass Transportation Administration
Minnesota Pollution Control Agency
Metropolitan Council
Metropolitan Transit Commission
Metropolitan Airports Commission
Hennepin County Department of Transportation
City of Bloomington

Others

Minnesota Department of Natural Resources
Minnesota Historical Society
Minneapolis Park and Recreation Board

6.0 FINAL SECTION 4(f) EVALUATION

6.1 SUMMARY

The proposed action consists of roadway and transit improvements in the TH 55 corridor in Minneapolis, Minnesota, located southeast of the Minneapolis CBD.

Involved in the proposed action is land covered under Section 4(f) of the Department of Transportation Act and under Section 6(f) of the Land and Water Conservation Fund Act. The involvement arises in the south end of the corridor, and concerns Minnehaha Park.

Five project alternatives, including a no-build alternative (Alternative 5), were analyzed in the Draft Environmental Impact Statement (DEIS) and 4(f) Evaluation distributed early in 1983. The four build alternatives each involved upgrading TH 55 to a four-lane divided at-grade arterial. The proposed transit improvement differed under each build alternative studied. The transit options included: a high-occupancy vehicle (HOV) roadway, at grade (Alternative 1); an HOV roadway, grade separated (Alternative 2); improved bus service and facilities (Alternative 3); and a light rail transit (LRT) system (Alternative 4). Subalternatives associated with the build alternative dealt with treatment of the roadway through Minnehaha Park, and with LRT distribution at the north and south LRT termini.

The alternative selected by the Commissioner of the Minnesota Department of Transportation is Alternative 4, a four-lane divided at-grade arterial, with light rail transit. The selected subalternatives call for a covered roadway through Minnehaha Park, grade separated at Minnehaha Parkway; and an LRT line from the Minneapolis CBD at the north to the Minneapolis-St. Paul International Airport at the south.

The selected alternative requires the acquisition of 6.8 acres of 4(f) lands in the Minnehaha Park area; 8.3 acres of replacement land will be available under the alternative.

Based on the consideration of the various alternatives analyzed in the DEIS and preliminary 4(f) evaluation, it was determined that there is no feasible and prudent alternative to the use of land from the Section 4(f) property and that the proposed action includes all possible planning to minimize harm to the Section 4(f) property resulting from such use.

More detailed descriptions of the project area, the proposed action and the alternatives analyzed are included in Section 2.0 of this FEIS and in Sections 2.0 and 3.0 of the DEIS.

6.2 INTRODUCTION

The Department of Transportation Act of 1966, Section 4(f) makes the declaration that it is in the national interest to preserve the natural beauty of the countryside, public park and recreation lands, wildlife and waterfowl refuges, and historic sites. Section 4(f) procedures require

that the Secretary of Transportation approve projects which require the use of such publicly owned lands of national significance, only where it can be shown that (1) no feasible and prudent alternative to the use of such land exists, and (2) such projects include all possible planning to minimize harm to the Section 4(f) land resulting from such use.

The purpose of the 4(f) Statement is to present information and supporting documentation needed by the Secretary of Transportation in order to reach a decision regarding the use of those properties protected by Section 4(f). The 4(f) properties under consideration, Minnehaha Park and its environs, will be affected by the proposed action. Within the 4(f) Statement, all existing 4(f) properties are identified and potential impacts resulting from the construction of any of the alternatives under consideration are analyzed. Documentation of purpose and need for the project was included in the DEIS.

6.3 PARK AND RECREATION LANDS

The park and recreation lands inventory conducted for this project has identified four 4(f) properties in the primary impact area (See Figures 6-2B).

1. Minnehaha Park, located south of Godfrey Road and east of Hiawatha Avenue, and adjacent to the Mississippi River.
2. Longfellow Gardens, located south of Minnehaha Parkway and west of Hiawatha Avenue.
3. Minnehaha Parkway, located west of Hiawatha Avenue.
4. Wenonah Triangle, located at East 42nd Avenue and Hiawatha Avenue.

This 4(f) statement details the effects associated with the reconstruction of TH 55 on each of the identified units. The four units are treated together in this document for several reasons.

1. The units generally lie adjacent to each other and are functionally linked.
2. The units are all under the ownership of a single entity, the Minneapolis Park and Recreation Board (MPRB).
3. Wenonah Triangle, Longfellow Gardens and Minnehaha Parkway all serve Minnehaha Park in a complementary fashion. In addition, Minnehaha Parkway provides a trail linkage to Minnehaha Park, which is a major element in the Minneapolis park system.

6.3.1 Descriptions of Properties

The parklands affected by the proposed project are part of a system of interconnected parks and parkways. As a result of this interconnection, it is not possible to complete the Hiawatha Avenue project without crossing parkland at some location. The existing TH 55 roadway, which is to be upgraded under this proposal, now crosses Minnehaha Parkway and Minnehaha

Creek (separating Longfellow Gardens from the rest of Minnehaha Park), and lies adjacent to Minnehaha Park south of the creek. Figure 6-1 shows the park and parkway system in the project area and a schematic representation of where Hiawatha Avenue would cross parkland. All alternatives including the no-build cross parkland, but only the build alternatives meet the objective of improving transportation in the Hiawatha Avenue corridor.

6.3.1.1 Minnehaha Park

Minnehaha Park consists of 171.2 acres of natural habitat and maintained parkland. Included within the park is Minnehaha Falls and the associated gorge, and some Mississippi River bottomland.

Minnehaha Park serves as the link between the West River Parkway trail system and the trail system within Fort Snelling State Park, which also provide linkages to trail networks in the Minnesota Valley National Wildlife Refuge and Recreation Area and to the Minnesota Valley Trail.

The steep slopes of the Minnehaha Creek gorge provide a variety of natural habitats for many species of wildlife. Common tree species include elm, oak, and basswood. Some remnant, low-lying bogs are present adjacent to the creek in the vicinity of the Minnesota Soldiers Home, located at Minnehaha Avenue and East 51st Street.

Numerous species of wildlife utilizing the area include a variety of songbirds, such as cardinals, robins, orioles, warblers, catbirds, thrushes and various species of waterfowl, gulls and terns. Also present are gray squirrels, woodchuck, whitetail deer, cottontail rabbits and jackrabbits. Reptile and amphibian species include three species of garter snakes, as well as turtles, toads and frogs. This diversity of wildlife is a consequence of Minnehaha Park's close proximity to the Minneapolis-St. Paul International Airport and its associated vast acreage of grassland, and to Fort Snelling State Park, which provides a continuous travel corridor along the Mississippi River to the primarily undeveloped Minnesota River Valley.

Minnehaha Falls is a feature not only of recreational interest but of geologic interest as well. It is a representation of the advance of St. Anthony Falls up the Mississippi River gorge, as the sandstone layer beneath the limestone eroded more rapidly and caused the recession of the falls upriver.

6.3.1.2 Longfellow Gardens

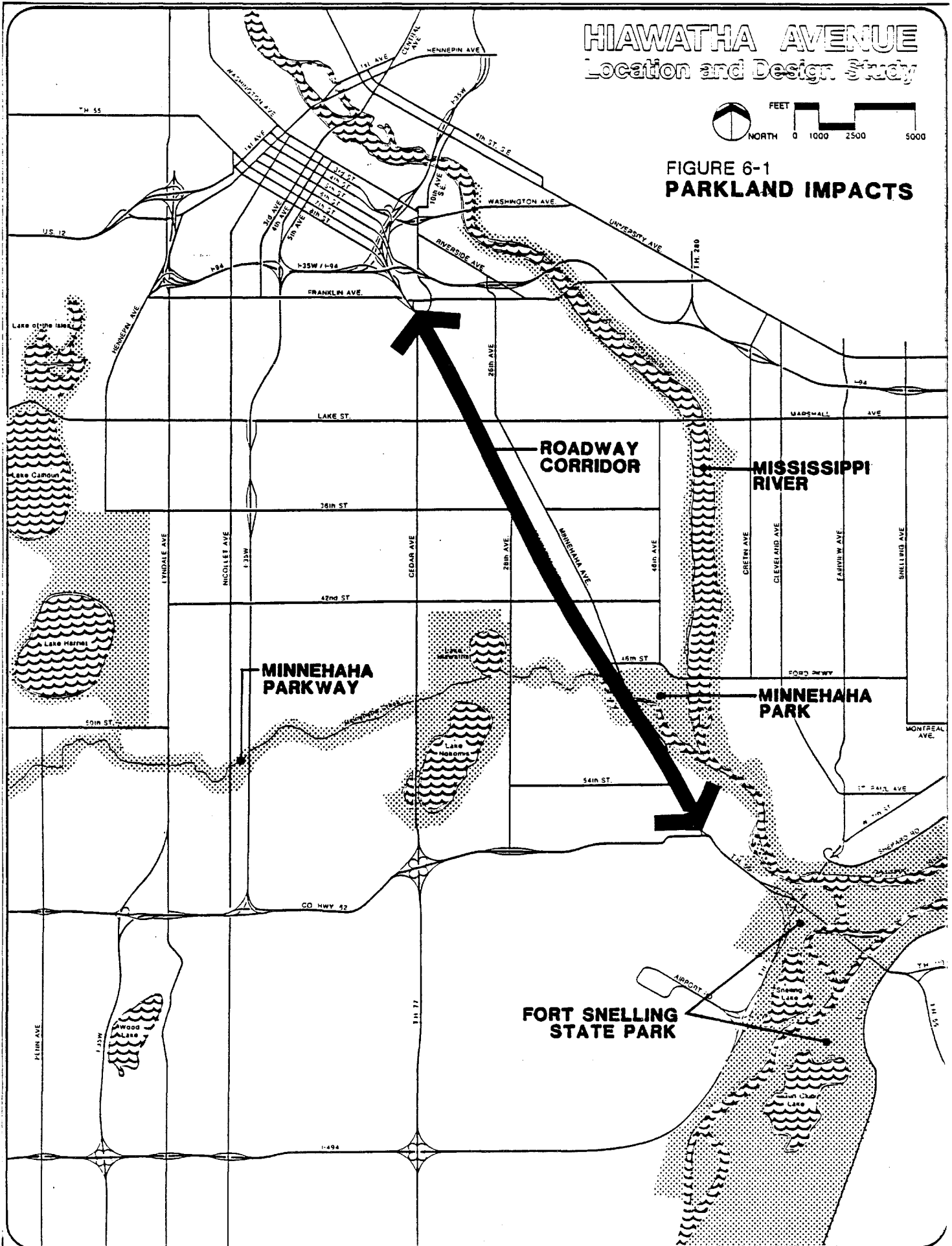
Longfellow Gardens is 4.6 acres in size and includes a pond created by a small dam on Minnehaha Creek. Situated on the property are a few scattered trees and a statue of Henry Wadsworth Longfellow. The grass within Longfellow Gardens is kept mowed. Situated at the northeast corner of Longfellow Gardens is the R.F. Jones House, a feature which will be discussed in greater detail in Section 6.4 of this document.

At one time, Longfellow Gardens was the site of a small zoo and botanical garden. It is no longer used for this purpose.

HIAWATHA AVENUE Location and Design Study



FIGURE 6-1
PARKLAND IMPACTS



6.3.1.3 Minnehaha Parkway

Minnehaha Parkway is 9.5 miles long and connects Lake Harriet with Minnehaha Park. There are a total of 235.2 acres in the parkway. In this area of the corridor, the parkway consists of two one-way streets separated by a boulevard. Minnehaha Creek runs along the northern edge of the parkway property at this location. Many tall, stately elms provide shade along the parkway, and the boulevard grass is kept mowed.

6.3.1.4 Wenonah Triangle

Wenonah Triangle is a grassy, 0.1-acre parcel located west of Minnehaha Park at Hiawatha and East 42nd Avenue. It is separated from Minnehaha Park proper by TH 55.

6.3.2 Activities and Use

6.3.2.1 Minnehaha Park

Minnehaha Park is considered by the Metropolitan Council as serving a regional function. The park draws users from Minneapolis, St. Paul and other communities within the seven-county metropolitan area, as well as from other parts of the state and from outside the state. Probably the single most improved park in the Minneapolis Park System, Minnehaha Park is also considered one of three anchor parks along the Mississippi River.

The major attraction of the park is Minnehaha Falls and its associated gorge. On weekends, 18 percent of the park visitors spend 30 minutes or more traveling to the park; this is the greatest amount of time spent en-route associated with any of the major Minneapolis parks. Also, many of the visitors - 14 percent on weekends, 24 percent on weekdays - have never been to the park before. During 1977, total use for Minnehaha Park was 476,000 user visits. (One user visit is one person visiting the park during one day without consideration of the length of the visitor's stay.) Most visits occurred between Memorial Day and Labor Day. Use throughout 1977 was distributed as follows:

o Memorial Day to Labor Day	257,000
o Fall	84,000
o Winter	68,000
o Spring	67,000

Major park activities include picnicking, parkway driving, sightseeing, organized group games, walking/hiking, bicycling and sitting. Other activities include jogging, casual games, relaxing, nature walking/wildlife observation and sunbathing. Ski touring and skating occur during the winter months. Length of stay in the park depends on the activity.^{1/}

^{1/} Metropolitan Council, Metropolitan Park User Study, 24 pp & attachments, 1977.

Facilities and attractions present within the park area include picnic areas, drinking fountains, sculpture, benches, refectory (including rest rooms, picnic shelter and park police offices), bandstand, floral displays, hiking trails, nature trails, interpretive plaques, geological formations, parking areas, day camp, fire ring, outdoor grills, children's outdoor play equipment, ballfield, football/soccer field, service building, four tennis courts, Minnehaha Creek, Minnehaha Falls and Minnehaha Depot (also called Princess Station). The park is frequently used for nature study purposes by various school groups. A trail between Minnehaha Park and Fort Snelling State Park provides continuous trail access from the Minneapolis-Campus of the University of Minnesota, through Fort Snelling State Park, the Minnesota Valley National Wildlife Refuge and Recreation Area and the Minnesota Valley Trail, to LeSeuer, Minnesota. This trail will be available for use by bicyclists and hikers.

6.3.2.2 Longfellow Gardens

Longfellow Gardens are part of the Minnehaha Park/Minnehaha Parkway network and also have regional significance. A variety of age groups use the open area for active informal play such as frisbee throwing, casual strolling, fishing and other similar activities. Recreational use data are similar to those given above for Minnehaha Park. The main feature of Longfellow Gardens is the open space it provides for sunbathing, general relaxation and informal active games. Longfellow Gardens, adjacent to Longfellow Lagoon, is also an informal pull-out point for the many canoeists using Minnehaha Creek. The historic R.F. Jones House, located on this property, is presently closed to the public.

6.3.2.3 Minnehaha Parkway

Minnehaha Parkway is part of a regional trail network within the City of Minneapolis known as the Grand Round. The parkway is 9.5 miles long and connects Lake Harriet with Minnehaha Park. Within the parkway route, there are opportunities for boating, picnicking, hiking and walking, ski touring, bicycling and pleasure driving. Playgrounds are also present at various locations. With the exception of playgrounds, all of the previously listed opportunities could take place within that portion of the parkway located in the project area. The portion of the parkway within the Hiawatha Avenue Corridor consists of open space and serves the same recreational functions as the Longfellow Gardens area.

6.3.2.4 Wenonah Triangle

The Wenonah Triangle serves primarily as local open space. One bench is situated on East 42nd Avenue for use by MTC bus patrons. The small size of this park precludes any use beyond sitting on the grass and relaxing.

6.3.3 Relationship to Similarly Used Lands

The Minnehaha Park recreation complex, which includes Longfellow Gardens, Wenonah Triangle and that portion of Minnehaha Parkway which lies within the study area, provides a recreational focal point for users of West River Parkway, Godfrey Road and Minnehaha Parkway. Pleasure drivers as well as

bicyclists and hikers using the parkway system benefit from the variety of recreational opportunities that are offered by Minnehaha Park. In addition, Fort Snelling State Park, approximately three miles to the southeast, is a 3,265-acre park consisting primarily of Mississippi River bluff land and Minnesota River Valley bluff land and bottomland. This large natural area provides opportunities for a variety of recreational experiences including hiking, bicycling, horseback riding and snowmobiling. An interpretive center, swimming beach, picnic area and boat launch have been developed. Fort Snelling State Park also lies adjacent to and provides trail connections with the Minnesota Valley National Wildlife Refuge and Recreation area. The Refuge/Recreation area complex is the result of the combined efforts of federal, state and local units of government to provide a network of cooperatively managed recreational units. This network extends to Jordan, Minnesota. Beyond that point, the Minnesota Department of Natural Resources manages and operates a series of trail waysides and a state trail which extends to LeSeuer, Minnesota. Also, lying across the Mississippi River to the east of Minnehaha Park, is Hidden Falls Regional Park.

6.3.4 Access

Primary access to the Minnehaha Park recreation complex is provided by Minnehaha Avenue from the south, by Hiawatha Avenue and Minnehaha Avenue from the north, Minnehaha Parkway from the west, and Godfrey Road from the east.

The primary entrance to Minnehaha Park is between 42nd Avenue and Godfrey Road. A second entrance to the park exists on the north side of the park off Godfrey Road. Pedestrian and bicycle access is also provided with the connection of Godfrey Road to West River Parkway. West River Parkway parallels the Mississippi River on its west bank and presently extends from the Minneapolis Campus of the University of Minnesota to Minnehaha Park.

Access to Minnehaha Park from the Parkway will continue to be provided with a bridge passing over Hiawatha Avenue. Access to the Park from Minnehaha Avenue will remain.

6.3.5 Location and Amount of Lands Affected

The location and amount of parkland affected under each of the alternatives and subalternatives studied was presented in Table 6-1 and Figure 6-2 of the DEIS. Discussion of the location and amount of parkland affected under the preferred alternative (Alternative 4) follows.

The parkland taking and replacement acreages represented are approximations based on the concept designs studied for the EIS. These estimates were based on planimetered measurements rather than field surveys and are subject to change during the detail design stage. More exact boundaries and acreages will be determined during the final design stage of the project.

Construction of the preferred alternative will require the taking of 7.2 acres of parkland, of which 1.2 acres will be part of the covered roadway. The affected parklands are shown on Figure 6-2. Replacement lands are

available immediately adjacent to the roadway in the form of an abandoned railroad right-of-way and abandoned road right-of-way which can be rehabilitated into parkland. Available replacement lands include 1.1 acres of existing highway right-of-way, and 7.2 acres of railroad right-of-way. An additional 1.7 acres of covered roadway surface will be available for park use. The lands proposed as replacement lands for those taken by highway construction are essentially identical. The railroad right-of-way passes through Minnehaha Park and is separated from Hiawatha Avenue by a narrow strip of parkland. It is this narrow strip of parkland between Hiawatha Avenue and the railroad right-of-way which will be taken for construction. The amount of land taken will be replaced by an equal amount of land available from the railroad right-of-way plus the abandonment and rehabilitation of parts of the existing highway right-of-way.

6.3.6 Section 6(f) Requirements

A Section 6(f) involvement exists when the affected park property has used Land and Water Conservation (LAWCON) Funds in its development. Stipulations within Section 6(f) require the replacement in kind of the property taken. LAWCON funds were used to develop and rehabilitate recreational facilities on 45.1 acres of land within Minnehaha Park. The property developed through the use of LAWCON funds, identified on Figure 6-2, will not be impacted by this project. Reconstruction of TH 55 will occur outside of the limits of the area where Land and Water Conservation Funds were utilized for park improvement. Based on correspondence with the Minnesota Department of Energy and Economic Development, the Agency responsible for coordinating LAWCON grants to local units of government, it has been concluded that no 6(f) impact will occur on parkland.

6.3.7 Physical Effects on Properties

The taking of property in the Minnehaha Park recreation complex will have the following effects on the park and its surroundings. These effects apply under the preferred alternative, as well as under the other build alternatives studied.

1. The loss of four tennis courts near Minnehaha Depot.
2. A minor increase in the siltation and turbidity of the water in Minnehaha Creek during the construction of the road and bridge crossing of the creek.
3. Minor disruption of pedestrian and motorist access during the construction period.
4. Some minor disturbance to park visitors viewing Minnehaha Falls when construction activities take place.

Alternative 5, the no-build alternative, would have the following impacts upon the park.

1. Continued noise levels associated with the use of TH 55 as a major thoroughfare for trucks and commuter traffic.

2. Safety hazards for pedestrians and bicyclists using Minnehaha Parkway to visit Minnehaha Park.

6.3.8 Ownership of Properties

Minnehaha Park, Minnehaha Parkway, Longfellow Gardens and Wenonah Triangle are under the ownership or administration of the Minneapolis Park and Recreation Board (MPRB). The MPRB is a semi-autonomous body of elected officials responsible for the acquisition, maintenance and operation of parks and associated recreational facilities in the City of Minneapolis. The trail system which is proposed to connect West River Parkway/Godfrey Road with Minnehaha Park and Fort Snelling State Park would utilize the abandoned railroad right-of-way in part and would be under the jurisdiction of the MPRB.

Part of the park property is leased from the Minnesota Soldiers Home. The lease is for that portion of the Soldiers Home property contiguous to Minnehaha Creek and Park near the juncture with the Mississippi River.

6.3.9 Alternatives to the Use of Parkland Property

Because Minnehaha Parkway and Longfellow Gardens lie perpendicular to Hiawatha Avenue, there is no alternative which would not in some manner require acquisition of parkland, except Alternative 5, the no-build alternative. (See Figure 6-1.)

Early in the project analysis, an alignment alternative was considered which avoided the separation of Longfellow Gardens from the main body of Minnehaha Park. Under this alternative, TH 55 would divert from its existing alignment at about 46th Street, pass to the west of Longfellow Gardens, and then rejoin the existing TH 55 alignment at about 50th Street. Implementation of this alternative would require acquisition of a minimum of 30 to 50 additional residences and would require several short radius curves in the alignment. Due to these alignment and acquisition impacts, and because it appeared highly likely that a satisfactory direct alignment solution could be developed, this alternative was not given further consideration.

6.3.10 Measures to Minimize Harm

The following measures to minimize impacts to the existing parklands would be adopted.

1. Parkland taken will be replaced through the acquisition of the abandoned railroad right-of-way and turning the unused portion over to the MPRB; also, obliterated sections of existing street and highway right-of-way will be rehabilitated and turned over to the MPRB.
2. The covered roadway will be approximately 650 feet long. A concept drawing (Figure 6-3) illustrates how the covered roadway will appear in relationship to the Park. Figure 6-4 shows a cross-section of the covered roadway at the point of greatest soil cover.

Appropriate landscaping materials will be used to complement the transition between Minnehaha Park and Minnehaha Parkway. The landscaping plan will be coordinated with and have the approval of the Minneapolis Park and Recreation Board.

The covered roadway will not pass beneath Longfellow Lagoon/Minnehaha Creek. That alternative was rejected because concerns were raised about the integrity of the underlying rock formations. If these rock formations were excessively disturbed, the flow of Minnehaha Creek might be altered causing a reduction in flow over Minnehaha Falls or a reduction in the water level in the lagoon.

3. The design of the covered roadway and restoration of all parklands and facilities impacted will be coordinated with and approved by the MPRB at regular intervals throughout the planning, design and construction phases.
4. A bicycle and pedestrian path will parallel portions of the proposed improvements along TH 55. In the vicinity of Minnehaha Park, measures will be taken to integrate the bicycle and pedestrian path with the recreational uses of the park. (See Figure 6-5.)
5. Bridge structures built or modified as part of TH 55 improvements will be in accordance with the flow requirements of Minnehaha Creek to improve future flood situations.
6. The rise in land grade and elevation over the covered roadway shall be kept to a minimum, but shall be sufficient to provide for normal plant life and growth. Grade slopes preferably should not exceed ten percent with approximately three- to four-foot soil depth coverage over the covered roadway. (See Figure 6-3 and 6-4.)
7. Minnehaha Park will be continuously buffered along TH 55 by a combination of noise walls, mounding and plantings. The design will be such that an abrupt wall effect will be avoided. Variations in landscape design, mounding and vegetation will be used. The design of the wall and planting will be coordinated with and approved by MPRB.

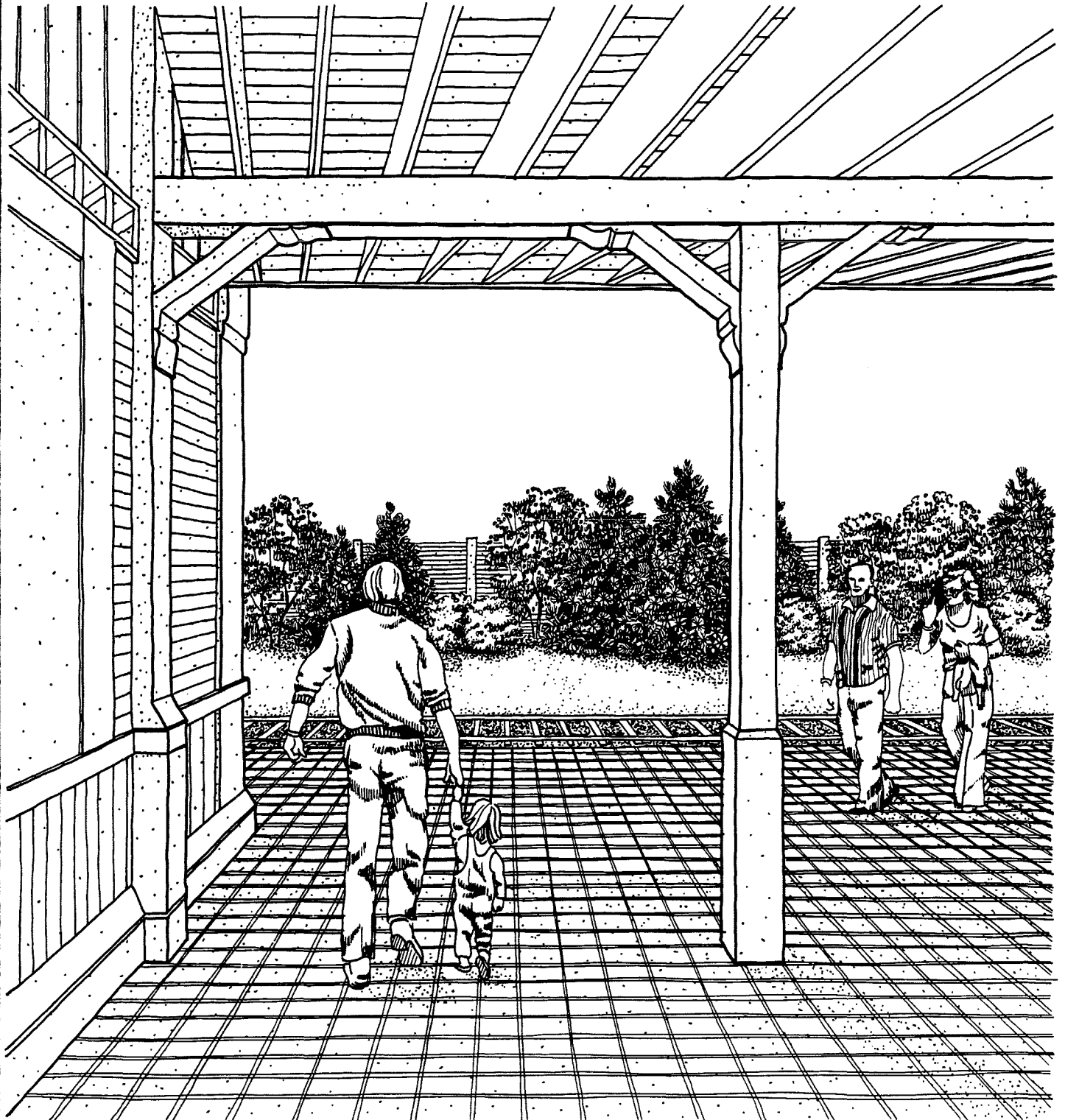
Under the preferred alternative the roadway will be separated from the park by a noise wall plus berms and landscape plantings. This noise wall will continue throughout the entire length of the park with breaks at 50th Street, Minnehaha Avenue and 54th Street, to provide access to Hiawatha Avenue. Figure 6-6 is a conceptual drawing of the noise wall in the vicinity of Minnehaha Depot and the covered roadway. From the parkside of the wall, landscaping and berms will be used to create visual diversity and moderate the visual effects of the noise barrier to park users.

8. The visual impacts of the noise wall on Minnehaha Depot will be minimized by placing the wall approximately 50 feet away from the station. Figure 6-7 is a cross-section view of the relationship

FIGURE 6-6

**PRINCESS STATION
LANDSCAPE CONCEPT**

HIAWATHA AVENUE
Location and Design Study



between Minnehaha Depot and the noise wall. A view of the noise wall from the Depot platform is shown in Figure 6-6 and an aerial oblique concept view is shown in Figure 6-3. These figures illustrate that the noise wall, when constructed, will be unobtrusive and can be effectively screened. The view in the area, when the roadway has been completed, will be more appealing and desirable than the present view, which is dominated by the almost constant passage of trucks, buses and cars.

Depressing the roadway to preserve the views from the depot is physically impossible because of vertical geometric roadway alignment requirements and the distances between Minnehaha Creek, the depot, and 50th Street. Controlling elements in roadway design are the need to maintain a low covered roadway profile, vertical clearance requirements beneath the bridge over Minnehaha Creek, and the need to provide an at-grade intersection at 50th Street. Given these controlling factors, it is physically impossible to design a depressed roadway in the vicinity of the Minnehaha Depot which will meet minimum highway safety and design standards.

Both the Minnesota Historical Society and Minneapolis Park and Recreation Board have approved the approximate 50 foot distance between the noise wall and the depot. This distance is specified in the Memorandum of Agreement which is part of the National Historic Preservation Act Section 106 Review process.

9. The four existing tennis courts west of Minnehaha Depot will be relocated within Minnehaha Park. The need for the tennis courts and their future location will be at the discretion of MPRB.
10. Use of Longfellow Lagoon by canoeists has been documented. The Longfellow Gardens area is used frequently as an informal pull-out location. Re-grading of the Gardens area will not affect continued use as a pull-out. However, replacement of the old weir, with a new weir of greater capacity could present a hazard to novice canoeists during high water periods. Provisions will be made for safety cable attachment near the weir, so that a safety cable can be used during seasonal high water periods.
11. The existing steel girder high-voltage powerline towers through Minnehaha Park will be replaced with pylons of a more appealing and aesthetic design. Pylons will be placed to straddle the covered roadway area, to the greatest extent possible. Elsewhere within the powerline easement, the pylons will be placed as close to the noise wall as possible with the conductors cantilevered over the highway shoulder. Placement and design will be coordinated and approved by MPRB.
12. Direct park access to transit service will be provided.
13. An effort will be made to mitigate damage to existing park facilities resulting from construction of TH 55.

14. All construction activities will conform to MnDOT's "Standard Specifications for Highway Construction," PCA regulations and City of Minneapolis ordinances governing noise, dust, runoff and disruption of access. Access to Minnehaha Park will be maintained during construction.
15. Trees and shrubs, including snags, beyond the construction limits will be preserved.
16. Construction related damage to trees and shrubs will be immediately repaired.
17. Selected plantings will be used to benefit songbirds and other wildlife.
18. There will be a restricted use of the deicing salt consistent with continuing to provide safe driving conditions for motorists.
19. Salt-tolerant vegetation will be used for seeding and replanting programs in areas where vegetation will be subject to salt spray.
20. A spill contingency plan will be prepared.
21. During construction, exposure of bare soil will be minimized; bare soil will be mulched and sediment traps and berms will be utilized to minimize erosion.

6.4 HISTORIC SITE: R.F. JONES HOUSE

Historic sites have been inventoried and an analysis of impacts has been made under the provisions of Section 106 of the National Historic Preservation Act of 1966 and Executive Order 11593. One property has been identified as being eligible for Section 106 review and also subject to Section 4(f) involvement. This property is the R.F. Jones House, located on Minnehaha Parkway near Hiawatha Avenue.

Figure 6-2 shows the location of the Jones House in relation to the project alternatives. An illustration of the Jones House is shown in Figure 7-1 in the DEIS.

6.4.1 Site Description

This replica of the Longfellow House in Cambridge, Massachusetts was built by R.F. "Fish" Jones on property beside Minnehaha Park which he had purchased from the heirs of Franklin Steele. The house was built sometime after he bought the property for his Longfellow Gardens and Zoo in 1906. It was the second replica of the Longfellow House in Minneapolis, the first being built in 1888. This ten-room, two-story Georgian house has a full attic and basement. The foundation is limestone and concrete. The overall dimensions are 62 by 28 feet. Green asphalt shingles cover the roof and

green shutters are mounted at the windows. The clapboard walls are painted yellow and the trim white. The structure is in good condition although it has been vacant since the library was removed in 1967. The MPRB is preserving the house but has yet to decide on an appropriate use for it.

Longfellow Gardens and the R. F. Jones House adjacent to the northwest corner of Minnehaha Park were acquired by the MPRB in 1936. Jones had agreed to donate the property to the Park Board in 1924 on the condition that he and his heirs be left in possession for ten years. After his death in 1930, his heir contested the donation. After litigation, the Park Board incorporated the area into its system. It was preserved as a branch library until 1967.

6.4.2 Activities and Use

Presently, the R.F. Jones house is not open for public use.

A local neighborhood group has organized to raise funds to maintain the House; the group recently conducted a fund-raising project to cover the cost of reshingling the house. Other activities are proposed to provide additional funds for exterior and interior maintenance and rehabilitation.

6.4.3 Relationship to Similarly Used Land

The Jones house is part of the Minnehaha Historic District, which includes Minnehaha Depot, Minnehaha Park, Minnehaha Falls and the John H. Stevens House. Other units in the district were discussed in the Section 106 Preliminary Case Report which was part of the DEIS.

6.4.4 Access

Access to the building is from a drive connected to Minnehaha Parkway near Hiawatha Avenue.

6.4.5 Location and Amount of Taking

The Jones House would be affected by Alternatives 1, 2 and 4, as shown on Figure 6-2. The construction of the preferred alternative will require the relocation of the Jones House.

6.4.6 Ownership

The R.F. Jones House is under the ownership of the Minneapolis Park and Recreation Board (MPRB).

6.4.7 Potential Adverse Effects

The removal and relocation of the Jones House would constitute an adverse effect in that the original relationship between the Jones House and Longfellow Gardens would be altered. The relocation of a building within a historic district is an adverse effect.

In compliance with the requirements of Section 4(f), a thorough and complete analysis was made regarding the effects of the selected alternative of the R.F. Jones House.

Several criteria were taken into consideration in the design of the roadway alternatives through Minnehaha Park. These criteria included a request by the Minneapolis Park and Recreation Board to minimize the physical impacts of the roadway on the park, to provide a covered roadway throughout a portion of park, to provide physical continuity by linking Minnehaha Park and Minnehaha Parkway, to provide adequate cover over the bridge without significantly disrupting the visual character of the park, and to minimize the impacts on parkland. Given these criteria as the basis for roadway design through the park, certain impacts on portions of the park would be unavoidable. The object of roadway design was to minimize park impacts and impacts on other features within the Minnehaha historic district yet to provide a roadway which will unify the Park and Minnehaha Parkway, which are currently divided by Hiawatha Avenue.

Initially, the Jones House was part of a horticultural and zoological garden featuring numerous flowerbeds and a variety of penned animals. Small ponds and a variety of paths meandered throughout Longfellow Gardens. No longer present on the site are the entrance building which featured two towers and a greek-like temple porch, the zoo house and numerous trees, paths and small bridges. Today all that remains of the former Longfellow Gardens is a statue of Longfellow and the Jones House itself. The surroundings of the house do not resemble the original features in which the house was established.

Also, upon completion of the covered roadway, the topography of Longfellow Gardens will be altered considerably from its present character. This alteration will have no significant impact because the garden area as it presently exists does not retain any of its earlier character.

Several options were considered for minimizing or eliminating the impact of the roadway upon the R.F. Jones House. The first option considered was to modify the covered roadway alignment to prevent encroachment of the covered roadway fill upon the areas surrounding the Jones House. This option was rejected because relocation of the roadway would have brought it in closer proximity to the major park attraction, Minnehaha Falls, and the major use area of Minnehaha Park. This realignment would have significantly disrupted use by the public because the roadway would have been brought closer to the core area of the park, resulting in increased noise levels plus the introduction of berms and noise walls into a visually sensitive area. Furthermore, to avoid the house, this alignment would have been shifted closer to Minnehaha Depot, resulting in the need to construct noise walls less than 50 feet from the depot. Both the Minnesota Historic Society and the Minneapolis Park and Recreation Board have indicated that the presence of noise walls closer than 50 feet to Minnehaha Depot are unacceptable. Also, in order to completely avoid an impact on the Jones House, it would have been necessary to utilize additional parkland for right-of-way purposes and to acquire an established motel. An important part in the design of Hiawatha Avenue through Minnehaha Park was to utilize

existing right-of-way to the greatest extent possible and to minimize the amount of parkland acquisition required. Complete avoidance of the R.F. Jones House was in conflict with that desired objective.

Another option examined included shifting the roadway slightly to minimize park disruption. This option would require retaining walls on two sides around the house. These retaining walls would be approximately 8-10 feet in height. Presently, the Jones House is vacant and some interested individuals are seeking ways to put the house to adaptive reuse. With retaining walls on two sides of the house, it would be difficult to provide parking and access; rehabilitation and adaptive reuse of the house would be difficult if not impractical.

Given these impacts as a result of slight modifications in roadway alignment, two choices remained; allow the house to remain in the same location, but raise it to a different elevation upon completion of the covered roadway or to relocate the house elsewhere in Longfellow Gardens or to a different portion of Minnehaha Park.

The house is directly in the right-of-way of proposed Hiawatha Avenue and consequently must be moved in order for construction to proceed. Upon completion of construction, the house could be returned to its original location but at a higher elevation, essentially over the top of the covered roadway. This option is undesirable for several reasons. Since it would be difficult to reach the house, adaptive reuse might be discouraged. No parking would be available nearby. Also, placing the house on top of the covered roadway could create problems in the design, operation and management of the covered roadway.

Relocation of the house elsewhere in Longfellow Gardens was also considered. Consideration for preservation and adaptive reuse of the house necessitated the availability of nearby parking to encourage use. Relocation of the house elsewhere in Longfellow Gardens would have made parking a problem. It would be difficult justify rehabilitation of the house for alternative uses if the house is inaccessible to nearby roads. Also, buildings are often subjected to vandalism when removed from central use areas. Moving the house elsewhere in Longfellow Gardens would result in the house being hidden from view and make policing of the property difficult.

The last option to be considered and the one which is recommended is to relocate the Jones House to another portion of Minnehaha Park.

The MPRB and MHS both agree that the best option for the preservation and rehabilitation of the Jones House is relocation to another site within Minnehaha Park. Relocation would provide opportunities for adaptive reuse and for historic interpretation of the significance of the House and its relationship to Minnehaha Park and to Longfellow Gardens and Zoo.

In conclusion, because there are no alternatives to complete avoidance of parkland, tradeoffs must be made between additional parkland impacts versus impacts upon the Jones House. Given the fact that relocation of the road-

way to avoid disrupting surroundings around the Jones House would significantly disrupt and impact Minnehaha Falls and the major park activity center, plus the fact that the surroundings of the Jones House have been significantly altered over the past several decades, the preferred option is to construct the roadway as shown in the preferred alternative and consider relocating the Jones House to an alternative location within Minnehaha Park.

6.4.8 Alternatives to the Use of 4(f) Property

Selection of Alternative 5 (No-Build) would avoid impacts on the Jones House.

6.4.9 Measures to Minimize Harm

To mitigate potential impacts due to construction of any of the build alternatives, the Jones House would be relocated within Minnehaha Park. Relocation of the House would be to a compatible environment. The historic relationship between Longfellow Lagoon and the Jones House would be a consideration in determining the new location for the House. The specific site chosen for relocation would be with the approval of the State Historic Preservation Officer and the Minneapolis Park and Recreation Board. Photographic documentation of the house in its original location would be made.

6.5 COORDINATION

Issues relating to potential Section 4(f) impacts were identified early in the project. Through the use of technical reports, meetings and correspondence, all significant issues were ultimately resolved to the satisfaction of all parties concerned. Table 6-1 summarizes the significant coordination steps which were taken throughout the EIS process regarding the Section 4(f) property.

6.6 CONCLUSION

Based upon the consideration of the various alternatives for the reconstruction of Hiawatha Avenue, it was determined that there is no prudent and feasible alternative to the use of land from the Section 4(f) property and that the proposed action includes all possible planning to minimize harm to the Section 4(f) property resulting from such use.

TABLE 6-1

SUMMARY OF 4(f) COORDINATION

Date	Event
1. December 10, 1979 -	Received legal descriptions of lands acquired with HUD funds.
2. January 9, 1980 -	Received information from Minneapolis Park and Recreation Board (MPRB) about Minneapolis parks located in the TH 55 project area.
3. February 14, 1980 -	Letter from Minnesota State Planning Agency, (SPA) Office of Local and Urban Affairs describing park projects in Hiawatha Avenue Corridor funded in part by federal and state grants.
4. August 4, 1980 -	Letter of comment from SPA regarding alternative improvements for Hiawatha Avenue.
5. August 8, 1980 -	Letter from Department of Housing and Urban Development (HUD) identifying HUD-managed properties within the project area.
6. January 28, 1981 -	Minneapolis Park and Recreation Board presented list of conditions regarding construction of TH 55 through Minnehaha Park to Hiawatha Avenue Task Force meeting.
7. July 7, 1981 -	Letter from Department of Interior (DOI) agreeing to act as a cooperating agency for the planning of improvements to TH 55.
8. July 9, 1981 -	Letter from MPRB stating that they would continue to be involved in the reviews of plans and other elements of the EIS process.
9. August, 1981 -	Publication of Technical Report No. 19, describing Minneapolis City Parks within the project corridor, including size, location, use and facilities present.
10. August 20, 1981 -	Received comments and corrections to Technical Report No. 19 from MPRB.
11. August 26, 1981 -	Comments from the Minnesota Historical Society regarding potential project impacts on historical properties within Minnehaha Park.
12. December 16, 1981 -	Comments from Minnesota Historical Society (MHS) specifying the need to perform an archeological survey in the area where TH 55 connects with CSAH 62.
13. June 4, 1982 -	Review comments from MHS regarding the Section 4(f) and Section 106 Preliminary Case Report for historical properties within the project corridor.
14. April 13, 1983 -	Letter commenting on DEIS from MHS expressing concerns about proximity of noise wall to Minnehaha Depot.
15. April 13, 1983 -	Letter from MPRB community on DEIS and expressing concern about proximity of noise wall to Minnehaha Depot, potential relocation of the Jones (Longfellow) House replacement parklands and length of the covered roadway.
16. April 26, 1983 -	Letter of comment on DEIS by DOI expressing concern about distance of noise barrier from Minnehaha Depot and for further details about covered roadway.
17. May 26, 1983 -	Letter from Advisory Council on Historic Preservation commenting on draft EIS and requesting thorough exploration of all alternatives to avoid impacting the Falls or Minnehaha Depot.
18. June 27, 1983 -	Meeting with MPRB, Minnesota Department of Transportation (Mn/DOT), MHS, and Federal Highway Administration (FHWA) to discuss mitigation of impacts of noise wall on Minnehaha Depot.
19. January 5, 1984 -	Meeting with MPRB, MHS, Mn/DOT and FHWA to discuss replacement parklands in Minnehaha Park, relocation of Longfellow House and measures to minimize and mitigate impacts on parklands and historical resources.

7.0 SECTION 106 INVOLVEMENT

The Hiawatha Avenue Corridor includes historic properties protected by Section 106 of the National Historic Preservation Act of 1966, as amended. Pursuant to the requirements of this legislation, a Section 106 Preliminary Case Report on these properties was prepared; the report was included as Section 7.0 of the DEIS prepared for the Hiawatha Avenue Location and Design Study.

The project will comply with Section 106 requirements, as documented in the following letters from the Minnesota Historical Society, and the Memorandum of Agreement between the Minneapolis Park and Recreation Board, the Minnesota Department of Transportation, the Minnesota State Historic Preservation Officer, and the Advisory Council on Historic Preservation.



FOUNDED IN 1849

MINNESOTA HISTORICAL SOCIETY

690 Cedar Street, St. Paul, Minnesota 55101 • (612) 296-6126

2 December 1983

Mr. C.P. Kachelmyer
Preliminary Design Engineer
Department of Transportation
Room 612H - Transportation Building
St. Paul, Minnesota 55155

Dear Mr. Kachelmyer:

RE: Project Development Report Supplement
(Technical Report No. 24, April 1982)
Minn. Proj. IDF 022-1(72)
S.P. 2724-87 and 2725-43 (TH 55)
Hennepin County Proj. 8115, SP 27-662-41
Hiawatha Avenue (TH 55) and CSAH 62
(Crosstown Highway)
From 46th Ave. So. to TH 55
Hennepin County, MN

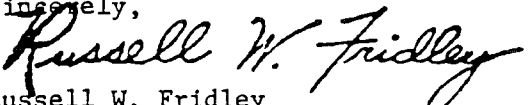
MHS Referral File Number: J485, N21, S23, K740
(PLEASE REFER TO THIS NUMBER IN
ALL FUTURE CORRESPONDENCE)

Thank you for the opportunity to review and comment on the above project. It has been reviewed pursuant to responsibilities given the State Historic Preservation Officer by the National Historic Preservation Act of 1966 and the Procedures of the National Advisory Council of Historic Preservation (36CFR800).

This review reveals the location of no known sites of historic, architectural, cultural, archaeological, or engineering significance within the area of the proposed project. There are no sites in the project area which are on the National Register or eligible for inclusion on the National Register, and, therefore, none which may be affected by your proposal.

Again, thank you for your participation in this important effort to preserve Minnesota's heritage.

Sincerely,


Russell W. Fridley
State Historic Preservation Officer

cc: Les Peterson, MHS Archaeologist

Frank Svoboda
BRW
2829 University Ave. S.E.
Minneapolis, MN 55414

Advisory
Council On
Historic
Preservation

The Old Post Office Building
1100 Pennsylvania Avenue, NW, #809
Washington, DC 20004

APR 23 1984

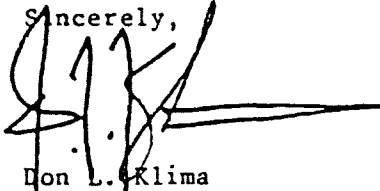
Mr. Roger Borg
Division Administrator
Federal Highway Administration
Suite 490, Metro Square Building
7th & Roberts Streets
St. Paul, MN 55101

Dear Mr. Borg:

The enclosed Memorandum of Agreement has been ratified by the Chairman of the Council. This document constitutes the comments of the Council required by Section 106 of the National Historic Preservation Act and the Council's regulations. A copy of the ratified Agreement has also been sent to the Minnesota State Historic Preservation Officer.

On behalf of the Chairman, we commend your efforts in developing this project and appreciate the responsive manner in which your agency has planned for historic values. We look forward to working with you on future projects.

Sincerely,



Don L. Klima
Chief, Eastern Division
of Project Review

Enclosure

Memorandum of Agreement
TH 55, Hiawatha Avenue
From 59th Street South to
Franklin Avenue
Minneapolis, Minnesota

Whereas, the Minnesota Department of Transportation and the City of Minneapolis have proposed to construct TH 55, Hiawatha Avenue from 59th Street South to Franklin Avenue in Minneapolis; and

Whereas, the Federal Highway Administration (FHWA), proposes to assist funding the construction of Hiawatha Avenue; and,

Whereas, the Federal Highway Administration has determined that construction of Hiawatha Avenue will have an effect upon the Minnehaha Falls Historic District, including the Minnehaha Depot (Princess Station) and the R. F. Jones House which are included in the National Register of Historic Places; and,

Whereas, the FHWA has requested comments of the Advisory Council on Historic Preservation pursuant to Section 106 of the National Historic Preservation Act (16 U.S.C. 470) and its implementing regulations, "Protection of Historic and Cultural Properties" (36 CFR Part 800),

Now, therefore, the FHWA, the Minnesota State Historic Preservation Officer (SHPO) and the Advisory Council on Historic Preservation agree that the undertaking shall be implemented in accordance with the following stipulations in order to take into account the effect of the undertaking on the historic properties.

Stipulations

The FHWA will insure that the Minnesota Department of Transportation and the City of Minneapolis include the following mitigations in the undertaking:

1. Minnehaha Depot
 - a. Construction of a design concept which will provide for a distance of approximately 50 feet between the Depot and the noisewall along Hiawatha Avenue. The height of the noise wall will be approximately 8.5 feet which is needed to reduce L_{10} noise levels to 70 dBA adjacent to the Depot. Materials selected for construction of the wall will be submitted to the SHPO and the Minneapolis Park and Recreation Board (MPRB) for review and comment. The wall materials should be complementary to the Depot and Minnehaha Park.
2. R. F. Jones (Longfellow House)
 - a. The MPRB and the SHPO will be contacted prior to the relocation of the R. F. Jones House to assure that the proposed relocation site will maintain the historic relationship between Longfellow Lagoon and the Jones House. Both MPRB and SHPO approval of the relocation site will be required.

- b. Before the Jones House is removed from its current location, the Historic American Buildings Survey/Historic American Engineering Record (HABS/HAER) shall be contacted and such documentation of the Jones House in its current setting and context as requested by HABS/HAER shall be provided.
 - c. The Jones House will be moved in accordance with recommended approaches in the Department of Interior's Moving Historic Buildings in consultation with the SHPO and the MPRB by a professional mover who has the capability to move the historic structures properly.
 - d. Within 90 days after the move, the SHPO shall reevaluate the Jones House on its new site and make a recommendation to the Secretary of the Interior as to its continued inclusion in the National Register.
3. Minnehaha Falls Historic District
- a. Detailed construction plans will be submitted to the SHPO and the MPRB for the section of Hiawatha Avenue within the boundaries of the Historic District for review and comment. To the extent practicable, all SHPO and MPRB comments will be incorporated into final design.
 - b. Archeological monitoring of the Longfellow Gardens area and of other areas as determined from the SHPO review of detailed design plans will take place during roadway construction activities, such as excavation, which could result in uncovering of currently unknown archeological resources. All archeological monitoring will be conducted by or done under the supervision of a person meeting the appropriate qualification standards set forth in the Department of Interiors Professional Qualification Standards.
 - c. Selection and choice of materials for landscape treatment of the Noise Wall and the covered roadway will be developed through consultation with the SHPO and the MPRB. To the extent practicable, SHPO and MPRB comments and recommendations will be incorporated into the final design and construction of Hiawatha Avenue.
 - d. Construction activities will be undertaken in compliance with Mn/DOT Standard Specifications 1717, Air and Water Pollution, and 1803.5, Erosion Control, to avoid any adverse impact on Minnehaha Creek or Falls due to soil erosion.
4. Other areas within the project limits
- a. Archeological monitoring of the open field near County Road 62 will take place during construction because of the potential for discovering artifacts associated with the early use of Fort Snelling, located about one mile to the southeast.
 - b. Proposed locations, design, and specifications of LRT Stations in the downtown area will be submitted to SHPO for review and comment.

5. Any issues that have not been satisfactorily resolved through the review and comment process outlined in Stipulations 1 through 4, will be forwarded to the ACHP for review and comment prior to any action taking place which will impact that issue. FHWA will assure that full consideration is given to resulting ACHP comments prior to continuing with the project.

Execution of this Memorandum of Agreement evidences that the Federal Highway Administration has afforded the Advisory Council on Historic Preservation a reasonable opportunity to comment on the proposed construction of Hiawatha Avenue and its effects on Historic Properties and that the Federal Highway Administration has taken into account the effects of this project on historic properties.

James E. H. John 3/19/84
District Engineer, FHWA Date

Russell W. Fiedler 3/11/84
Minnesota Historic Preservation Officer Date

Robert Sawyer April 12, 1984
Executive Director, ACHP Date

Alexander Albright 4/16/84
Chairman, ACHP Date

Concur: Ferry Smith 3/7/84
Minneapolis Date

Concur: [Signature] 3/7/84
Minneapolis Park and Recreation Board Date

Concur: F. C. Marshall 3/12/84
Mn/DOT Date

8.0 APPENDIX

8.1 COMMISSIONER'S DECISION

The following letter and attachment documents the decision by the Commissioner of Transportation to select Alternative 4 as the preferred alternative for the reconstruction of TH 55.



Minnesota
Department of Transportation
Transportation Building
St. Paul, Minnesota 55155

~~M. I. GOLDBERG~~
JUL 27 1983

Office of Commissioner

RECEIVED
JUL 26 1983

(612) 296-3000

July 19, 1983

DEPT. OF PUBLIC WORKS

Mr. Perry D. Smith, P.E.
City Engineer - Director of Public Works
City of Minneapolis
Minneapolis, MN 55415

Re: 315 - S.P. 2724-87 (T.H.55)
Hiawatha Avenue

Dear Mr. Smith:

I am pleased to advise you that Alternative No. 4 as documented in the Draft Environmental Impact Statement (DEIS) for this project has been selected as the preferred alternative for preparing the Final Environmental Impact Statement. As lead agency, the city may proceed with the project development process in accordance with Mn/DOT's Action Plan and the FHWA's project development requirements.

Alternative No. 4 has a number of sub-alternatives associated with it. Sub-alternative 4a is preferred for traversing Minnehaha Park and either sub-alternative 4d or 4e is acceptable for the Minneapolis CBD north light rail transit (LRT) terminus. For the southerly LRT terminus, sub-alternative 4g (Airport Terminal) is preferred to be used for conceptual design with sub-alternative 4h (Metropolitan Stadium Site) warranting additional study.

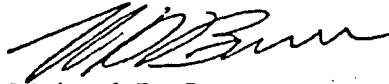
I have attached a proposed time schedule of major activities thru opening the facility to traffic and completion of construction. This schedule assumes that sufficient funding resources will become available. At this time, a source of funds has yet to be identified to complete the detail design activity of this project.

Before Mn/DOT can program the construction of the roadway portion of this project, additional funds have to be made available. I would ask that the city take a lead role in pursuing and securing creative funding at both the Federal and State levels.

Mr. Perry D. Smith
July 19, 1983
Page Two

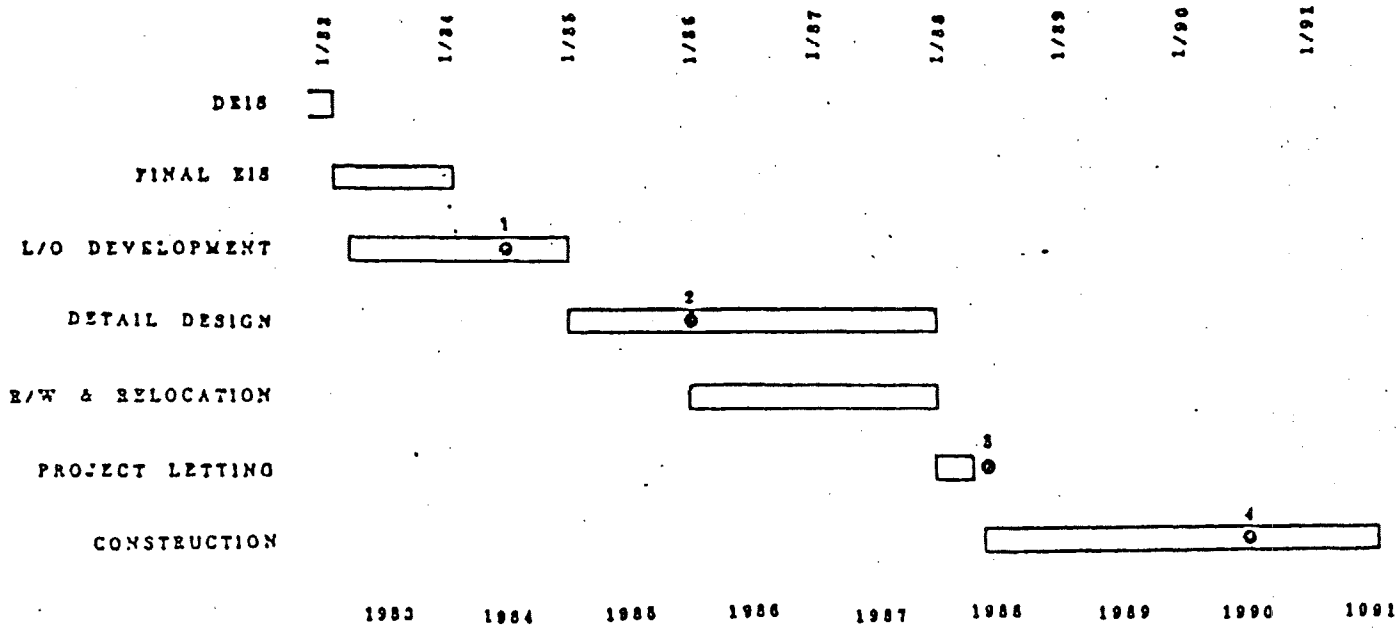
I am confident that our combined efforts in this endeavor will culminate in the upgrading of the Hiawatha Avenue corridor.

Sincerely,



Richard P. Braun
Commissioner

Attachment:



- 1. DSR Approval
- 2. Complete Construction Limits
- 3. Award Contract
- 4. Roadway Open to Traffic

T.H. 55 Hiawatha Avenue in Minneapolis
 TIME SCHEDULE

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