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# Minnesota Department of Highways

# Final

# Environmental Impact Statement

# For

# I-94 in Minneapolis and Brooklyn Center

# located from T.H. 12/394 to T.H. 152

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STATE OF MINNESOTA

2a
Interstate Highway 94

From US 12/I-394

To TH 152

In Minneapolis and Brooklyn Center

Hennepin County

Minnesota Project I-94-3 ( )

State Projects 2781-09, 2786-01

2b
ADMINISTRATIVE ACTION

FINAL

ENVIRONMENTAL IMPACT STATEMENT.

1a
The State of Minnesota

1b
Department of Highways

Submitted pursuant to Minnesota Statutes 116D.01 et seq.

2c
November 1, 1976
Date

Frank D. Marzitelli, Commissioner
Minnesota Department of Highways

2d. Doc. 1070/76

3 404 p. : ill., maps.

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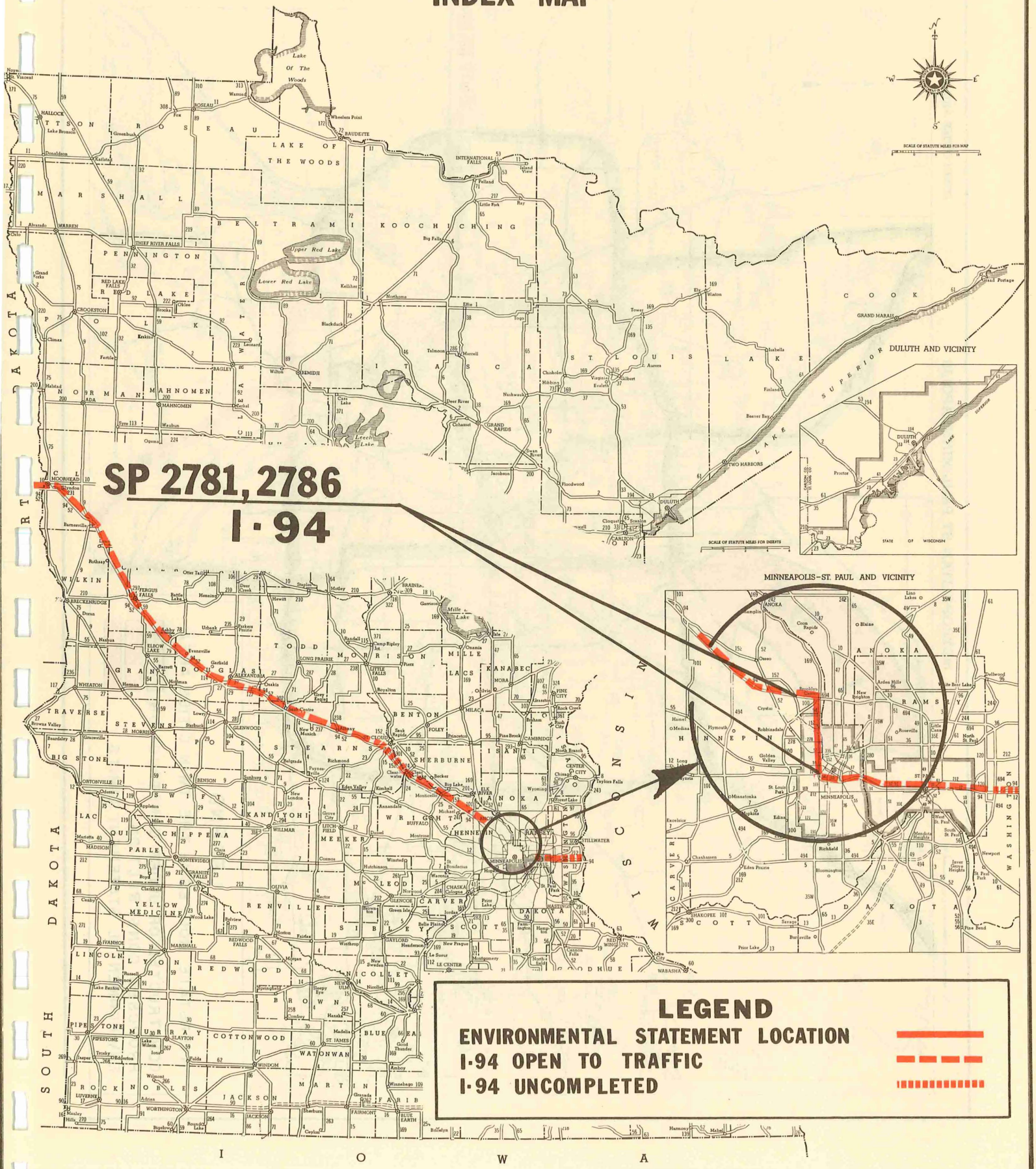
## ABBREVIATIONS USED IN THIS STATEMENT

| | |
|---|---|
| ADT | Average Daily Traffic |
| CBD | Central Business District |
| CEQ | Council on Environmental Quality |
| CO | Carbon Monoxide |
| dBA | Decibels Measured on the "A" Scale |
| DEIS | Draft Environmental Impact Statement |
| EPA | United States Environmental Protection Agency |
| FEIS | Final Environmental Impact Statement |
| FHWA | Federal Highway Administration |
| I- | Interstate Highway Route |
| MDNR | Minnesota Department of Natural Resources |
| MHD | Minnesota Department of Transportation/Minnesota Highway Department |
| MHRA | Minneapolis Housing and Redevelopment Authority |
| MHS | Minnesota Historical Society |
| MPCA | Minnesota Pollution Control Agency |
| MPRB | Minneapolis Parks and Recreation Board |
| MTC | Metropolitan Transit Commission |
| n/a | not available, not applicable |
| NCHRP | National Cooperative Highway Research Program |
| NEPA | National Environmental Policy Act |
| ppm | parts per million |
| R/W | Right-of-Way |
| SHPO | State Historic Preservation Officer |
| SMSA | Standard Metropolitan Statistical Area |
| SPAR | Systems Planning and Analysis Report |
| TH | Minnesota Trunk Highway |
| US | United States Highway Route |

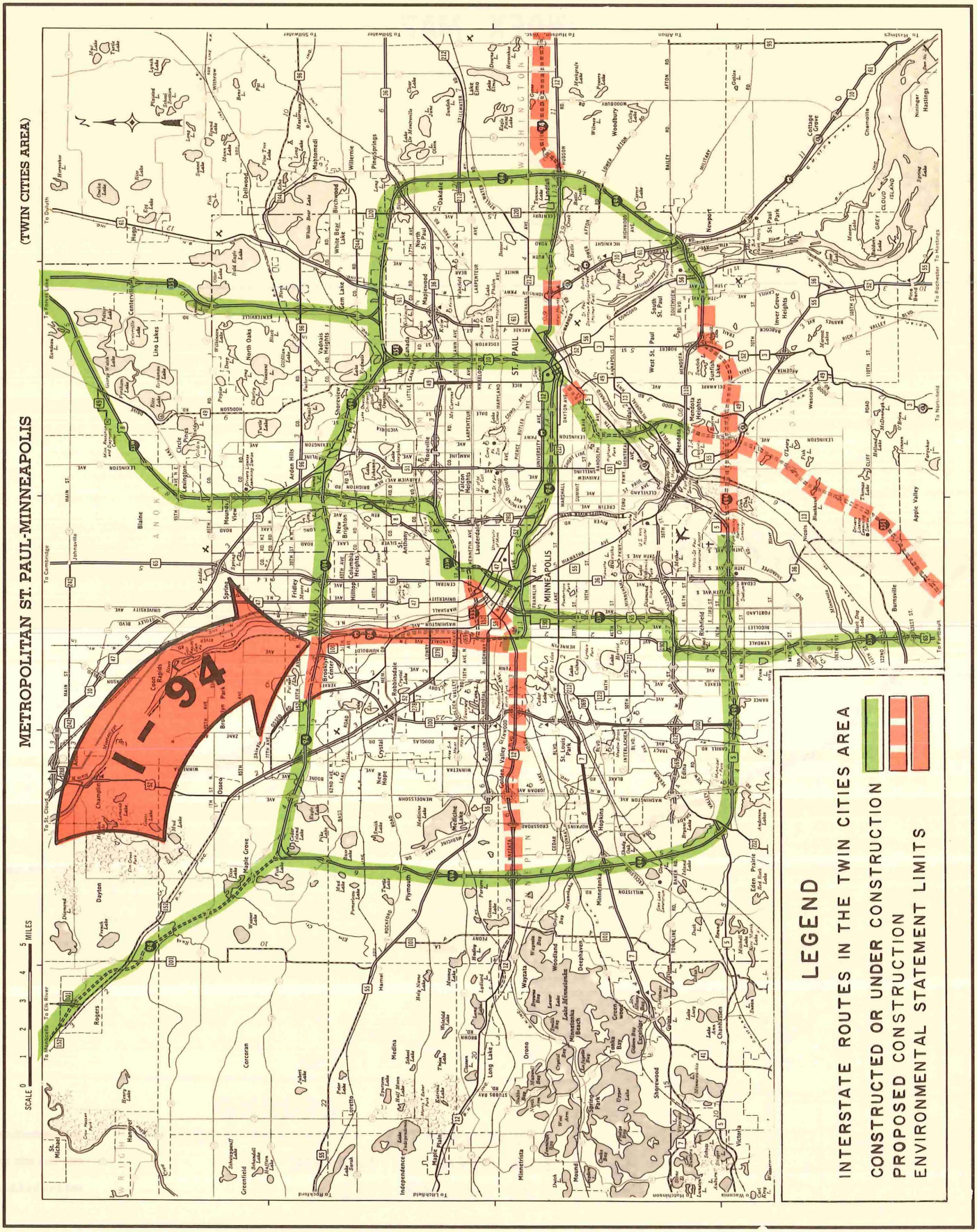
STATE OF MINNESOTA
DEPARTMENT OF HIGHWAYS

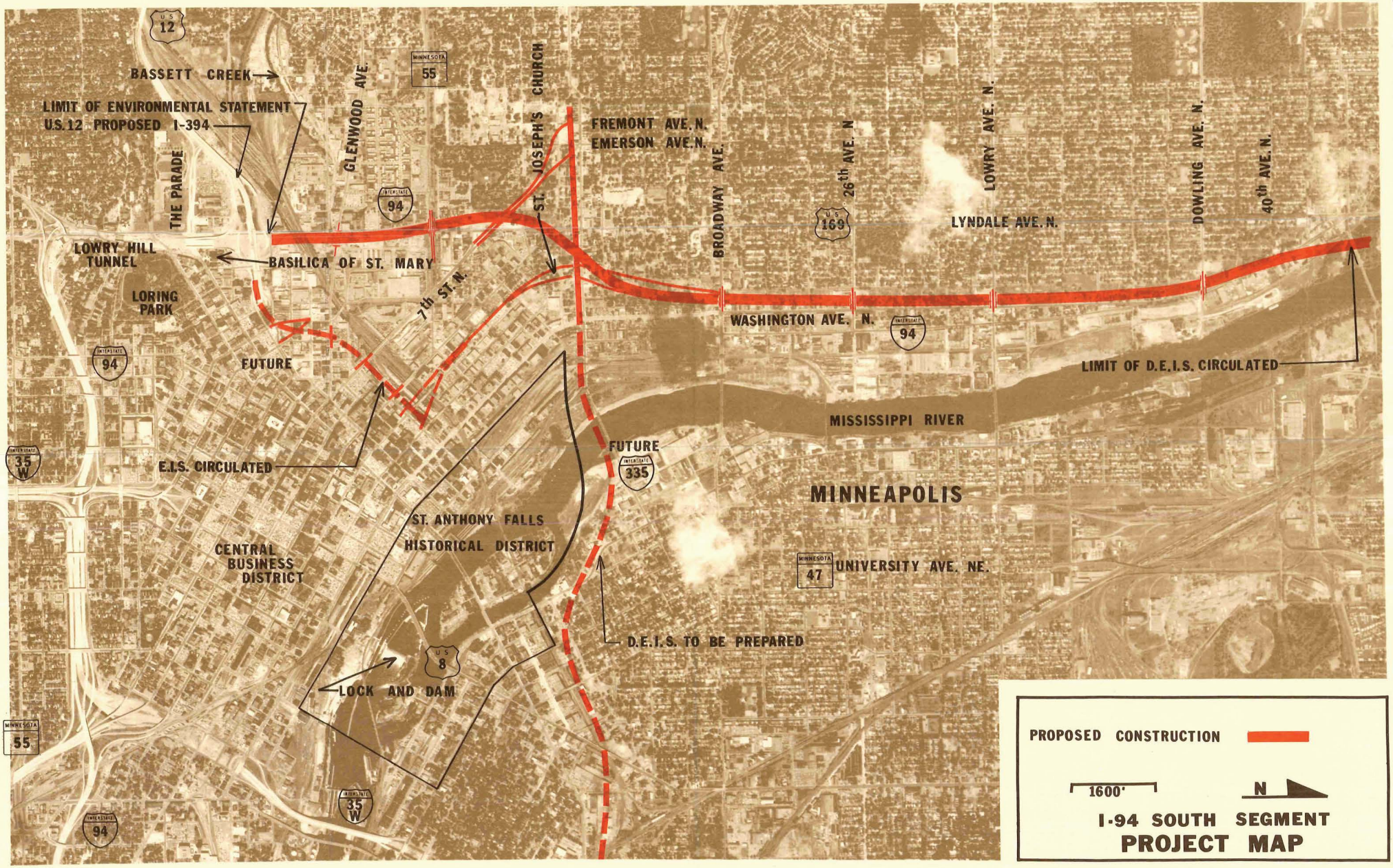
# INDEX MAP

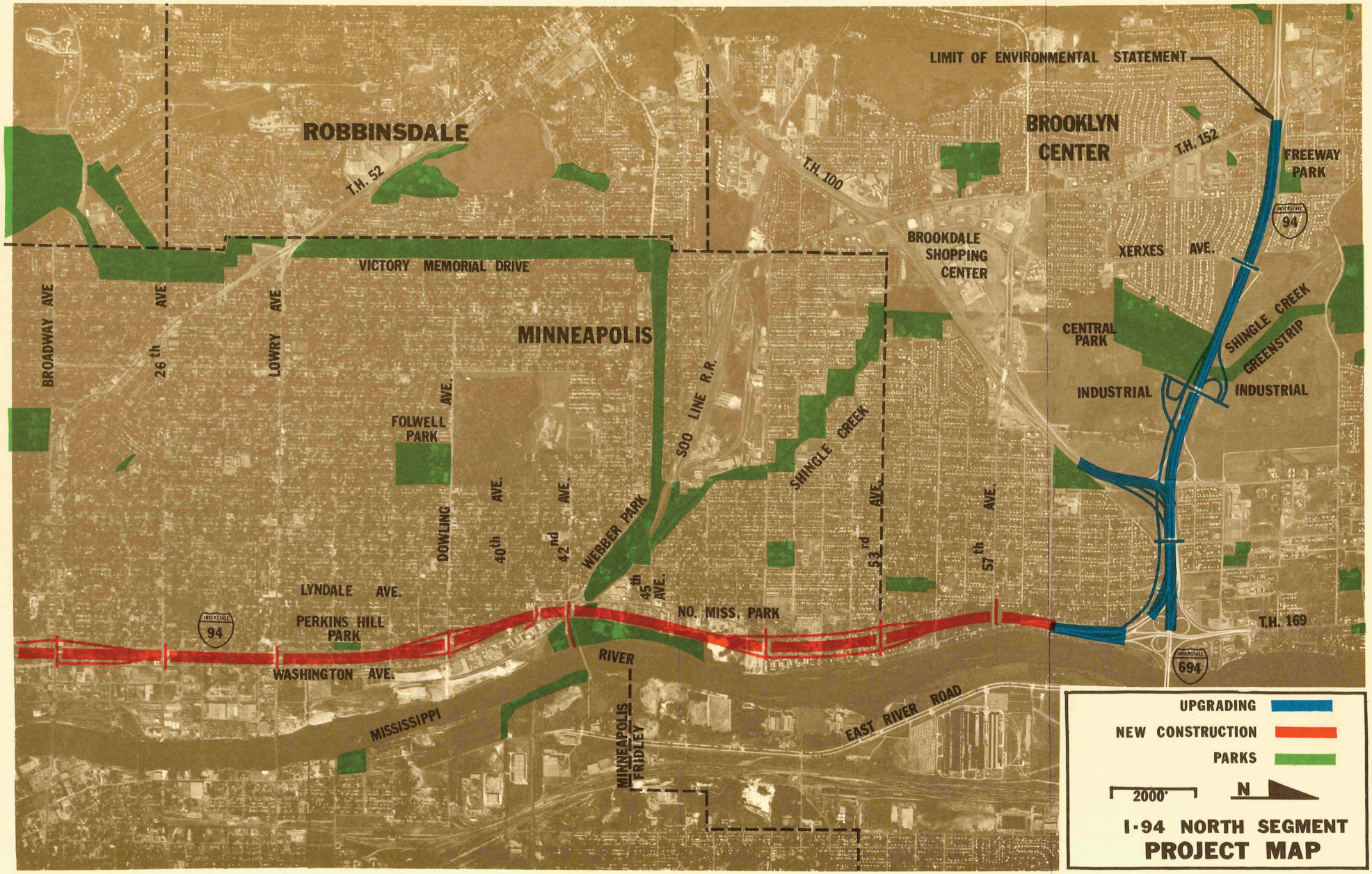



Base prepared By Transportation And Transit Planning And Programming Division Revised January 1, 1971

# LOCATION MAP




BASSETT CREEK
LIMIT OF ENVIRONMENTAL STATEMENT
U.S.12 PROPOSED I-394
THE PARADE
GLENWOOD AVE.
ST. JOSEPH'S CHURCH
FREMONT AVE. N.
EMERSON AVE. N.
BROADWAY AVE.
26th AVE. N
LOWRY AVE. N.
DOWLING AVE. N.
40th AVE. N.
LYNDALE AVE. N.
LOWRY HILL TUNNEL
BASILICA OF ST. MARY
LORING PARK
7th ST. N.
WASHINGTON AVE. N.
LIMIT OF D.E.I.S. CIRCULATED
FUTURE
MISSISSIPPI RIVER
E.I.S. CIRCULATED
FUTURE
MINNEAPOLIS
ST. ANTHONY FALLS
HISTORICAL DISTRICT
CENTRAL
BUSINESS
DISTRICT
UNIVERSITY AVE. NE.
D.E.I.S. TO BE PREPARED
LOCK AND DAM
PROPOSED CONSTRUCTION
1600'
N
I-94 SOUTH SEGMENT
PROJECT MAP


LIMIT OF ENVIRONMENTAL STATEMENT
ROBBINSDALE
T.H. 52
T.H. 100
BROOKLYN CENTER
T.H. 152
FREEWAY PARK
INTERSTATE 94
BROOKDALE SHOPPING CENTER
XERXES AVE.
VICTORY MEMORIAL DRIVE
BROADWAY AVE
26th AVE
LOWRY AVE
MINNEAPOLIS
SOO LINE R.R.
SHINGLE CREEK
CENTRAL PARK
GREENSTRIP
INDUSTRIAL
INDUSTRIAL
FOLWELL PARK
DOWLING AVE.
40th AVE.
42nd AVE.
WEBBER PARK
53rd AVE.
57th AVE.
LYNDALE AVE.
45th AVE.
NO. MISS. PARK
PERKINS HILL PARK
INTERSTATE 94
T.H. 169
INTERSTATE 694
WASHINGTON AVE.
RIVER
MISSISSIPPI
MINNEAPOLIS FRIDLEY
EAST RIVER ROAD
UPGRADING
NEW CONSTRUCTION
PARKS
2000'
N
I-94 NORTH SEGMENT
PROJECT MAP

SUMMARY

Federal Highway Administration
Environmental Statement
( ) Draft (X) Final
(X) Section 4(f) Statements Attached

For additional information concerning the proposal and this statement, contact:

District Engineer, Minnesota Highway Department
District 5, 2055 North Lilac Drive
Golden Valley, MN 55422 Telephone (612)-545-3761, ext. 32

Division Administrator, Federal Highway Administration,
Suite 490 Metro Square Building
St. Paul, MN 55101 Telephone (612)-725-7001

## Description of Proposed Action

The proposed Federal Highway Administration (FHWA) action is the participation, with funds administered by the FHWA, in the construction/reconstruction of a segment of I-94 between inplace I-94 at US 12/I-394 on the west side of the Minneapolis Central Business District (CBD), and TH 152 in Brooklyn Center. The length of new construction is 6.2 miles and the length of reconstruction is 1.8 miles.

Because of differences in project development timing, land usage, and neighborhood characteristics, the proposed construction was discussed in two separate Draft Environmental Impact Statements (DEIS). Based in part on the comments received on those DEIS's, they have been combined to produce a Final Environmental Impact Statement (FEIS) covering the entire action.

The highway facility proposed for new construction will consist of an eight-lane freeway built to urban freeway standards. Five interchanges are proposed for this segment. The design includes transit-related features.

The 1.8 miles of inplace I-94 proposed for upgrading is a four-lane freeway built in 1964-65. Upgrading proposed includes lane additions, modification of existing interchanges with TH 169/I-694/proposed I-94 and with TH 100, and the elimination of a partial interchange with Xerxes Avenue. An additional interchange to connect I-94 with Shingle Creek Parkway, a local collector street serving two industrial parks, is also proposed.

## Actions Required by Other Federal Agencies

The proposed action includes a cooperative drainage plan between the Corps of Engineers, the Bassett Creek Flood Control Commission, and the FHWA/MHD (Minnesota Highway Department). This drainage alternative, involving relocation and reconstruction of an existing storm water tunnel to carry Bassett Creek into the Mississippi River, will require permits from the Corps of Engineers and the Minnesota Department of Natural Resources (MDNR).



STATE OF MINNESOTA

A Section 404 permit from the Corps of Engineers will be required to allow the placement of highway fill within the Mississippi River floodplain.

## Environmental Impacts

The proposed improvement will provide a high capacity transportation facility to serve both inter- and intra-state travel. The new construction will provide one of the last links in the proposed Minneapolis-St. Paul metropolitan area freeway system. Proposed I-94 generally parallels the west bank of the Mississippi River and has been located to enhance neighborhood cohesion. The upgrading proposed will improve capacity and safety and will provide improved access to neighboring land uses. Transit-related improvements include preferential treatment of buses in mixed traffic. The proposed undertaking directly implements certain policies and recommendations expressed by the Metropolitan Council in their 1975 Metropolitan Transportation Development Guide-Policy Plan for an orderly and economic development of the metropolitan area.

Adverse impacts anticipated are: the use of parklands in both Minneapolis and Brooklyn Center, the displacement of dwelling units and businesses, increased noise levels, and the disruption of Shingle Creek because of a channel change. The extent of each of these impacts varies depending on the alternative selected.

## Alternatives

The only major alternative to the proposed action is the do-nothing alternative. Several alternate corridors studied in the past are no longer under consideration. Several alternative alignments in the immediate area of parklands have been studied in an effort to avoid the use of public parklands.

## Status

Location public hearings were held on March 12, 1957, and June 23, 1958. The FHWA approved the locations of various segments in 1958, 1959, 1960, and 1961.

A design public hearing on the proposal from US 12 to 40th Avenue North was held on April 21, 1971. The DEIS (FHWA-Mn-EIS-75-01-D) for this portion of I-94 was mailed to the Council on Environmental Quality (CEQ) and circulated for comments on March 6, 1975.

Design hearings on the proposal north of 40th Avenue North were held on April 24 and 25, 1972. The DEIS (FHWA-Mn-EIS-72-02-D) for I-94 from 40th Avenue North to TH 152 was mailed to the CEQ and circulated for comments on March 17, 1972. A FEIS was prepared in September, 1973, but was returned by the FHWA for inclusion of additional information relative to Section 4(f) lands and for other corrections. Preliminary Section 4(f) Statements were circulated in February and May, 1976, and comments received were used in developing this FEIS and the attached Final Section 4(f) Statements.

## State Government and Multi-State Responsibilities

There is no impact on state government as a result of any federal controls associated with this action. This action will have no effect on adjacent states or on any multi-state responsibilities.

COMMENTS ON THE DEIS HAVE BEEN REQUESTED FROM THE FOLLOWING AGENCIES:

(* denotes those agencies commenting on the DEIS from US 12/I-394 to 40th Avenue North) FHWA-Mn-EIS-75-01-D.
(** denotes those agencies commenting on the DEIS from 40th Avenue North to TH 152) FHWA-Mn-EIS-72-02-D.

Council on Environmental Quality

** Environmental Protection Agency *

Department of Agriculture*
Forest Service

** Department of Agriculture
Soil Conservation Service

** Department of Transportation *
Office of the Secretary

Department of Transportation *
Coast Guard, 2nd District

** Department of the Interior *
Office of the Secretary

** Department of Housing and Urban Development *

Department of Commerce, *
Economic Development Administration

Department of Commerce *
Office of Environmental Affairs

** Department of the Army *
Corps of Engineers, St. Paul District

Advisory Council on Historic Preservation *

Department of Health, Education and Welfare *

Metropolitan Transit Commission *

** Minnesota State Planning Agency

** Minnesota Pollution Control Agency *

** Minnesota Department of Natural Resources *

** Metropolitan Council of the Twin Cities Area *
(A-95 Clearinghouse)

Metropolitan Sewer Board *

Bassett Creek Flood Control Commission *

Minneapolis Housing and Redevelopment Authority *

Minneapolis Industrial Development Commission

Minneapolis Board of Education

Minneapolis Parks and Recreation Board

Minnesota Historical Society *

Hennepin County Board of Commissioners

Minneapolis Heritage Preservation Commission *

Hennepin County Historical Society

Mayor, City of Minneapolis

City of Minneapolis, Department of Public Works

Director, City of Minneapolis
Department of Planning and Development

Hennepin County Engineer *

Hennepin County Director of Public Works

City of Brooklyn Center, City Manager

City of Brooklyn Center, Director of Public Works

In addition, comments have been received from:

Minnesota Public Interest Research Group *

The Section 4(f) Statements were circulated independently of the Draft Environmental Impact Statements, and were circulated to the following agencies:

US Department of the Interior
Assistant Secretary, Program Policy

US Department of the Interior
Bureau of Outdoor Recreation

US Department of the Interior
Fish and Wildlife Service

US Department of Housing and Urban Development

Minneapolis Park and Recreation Board

City of Minneapolis,
Director of Public Works

# SECTION I

# THE PROPOSED ACTION AND ITS SOCIAL, ECONOMIC AND ENVIRONMENTAL CONTEXT

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Among the factors considered in determining the need for an improved facility within the proposed corridor were the following:

## TRANSPORTATION DEMAND

Minneapolis-St. Paul and the surrounding area has, within its seven-county limits, half the population of the State of Minnesota. The two central cities of Minneapolis and St. Paul were settled first, followed by expansion to the suburbs. Many of the suburbs fit the description of "bedroom" communities, in that land use is almost entirely residential, requiring residents to commute to jobs, shopping, and services in either the central cities or other suburbs. It has been estimated* that approximately 5,700,000 person-trips per day were made by Twin Cities metropolitan area residents in 1974; this number is expected to grow to 9,100,000 person-trips per day by 1990. Approximately 3.2% of these trips are made by mass transit at present. Based on data gathered, by the Metropolitan Transit Commission (MTC), trips on transit in the metropolitan area can be increased to between 6% and 10% in 1990.

However, a sizeable number of trips cannot be diverted to mass transit. The best means available, within present technology, of moving people and goods is by vehicles on an augmented street and highway system.

## FUNCTIONAL CLASSIFICATION

The Metropolitan Council of the Twin Cities Area has been given the authority by the Minnesota State Legislature for planning the development of the seven-county metropolitan area** and has been designated by the Governor as the Metropolitan Planning Organization and the A-95 Clearinghouse Agency. The Council also serves as the 3-C Planning Agency for the metropolitan area.

In keeping with their policy of relying on streets and highways for movement of people and goods, the Metropolitan Council has developed a plan for the orderly growth and development of the metropolitan area. This

*Metropolitan Transportation Development Guide-Policy Plan, final draft approved by the Metropolitan Council on January 8, 1976, page 17.

**The Metropolitan Council guides the planning and development for 137 municipalities, 53 townships, 49 school districts, 7 counties, 5 metropolitan-wide agencies, and 10 special districts.

plan is known as the Metropolitan Development Guide-Policy Plan, and contains a chapter on recommended transportation planning and policies.

As a part of the guidelines for transportation development in the Twin Cities area, the Metropolitan Council has established a system of functional classifications for area streets and highways. The functional level classification of Principal Arterial applies to a major facility capable of carrying large amounts of traffic at moderately high speeds with few interruptions in the traffic flow.

Among the characteristics of a principal arterial are the elimination of local land access, prohibition of parking alongside the roadway, grade-separated interchanges of traffic from one route to another, elimination of cross-traffic, and a capacity for carrying from 20,000 to 100,000 vehicles per day.

The function of a principal arterial can, in theory, be served by either highway or mass transit. Within the proposed I-94 corridor, however, the Metropolitan Council has recommended that needed improvements take the form of a combined highway/mass transit facility by the accommodation of express buses operating in mixed traffic on improved highway facilities.

AUTHORITY DIRECTING THE ACTION

The Federal Aid Highway Act of 1956 urged the construction of the National System of Interstate Highways. The proposed highway route was a part of the system approved at that time. Since that time, the suburbs north of Minneapolis have experienced extensive development and growth. Land use planning, both by the local communities and that of the Metropolitan Council, has been based, in part, on the eventual completion of the Interstate system.

In a January 1976 report to the State Legislature, the Metropolitan Council, recommended that "...I-94 be completed along the proposed alignment agreed upon by the Highway Department and the cities of Minneapolis and Brooklyn Center."*

*Recommendations on the Uncompleted Interstate Segments in the Twin Cities Metropolitan Area, January, 1976.

## SOCIAL SERVICE AND ECONOMIC DEVELOPMENT

Because the area surrounding the proposed corridor is almost completely developed and because no significant changes in land use are forecast for the corridor, the proposed action will not generate any additional demand for social services. The corridor has been selected to enhance neighborhood cohesion and to separate conflicting land uses.

The two central cities of Minneapolis and St. Paul have evolved to function as the major source of services for much of the Upper Midwest. Both are centers for government, banking, retail sales, and personal services. The University of Minnesota, with campuses in both Minneapolis and St. Paul, attracts students from many areas. In addition, Minneapolis attracts many conventions each year to its city auditorium and convention hall. These functions of the two central cities are very transportation sensitive. Regional planning by the Metropolitan Council is based upon the continued use of the two central cities as a center for regional services.

## MODAL INTERRELATIONSHIPS

The Metropolitan Council's guide for the transportation planning process concludes "...the metropolitan area should pursue the development of a transportation system that would be more balanced between highway and transit facilities and services...."*

Among the Council's recommendations are upgrading and completion of the area highway system to the extent needed to ensure area-wide accessibility.

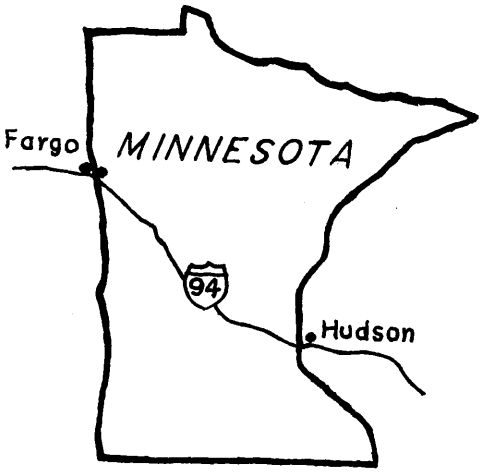
*Metropolitan Transportation Development Guide-Policy Plan, final draft, adopted by the Metropolitan Council on January 8, 1976.

The Council has determined that the highway proposal discussed in this statement is among the highest in priority in the implementation of the metropolitan highway and transit plan and should be built within the 1975-1980 time period.* Recommended coordination with other modes of transportation would include preferential treatment of buses operating in mixed traffic. Express buses operating on an improved highway system could then divert people from private vehicles, while computer-matching of potential carpool users, similar to the system already in use in the Twin Cities area, would encourage shared rides.

The corridor within which the proposed action lies is not proposed for an exclusive transit corridor because of the diversity in origin and destination of its present and potential users. Instead, the proposed freeway would interface with a system of parking garages, proposed by the City of Minneapolis along the perimeter of the Minneapolis CBD and would encourage a change of transportation mode by allowing passenger cars to be parked at the fringe of the CBD. It would be possible to walk to the CBD from these garages, or a transfer to mass transit (buses) could be made. Access to the parking garages would be via the 3rd and 4th Street ramp from I-94 to the CBD.

*Metropolitan Transportation Development Guide-Policy Plan, final draft, adopted by the Metropolitan Council on January 8, 1976.

SYSTEM LINKAGE:




The segment of Interstate highway discussed in this statement is among the last links in the Interstate system in the Minneapolis-St. Paul metropolitan area. I-94 is completed and open to traffic on both ends of the proposed construction. Completion of the proposed segment will establish route continuity for I-94 within the metropolitan area. The present lack of continuity results in Interstate traffic being diverted to a crowded, confusing, local street system.

I-94 in Minnesota is either complete or under construction with the exception of the segment east of St. Paul, which is covered by a recently circulated DEIS (FHWA-Mn-EIS-76-01-D), and this project. When completed, I-94 will extend from Billings, Montana, to Port Huron, Michigan.

SAFETY:

One objective of the proposal is increased safety. It is anticipated that accident rates on the proposed facility will be lower than those on the existing facility. Routes like Washington and Lyndale Avenues, the two major inplace routes, with numerous intersections and driveways, pedestrians, turning vehicles, parked cars, and heavy traffic volumes, have higher accident rates than do urban freeways. For example, a study conducted by North Star Research and Development Institute from 1967 to 1969 showed that the injury and fatality rate has been about three times as great on local roads as it is on freeways in the Minneapolis urban area. More recently, a study of routes similar to Washington and Lyndale Avenues* shows an accident rate of from 4.5 to 13.0 accidents per million vehicle miles in 1974. Interstate freeways carrying volumes similar to those anticipated for I-94, on the other hand, experienced accident rates between 2.0 and 3.2 accidents per million vehicle miles.

CAPACITY:

An improved transportation facility within the corridor proposed must provide sufficient capacity to function as a principal arterial as identified by the Metropolitan

*Data on Lyndale and Washington Avenues is not available. These two routes are located within Minneapolis which, because of its size and the number of accidents, does not systematically record property-damage-only accidents.

Council. Projected traffic demand for the corridor ranges from 72,000 to 98,000 vehicles per day, including buses, in 1995. To handle this amount of traffic in the most efficient manner and to allow sufficient capacity for future growth, the proposed action will consist of an urban freeway facility, with four lanes in each direction, providing a quality of service at what is known as service level "C".*

## SOCIAL, ECONOMIC, AND ENVIRONMENTAL COSTS OF THE NO-BUILD OPTION

A brief assessment of the consequences of the no-build alternative follows; the proposed new construction segment and the proposed upgrading segment were analyzed separately.

New Construction Segment (US 12/I-394 to 61st Avenue North) Projected traffic demand within the proposed I-94 corridor will result in increased overloading of the existing street system. This will lead to an increased level of community disruption as through traffic diverts to residential streets to find less congested routes.

This increase in traffic, in turn, is expected to result in undesirable consequences to the neighborhoods which border on the existing routes. These consequences include an increased accident potential, increased traffic-generated noise levels and air pollution levels, increased operating costs, and a reduced ease of access to local commercial, residential, educational, and recreational destinations.

*Quality of traffic flow is often measured on a scale of A through F, where A is the best quality of flow and F represents a totally congested, forced-flow condition.

To avoid these problems and still handle demand, the service level of the existing arterial routes would have to be improved by extensive widening and upgrading. However, existing arterials in the area, such as Washington and Lyndale Avenues, cannot be widened adequately within the existing rights-of-way. Acquiring additional right-of-way along the inplace routes would require removing businesses and homes, which is unacceptable to the local communities and is not consistent with area-wide planning.

Upgrading Segment (61st Avenue North to TH 152) The safety experience on this segment indicates that upgrading is warranted. Without the proposed upgrading, future capacity and, therefore, accident problems on this segment are expected to increase.

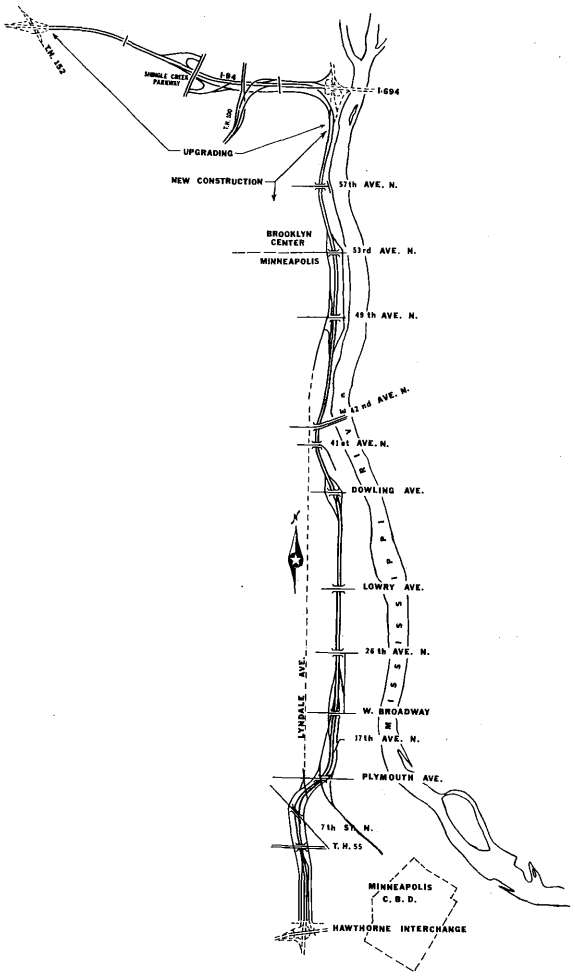
In addition to the safety problems, there are additional considerations of regional and community planning and investment which would be adversely affected by a no-build alternative. For example, the Shingle Creek Parkway interchange, which is a part of the proposal, will divert much industrial park traffic from existing residential streets. Not only were these streets not designed and built to handle large volumes of heavy commercial traffic, but the presence of large trucks and through traffic in a residential area is inconsistent with accepted land use planning.

## DESCRIPTION OF THE PROPOSED ACTION

This Final Environmental Impact Statement (FEIS) discusses the proposed construction of 6.2 miles of Interstate 94 (I-94) in Minneapolis and Brooklyn Center, Minnesota. The proposed segment will extend from the existing I-94 interchange with US 12/I-394, known as the Hawthorne interchange, in Minneapolis, northerly to the existing interchange of I-94 with US 169 and I-694 in Brooklyn Center.*

This FEIS also covers proposed upgrading of 1.8 miles of I-94 immediately west of the existing I-94/US 169/I-694 interchange in Brooklyn Center.

The proposed action is in an area bounded generally by the Mississippi River on the east, Lyndale Avenue North on the west, US 12 on the south, and existing I-94/I-694 on the north. The corridor is approximately 6.2 miles in length and generally north-south, paralleling existing Washington and Lyndale Avenues as well as the Mississippi River.




The segment proposed for upgrading in Brooklyn Center is aligned in an east-west direction, and extends from the existing I-94/US 169/I-694 interchange westerly 1.8 miles to TH 152.

I-94 will be designed to urban freeway standards, including special features to accommodate buses in mixed traffic. In general, the new-construction segment will have four lanes in each direction, with the upgrading portion having, basically, three lanes in each direction.

*During the DEIS stage, the proposal was discussed in two separate statements. One, FHWA-Mn-EIS-75-01-D, covered I-94 from US 12 to 40th Avenue North. The remainder of the proposal was covered in FHWA-Mn-EIS-72-02-D.

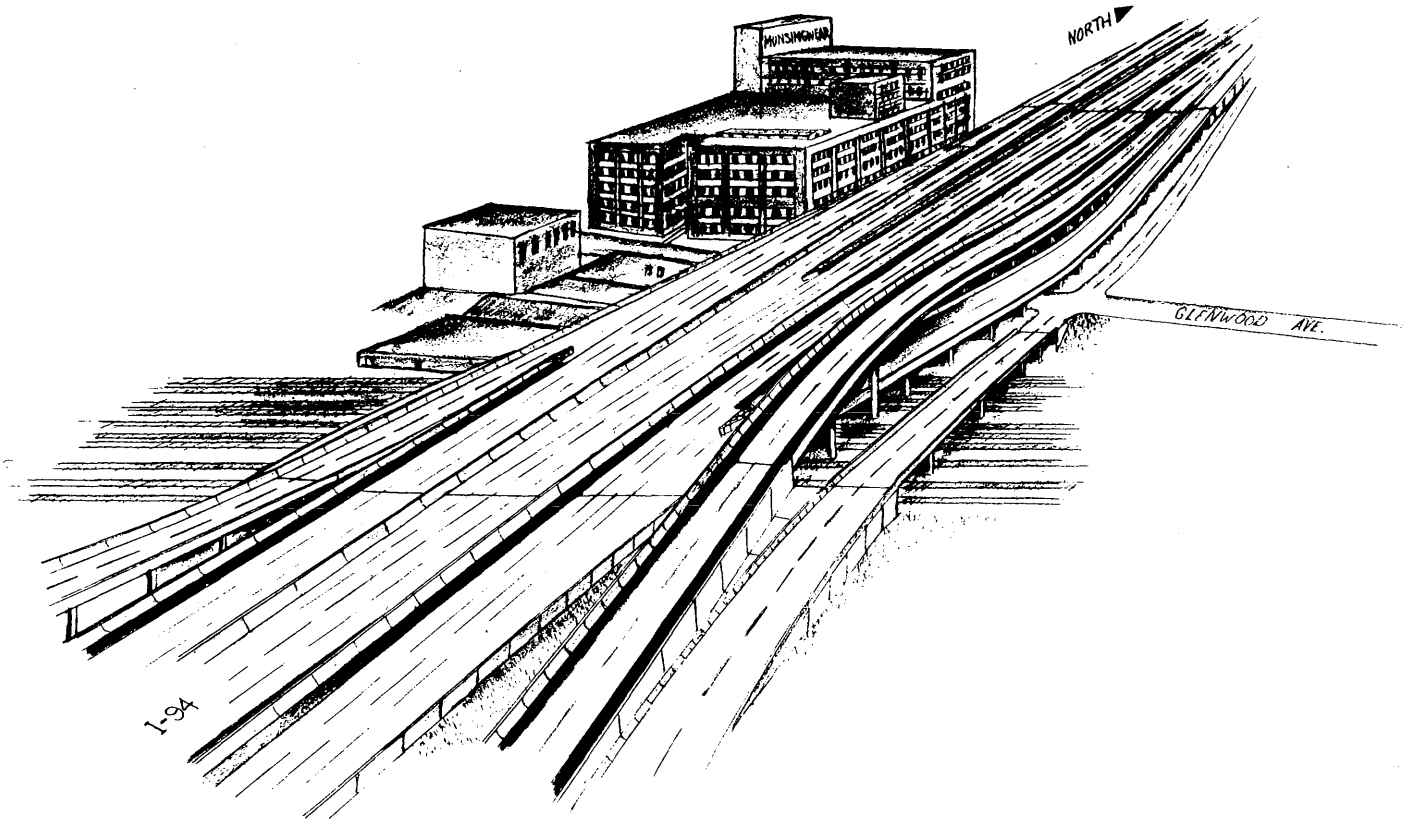
LEGISLATIVE REFERENCE LIBRARY
STATE OF MINNESOTA

## DESIGN FEATURES

### Elevation

The new-construction segment of I-94 has been designed to be depressed below the natural groundline wherever feasible. This will allow many of the local streets to be continuous over the freeway and will help to abate roadway noise. I-94 will be raised above ground level, however, in certain areas. One area is just north of the Hawthorne interchange where I-94 will be carried over the existing railroad tracks and Glenwood Avenue as shown in the sketch below. Another exception is in the area of Shingle Creek to allow a combined pedestrian/bicycle trail to pass under I-94 close to the proposed Shingle Creek channel change. Also, pedestrian/bicycle facilities would be provided under I-94 at 45th Avenue North.

On the upgrading portion, there are no major elevation changes planned for I-94, which is generally close to natural ground levels or slightly depressed below ground level. The interchanges proposed will require the elevation of ramps and roadways.



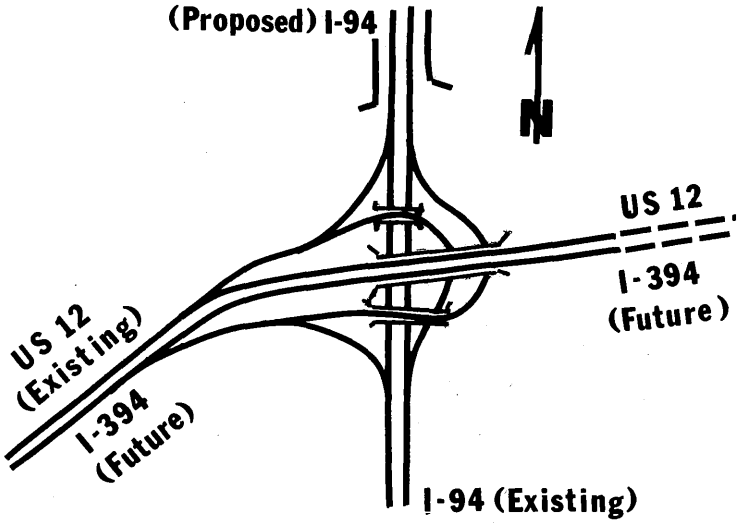

*I-94 NORTH OF THE HAWTHORNE INTERCHANGE*

ACCESS

Access will be fully controlled, with access to the Minneapolis CBD, adjacent areas, and connecting streets and highways provided by the following interchanges:

HAWTHORNE INTERCHANGE (interchange of I-94 and US 12/I-394)

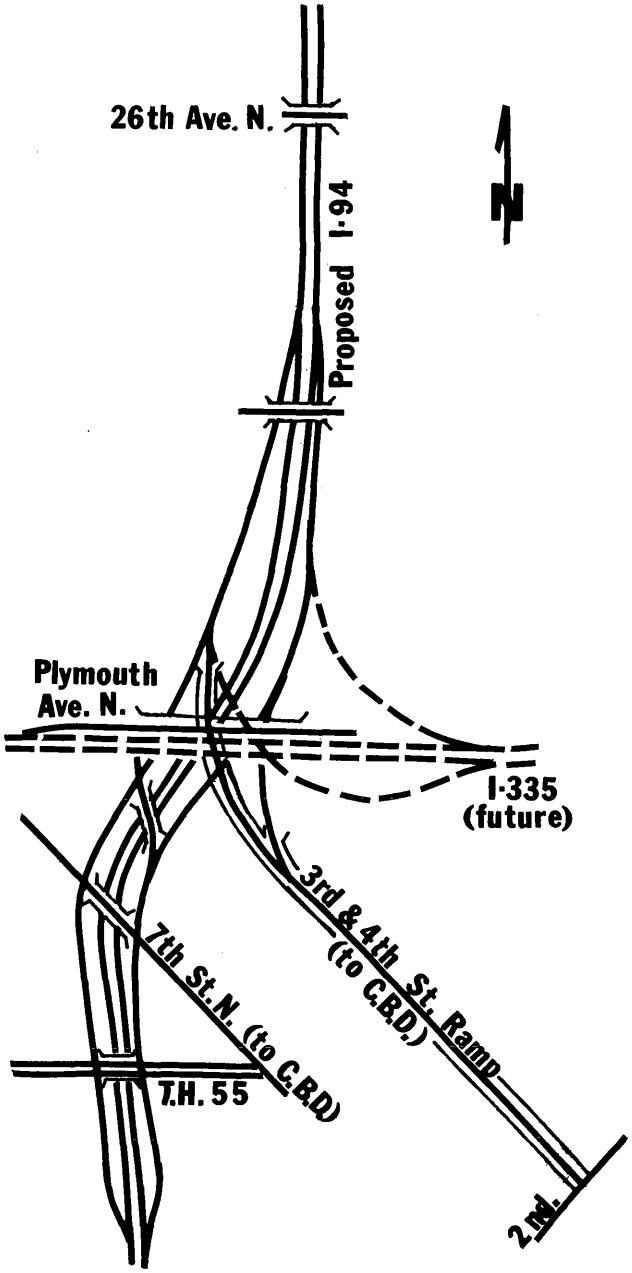
Proposed I-94 construction will begin at the northern end of this existing interchange. This interchange provides for traffic movements as shown below. Note that no movement is provided between I-94 and US 12/I-394 to the east. These movements are provided for elsewhere.




The segment of I-394 east of I-94 is known as the Third Avenue Distributor. The FEIS for this segment of I-394, FHWA-Mn-EIS-71-12-F, was sent to the CEQ on September 19, 1973. The DEIS for I-394 west of I-94, FHWA-Mn-EIS-73-09-D, was sent to the CEQ and circulated for comments on January 2, 1974. Existing I-94 south of the Hawthorne interchange was approved and constructed prior to the implementation of the NEPA requirements for environmental statement processing.

PLYMOUTH INTERCHANGE

(Access to the CBD and interchange of I-94 and future I-335)

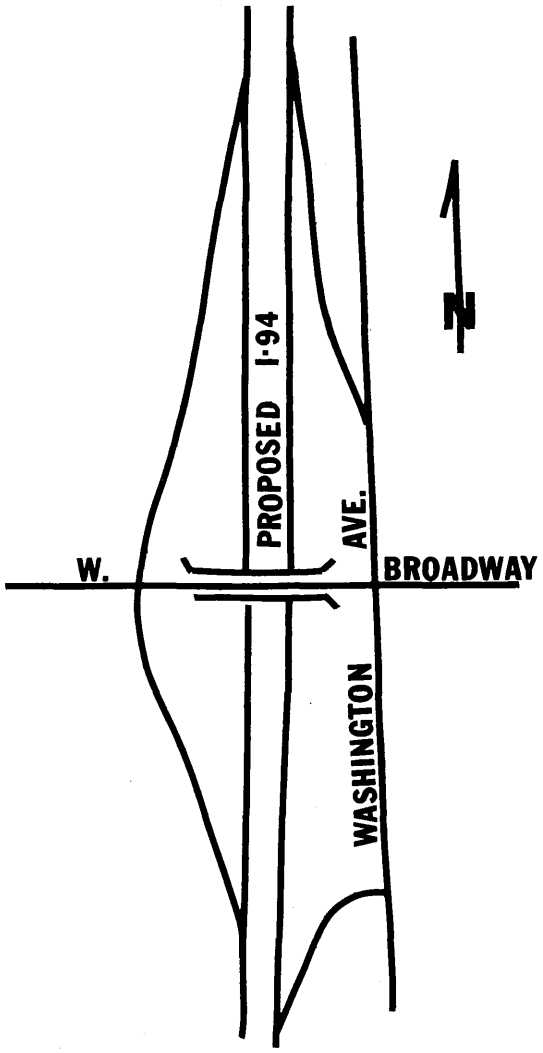



The Plymouth interchange will provide access, as shown on the sketch to the left, to the Minneapolis CBD and to the warehouse district north of the CBD. Note that there will be one exit from the southbound mainline with a choice of three ways into the CBD: the 3rd and 4th Street ramp, 7th Street North, and TH 55. All three routes connect with existing city streets. The interchange includes the proposed construction of the 3rd and 4th Street ramp from I-94 to 2nd Avenue North, as shown on the sketch. Northbound access to I-94 from the CBD would be provided at these same three locations. It is anticipated that some passenger vehicles will be intercepted by a system of parking garages before entering the CBD. The parking garages, proposed by the City of Minneapolis for construction at the fringe of the CBD, would provide storage for intercepted vehicles and are proposed as a means of decreasing auto traffic in the CBD.

The Plymouth interchange would also connect with proposed future I-335. In 1975, the Minnesota State Legislature ordered a hold-action on certain uncompleted segments of Interstate freeways, including proposed I-335. An Interstate Study Committee was appointed and directed to review alternative routes and transit alternatives to the construction of additional freeways.

Among the Committee's findings were a recommendation that the City of Minneapolis give the I-335 proposal further study to determine the implications of the increased traffic that would be diverted to local streets and highways if I-335 is not built. The Committee further recommended that the City study alternative methods of handling traffic in the I-335 corridor.

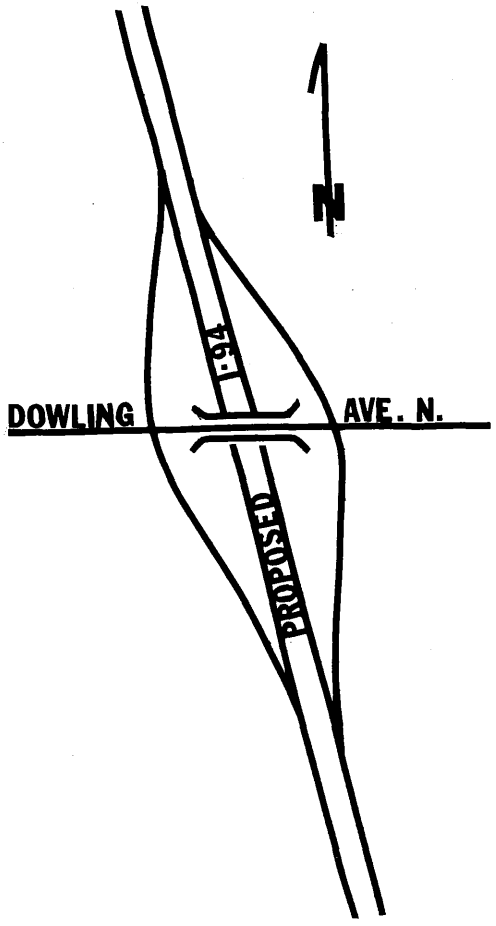
If it is determined that I-335 should be built, the Plymouth interchange would provide a direct connection between I-94 and I-335. I-335 would cross the Mississippi River near the existing Plymouth Avenue Bridge, to the east of the CBD, and would continue across northeastern Minneapolis to connect with I-35W, inplace. The social, economic and environmental impacts of proposed I-335 would be discussed in an EIS prepared for the project.




BROADWAY INTERCHANGE
(interchange of I-94 with West Broadway and Washington Avenues North)

This proposed modified-diamond interchange has ramps to and from Washington Avenue on the east and standard ramps to and from West Broadway on the west.

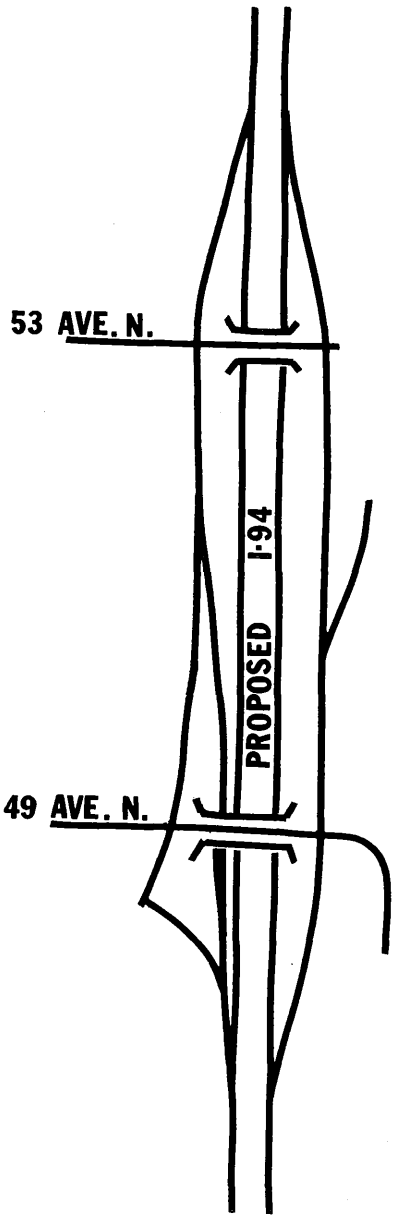
This interchange is intended to serve the existing commercial area along West Broadway and Washington Avenues as well as the proposed North Washington Industrial Area, as shown on the map on page 90 .




DOWLING INTERCHANGE
(interchange of I-94 with Dowling Avenue North)

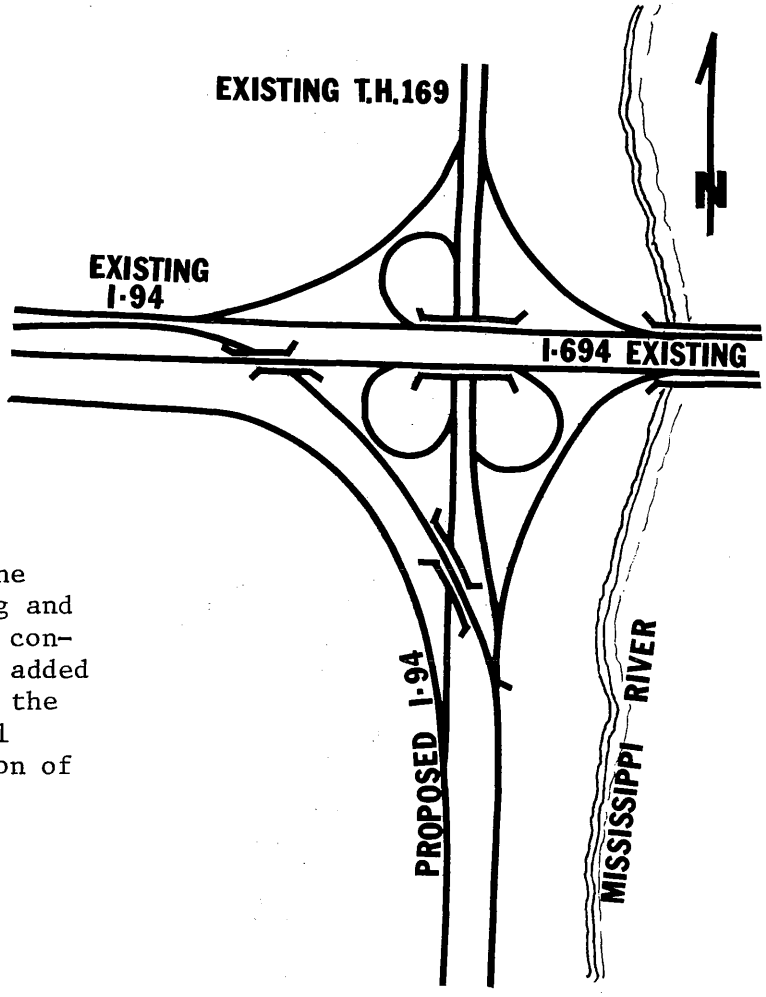
This proposed interchange provides direct access to and from I-94 with a standard, diamond interchange.

This interchange is intended to serve the local residential and commercial land-uses in the surrounding area. The Dowling interchange will provide primary access to the southern portion of the Camden commercial area.




49th AVENUE NORTH-53rd AVENUE NORTH INTERCHANGE

This proposed split-diamond interchange will provide service to the northern Minneapolis-southern Brooklyn Center area. One-way frontage roads will connect the two halves of the diamond interchange. The 49th Avenue North off-ramp will provide access to North Mississippi Park.

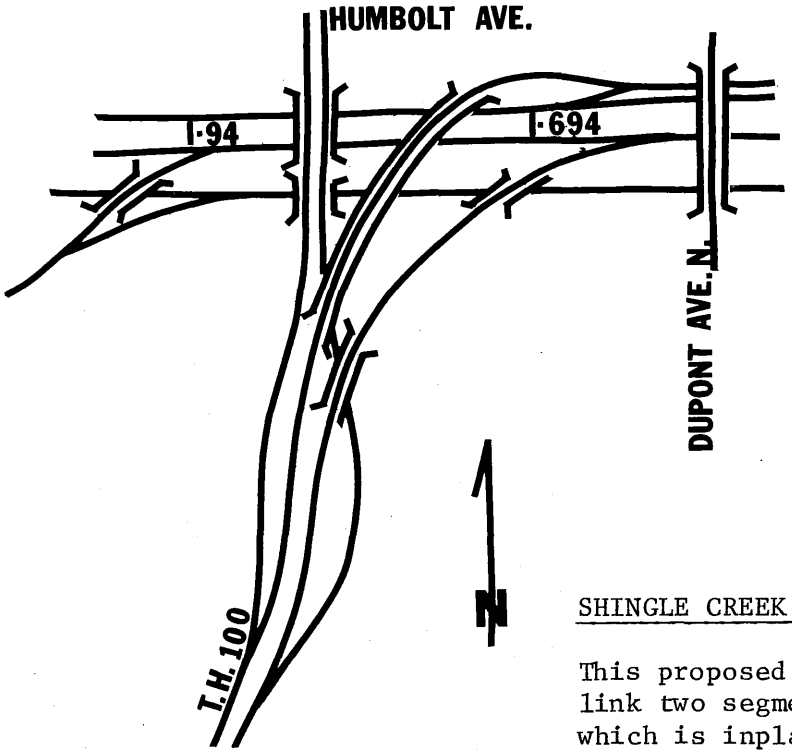



I-94/I-694/US 169 INTERCHANGE

This existing major interchange is the eastern end of the proposed upgrading and the northern end of the proposed new construction. Additional lanes will be added to the existing east-west portion of the interchange to accommodate additional traffic from the proposed construction of I-94 south of the interchange.

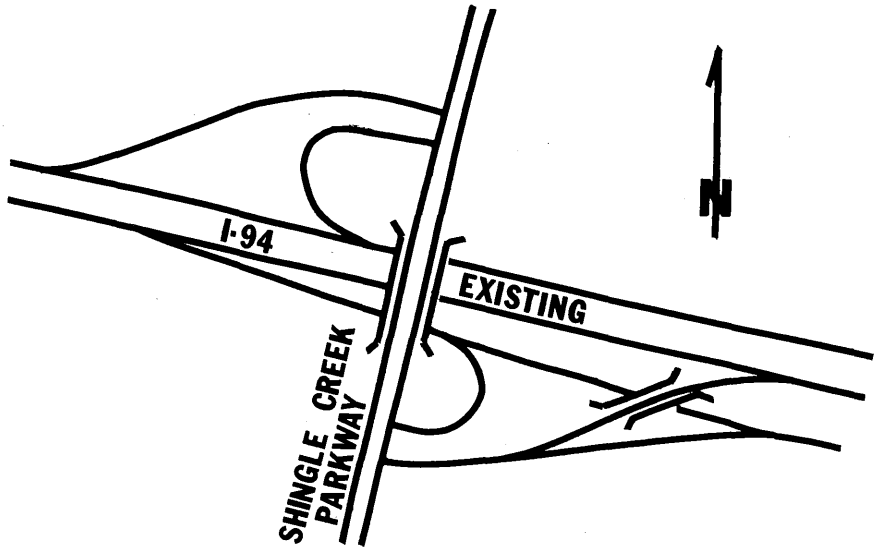
## I-94/TH 100/HUMBOLDT AVENUE INTERCHANGE

The existing modified diamond interchange at this location will be reconstructed to provide a directional interchange with movements to and from the east and south. Other movements are provided at a proposed new interchange with Shingle Creek Parkway, half a mile west of TH 100.




## SHINGLE CREEK PARKWAY INTERCHANGE

This proposed additional interchange will link two segments of Shingle Creek Parkway, which is inplace north and south of I-94. The interchange will provide service to the industrial parks north and south of the freeway, as well as providing for the movements which will not be accommodated at the I-94/TH 100/Humboldt Avenue interchange.



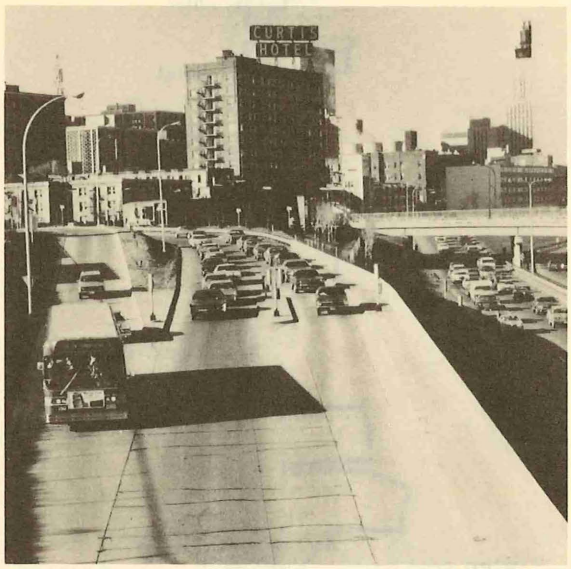
Grade separations are proposed at other major streets to maintain access across the freeway. These include Glenwood Avenue, Plymouth Avenue, 26th Avenue North, Lowry Avenue, 41st Avenue North, Camden Avenue, and 57th Avenue North. There are existing grade separations at Dupont and Xerxes Avenues North. Both grade separations will remain although modifications will be made to the Dupont Avenue bridge elevation and the existing half-diamond ramps at Xerxes Avenue will be removed. Lyndale Avenue (TH 169) will be perpetuated through the Hawthorne and Plymouth interchanges by a series of ramps and frontage roads and through the 49th-53rd Avenue North area with one-way frontage roads.

A pedestrian bridge crossing is proposed at either 16th or 17th Avenue North, in the Franklin/Hall development area proposed by the Minneapolis Housing and Redevelopment Authority (MHRA). The location and design is being worked out with MHRA. It is intended to move people from the residential west side to the industrial east side and the riverfront area.

Pedestrian and bicycle access across I-94 is also proposed alongside Shingle Creek in North Mississippi Park at 45th Avenue North, and alongside Shingle Creek in Shingle Creek Greenstrip. Pedestrian and bicycle circulation will be maintained with sidewalks at most grade separations and interchanges where feasible.

## TRANSIT FEATURES

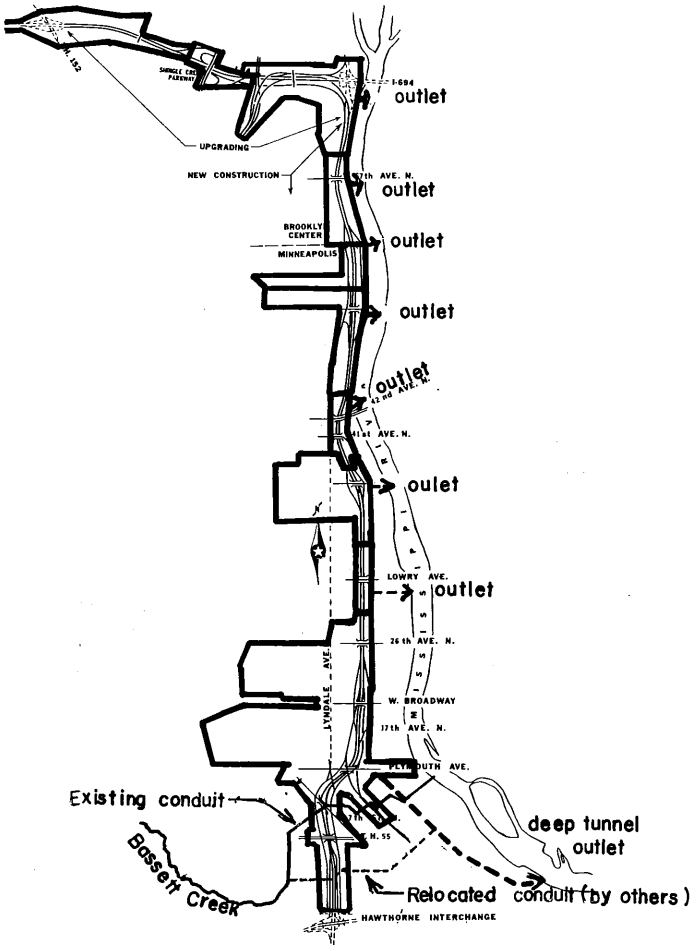
The I-94 proposal includes preferential treatment for buses operating in mixed traffic. Among these features are special bus-entry ramps and freeway entrance metering for non-transit vehicles during peak traffic hours. This metering will be similar to that in use on I-35W in Minneapolis.




*Buses, using specially designated ramps, have been able to bypass traffic stopped by special traffic lights and to gain instant access to I-35W.*

## DRAINAGE

Proposed drainage facilities will drain runoff from the areas shown on the map on the next page. These drainage areas all outlet to the Mississippi River with the exception of the area draining to Shingle Creek in Brooklyn Center.




*PROPOSED GENERAL DRAINAGE AREAS FOR I-94*

Some areas are composed entirely of highway drainage and some of the larger areas are composed of city storm water as well as highway drainage. There is one exception which has involved considerable planning and coordination.

The proposed drainage for the area between the Hawthorne interchange and 29th Avenue North is designed to collect runoff from city areas and highway areas into a main storm sewer system which will utilize an inplace pumping station at 7th Street North. The drainage will then outlet to a proposed tunnel outletting at the Mississippi River. This tunnel combines the drainage with a flood control proposal for Bassett Creek. The "deep tunnel" will be built cooperatively by the Corps of Engineers, the Bassett Creek Flood Control Commission, the City of Minneapolis, and the MHD.

Studies indicate that a combined usage tunnel will result in a considerable cost savings and will provide for more reliable highway drainage than any alternative drainage proposals.

The deep tunnel is discussed further in this FEIS and in the Section 4(f) Statement on the St. Anthony Falls Historic District contained in Section VIII of this Statement.

A DEIS discussing the flood control plan proposed by the Corps of Engineers and the Bassett Creek Flood Control Commission, was circulated for comments and sent to the CEQ on September 8, 1975.

Another major feature of the I-94 proposal is a proposed channel change and waterfall in Shingle Creek near 42nd Avenue North in Minneapolis. This feature is discussed further in the Impacts Section of this FEIS.

## OTHER FEATURES

Other major features of the proposal include use of retaining walls to reduce the right-of-way needed, and the use of walls and/or mounds for noise abatement throughout much of the project. Noise impacts and their abatement are discussed in detail in Section II.

## TECHNICAL, SOCIAL, AND ECONOMIC STUDIES

Numerous special studies have been undertaken to provide data for the I-94 proposal. These studies have been of three types: planning studies, potential impact studies, and impact mitigation studies. Specific studies in each of these areas have been:

| Planning Studies | Impact Studies | Mitigation Studies |
|---|---|---|
| Traffic projections | Water impact assessment | Noise abatement |
| Design alternatives | Ground water | Landscaping |
| Accident experience and causes | Air quality | Parkland enhancement |
| Soils recommendations | Noise levels | Relocation of persons and businesses |
| Deep tunnel drainage study | Economic: accidents and right-of-way | |
| | Relocation of persons and businesses | |

Some studies were made as a result of comments received on the DEIS's. In some cases, this FEIS contains information which was not available for the DEIS.

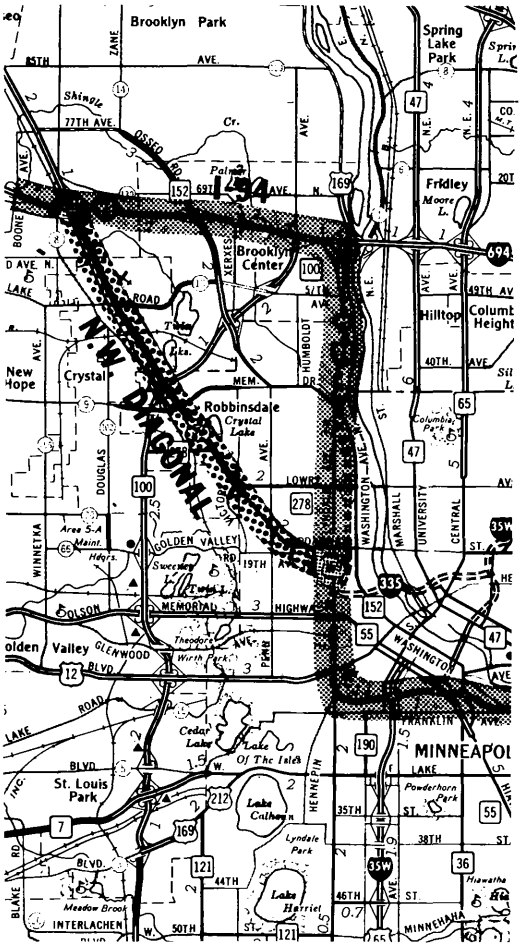
The major findings of each study are incorporated within the specific appropriate section of this FEIS. Copies of reports of these studies are available through the I-94 Project Manager, Minnesota Highway Department, 2055 North Lilac Drive, Golden Valley, MN 55422.

## HISTORICAL RESUME

### Early Planning

In 1948, an origin-destination survey was made to determine existing travel patterns. This early study served as a basis for determining which trip requirements would be served by an Interstate system in the Minneapolis-St. Paul metropolitan area.

Based on traffic studies and numerous planning studies made in the mid 1950's, a Ring Street System was proposed around the Minneapolis CBD and was endorsed by all agencies involved. This system included freeway routes radiating from the central cities connecting with another system of circumferential routes (I-494 and I-694) proposed along the outer fringe of the Minneapolis-St. Paul area. These routes were presented at location public hearings held on March 12, 1957, for the segment within Minneapolis, and on June 23, 1958, for the portion within Brooklyn Center.


Brooklyn Park
Spring Lake Park
Fridley
Brooklyn Center
Hilltop
Columbia Heights
New Hope
Crystal
Robbinsdale
NW DIAGONAL
Golden Valley
Valley
St. Louis Park
MINNEAPOLIS
Cedar Lake
Lake Of The Isles
Lake Calhoun
Lake Harriet
Powderhorn Park
Lyndale Park
Meadow Brook
Hiawatha
MINNEHAHA
494
694
35W
35
Memorial Highway
Washington
Hennepin
Lyndale
Marshall
University
Central
Franklin
Glenwood
Theodore Wirth Park
Sweeney Lake
Shingle Creek
Bassett Creek
Cr.
77th Ave.
Lowry
19th Ave.
Olson
Douglas
Winnetka
Boone
Zane
Xerxes
Humboldt
Columbia Park
Ave. S-A Maint.
Hdqrs.
Interlachen
Blake Rd.
Inc.
Lake Rd.
Blvd.
St.
Ave.
N.E.
N.W.
S.E.
S.W.
Jct.
Mem.
Dr.
Pkwy.
Hwy.
Rd.
Ln.
Sta.
Tower
Palmer
Pond
Lk.
Pk.
Mt.
Cr.
Jct.
Ave.
St.
Blvd.
Rd.
Ln.
Dr.
Pkwy.
Hwy.
Mem

A Design Public Hearing to receive comments on this proposed alignment was held in April, 1971. Many area residents, area groups, State and City officials, and concerned organizations attended. In response to comments received at the hearing, a decision was made to depress the proposed mainline near 7th Street North.

North of 40th Avenue North

Traffic demand studies indicated that the I-94 corridor north of 40th Avenue North should be in the vicinity of Lyndale Avenue North. Consequently, when the inplace east-west segment of I-94 in Brooklyn Center was constructed in the mid-1960's, an interchange connecting that segment with inplace US 169 and the future north-south segment of I-94 was a part of the construction completed at that time.

Location public hearings were held in 1957 and 1958 for this segment, with design hearings held in 1972. By 1972, the proposed location for I-94 north of 40th Avenue North had been approved by both the Bureau of Public Roads (now the FHWA) and the City of Minneapolis. Much of the right-of-way needed was acquired. In 1964, the Minneapolis Parks and Recreation Board (MPRB) approved the proposed alignment as it affected North Mississippi Park, and signed an agreement allowing the stockpiling of fill dirt, to be used in the construction of proposed I-94, on park property. Subsequently, the stockpile was made. In 1968, the MPRB declared the use of parkland to be unacceptable and alternative alignments in the immediate vicinity of North Mississippi Park were investigated.

Through the public involvement in the development of I-94, culminating in the design public hearing, it has been determined that the most acceptable location for I-94 is one that takes a minimum of land from North Mississippi Park while avoiding the commercial and industrial properties which flank Lyndale Avenue. The proposed action accomplishes this objective. At the same time, it provides a clear separation between parkland uses and business land usage. The proposed use of parklands is discussed in further detail in Section VIII of this Statement.

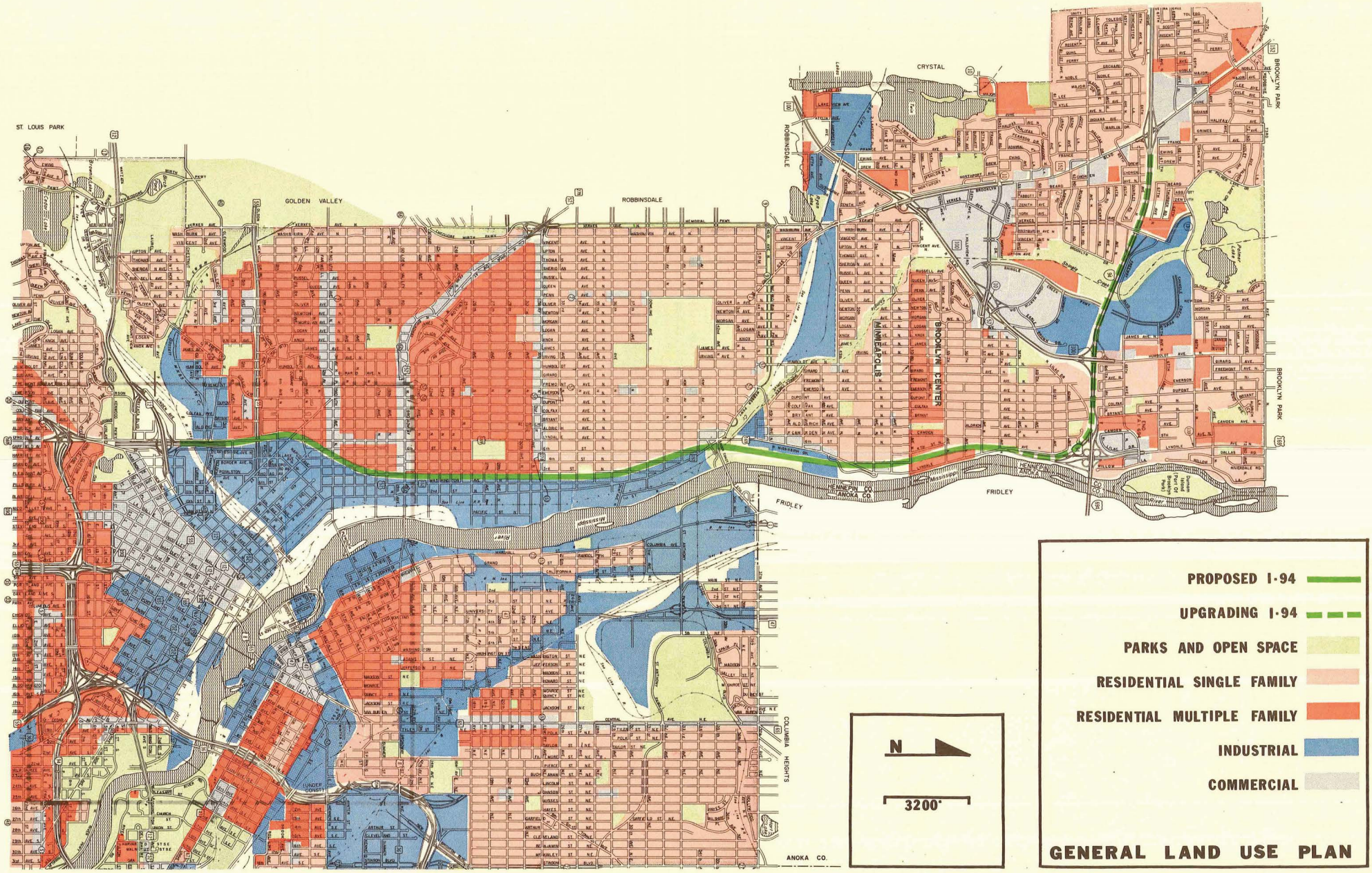
The segment which is to be upgraded was approved and built in the mid-1960's. Unanticipated land-use changes, and the expected additional traffic from the new portion of I-94, necessitate upgrading.

ESTIMATED COST

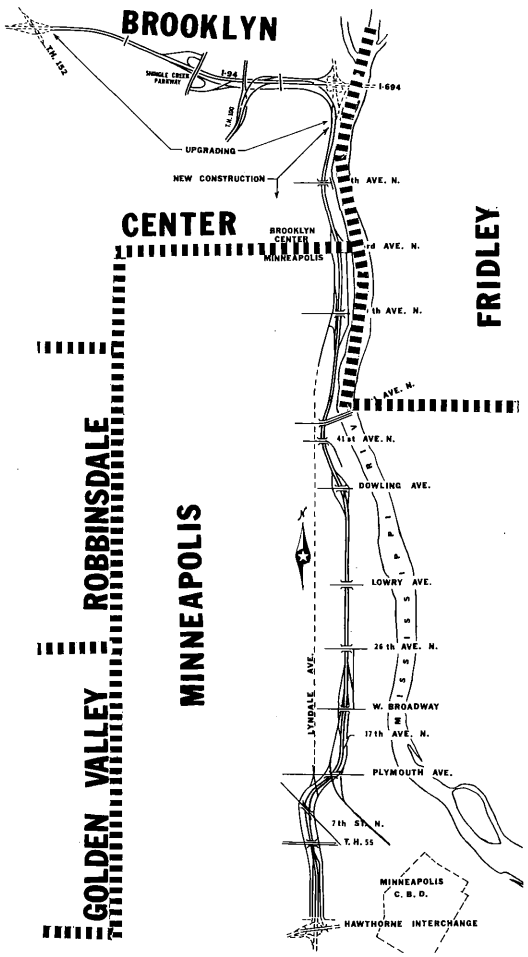
The estimated cost of construction is $85 million, most of which will be financed with 90% federal and 10% state funds. The estimated total right-of-way cost is $38 million.

CONSTRUCTION SCHEDULE

Construction is scheduled to begin in 1977. Barring unforseen delays, it is anticipated that I-94 will be open to traffic in 1981.


ST. LOUIS PARK
GOLDEN VALLEY
ROBBINSDALE
CRYSTAL
BROOKLYN PARK
BROOKLYN CENTER
MINNEAPOLIS
HENNEPIN CO.
ANOKA CO.
FRIDLEY
COLUMBIA HEIGHTS
UNDER CONST.
PROPOSED I-94
UPGRADING I-94
PARKS AND OPEN SPACE
RESIDENTIAL SINGLE FAMILY
RESIDENTIAL MULTIPLE FAMILY
INDUSTRIAL
COMMERCIAL
N
3200'
GENERAL LAND USE PLAN

THE URBAN SETTING




Economic Character of the Surrounding Area

The proposed action is located in two cities, Minneapolis and Brooklyn Center. Both cities are in Hennepin County.

Minneapolis is the largest city in Minnesota, with a 1970 population of 434,400,* and a land area of approximately 56 square miles. Minneapolis is noted for its many lakes and excellent park system. Within the city, there are 145 parks and 22 lakes with many fine beaches. St. Anthony Falls, on the Mississippi River in the heart of the CBD, attracted early settlers. The falls supplied power for the huge flour-milling and lumber industries and for other diversified activities. The city is a hub for an extensive transportation system utilizing air, water, highways and railroads.

Brooklyn Center is a first-tier suburb north of Minneapolis and is located on the west bank of the Mississippi River. Its 1970 population was 35,173. First settled in the 1850's, Brooklyn Center was for many years a farming community. With the advent of an improved transportation network, the Brooklyn Center area became more accessible, with development as a residential, industrial and commercial area occuring primarily since 1940.

After a loss of businesses to the suburbs in the 1950's, the Minneapolis CBD has been extensively revitalized. This is reflected in the increasing prominence of some economic functions, especially office space, retail sales, government activities and attraction of conventions. A report prepared for the Minneapolis Planning and Development Commission** notes the following general trends in the major economic functions of Minneapolis.

Office Space Office space has been and continues to be the most important function of central Minneapolis. Although there has been some migration of firms from the CBD to the suburbs, 2.4 million square feet of new office space has been constructed in the downtown area since 1960.

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*1970 Census, US Department of Commerce.
**Metro Center '85, Minneapolis Planning and Development Commission, 1970.

Retail Retail business is the second most important economic function of the CBD. Between 1958 and 1963, 48 retail establishments left the downtown area. As a result, downtown retail sales declined almost ten percent. Since the completion of the Nicollet Mall improvements, along the major commercial street in the downtown area, retail sales have increased. Between the completion of the Mall in 1968, and early 1970, retail sales in the downtown area increased 14 percent.

Conventions Minneapolis is becoming more attractive as a regional convention center. This attraction is largely due to the addition of 1240 motel-hotel rooms between 1960 and 1970, and the completion of a $16 million expansion and remodeling of the Minneapolis Auditorium and Convention Center.

Government Government at the City, County, and Federal level is an important function of the Minneapolis downtown area. Recent additions to government office space includes the Hennepin County Welfare Building, the Federal Courts Building, and the Minnesota Department of Employment Security facilities. A new Federal Reserve Bank building and the Hennepin County Government Center have been completed.

Industry Minneapolis is a major center for graphic arts, electronics and instrumentation, machinery and metal fabricating, textiles and apparel, and computer technology. The city is also a major transportation center and distribution point for the Upper Midwest.* The Metro Center '85 report indicates that flour milling is decreasing in importance.

## Economic Character of Brooklyn Center

Brooklyn Center is a center for retail, industrial, and office space. Much of the land along I-94, TH 100 and TH 152 has been developed as the Brookdale Regional Center. The Center has a large commercial area, office buildings, and apartment buildings. Industrial parks have been developed in this same general area.

*"Minneapolis Civic Information", prepared by the Greater Minneapolis Chamber of Commerce for the 1975 edition of the Northwestern Bell Telephone Directory.

## NATURAL FEATURES

### Soils and Geology

Topography of the project area is varied. South of 40th Avenue North, land forms are characteristic of glacial moraine, with rolling hills and valleys formed by recent glacial action. Soil types are a heterogeneous mixture of sand, silt and clay which was deposited over sandstone, limestone and shale. North of the Hawthorne interchange, the proposed route is through a lowland, apparently an old lake bed situated over a deep, buried valley. The lowland is composed of clay with bog deposits overlying compact to very-compact glacial drift. Surface soils in this sub-area are mixed landfill and alluvium.* The area from about Plymouth Avenue North to 40th Avenue North, is composed of granular soils overlying rock.

North of 40th Avenue North, and moving west from the Mississippi River Channel, the land is essentially flat prairie land. Soils resemble those of the southern portion, as described above, and are a mixture of sand and silt over clay. In some areas, the clay forms an impervious layer near the surface, resulting in a perched water table very near the surface.

### Vegetation and Wildlife

Most of the Minneapolis area was originally prairie. The gravelly subsoil was too porous to support a dense hardwood forest during dry seasons, so vegetation consisted of various grasses, brush, broadleaf plants, and small groves of trees becoming denser closer to the Mississippi River. Wildlife of the area once included small mammals, upland game birds, migratory waterfowl, prairie songbirds and some larger mammals, such as deer.

As the area became urbanized, much of the natural vegetation was removed and the wildlife generally was displaced. Today, the only remaining remnants of the original vegetation are found in small clusters along the Mississippi River, and in parks and open space areas. The only wildlife remaining are those species tolerant of urbanization, such as songbirds, squirrels, rabbits, other small rodents and waterfowl.

*Final Report, Foundation Study, Hawthorne Bridges, prepared by Edwards and Kelcey, Inc. for the MHD, April, 1975.

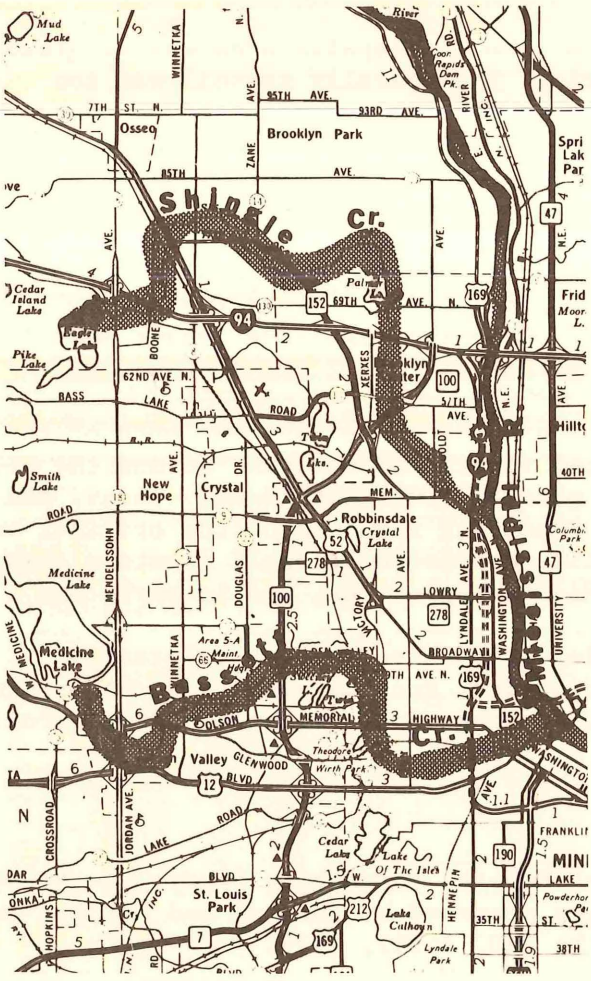
## Surface Water

There are no large lakes in the project area. There is, however, a small pond in Charles C. Webber Park. Webber Pond receives its water from Shingle Creek, and the pond level is controlled by the MPRB. The pond will not be affected by the proposed action.

Within North Mississippi Park is a two-acre marsh which would be classified as Type 7, wooded swamps, by the criteria of Circular 39 of the US Department of the Interior's Fish and Wildlife Service. This marsh is the only wetland in the project area and will not be affected by the proposed action.

The most prominent natural feature of the project area is the Mississippi River. The land in the I-94 corridor slopes gently toward the river, which is the final receiving stream for all surface runoff in the study area.

Both Minneapolis and St. Paul take their domestic water supplies from the Mississippi River. The intake for St. Paul is located about 2.5 miles upstream of the I-694 river crossing. The Minneapolis intake is on the east river bank at about 44th Avenue North. The city of Brooklyn Center, also located along the river, obtains its water from wells within its boundaries. Other municipalities within the surrounding area obtain their water supplies either from wells or from the cities of Minneapolis and St. Paul.




Most drainage of the project area is directly into the Mississippi River, with two exceptions. One is the area around the proposed Plymouth interchange, which lies within the Bassett Creek Watershed. The other is the portion of northern Minneapolis and Brooklyn Center which is in the Shingle Creek Watershed.

Bassett Creek: The Bassett Creek Watershed is located west of and is a tributary to the Mississippi River. The watershed covers approximately 38.5 square miles and includes portions of the communities of Crystal, Golden Valley, Medicine Lake, Minnetonka, New Hope, Plymouth, Robbinsdale, St. Louis Park and Minneapolis. Bassett Creek begins approximately 12 miles west of the project and flows generally east and south through the western suburbs and western Minneapolis. An underground conduit (constructed about

1915) carries the water the last 1-1/2 miles to the river. The proposed highway will cross the existing Bassett Creek conduit.

The US Army Corps of Engineers has noted that the conduit is in a state of disrepair and is subject to failure in the event of a large flood. Floods from spring runoff and from summer storms occur in residential and commercial developments throughout the watershed.* The Corps of Engineers in co-operation with the Bassett Creek Flood Control Commission has completed feasibility studies of methods to alleviate the flood problems in the watershed. The Corps has tentatively selected a flood control plan from among several alternatives. These alternatives include repair of the conduit, replacement of the existing conduit, relocation of the conduit, and an open channel alternative through the area. Since 1973, studies have been made to see if I-94 drainage and Bassett Creek flow could be combined to utilize one outfall to the river. Among the features of the selected flood control plan is the relocation of the enclosed portion of Bassett Creek into a deep tunnel storm sewer. The deep tunnel storm sewer will also drain a portion of proposed I-394, east of I-94. A more detailed description of the deep tunnel proposal is found in the Section 4(f) Statement on the St. Anthony Falls Historic District, included in Section VIII.

Shingle Creek The Shingle Creek Watershed extends from Eagle Lake in Maple Grove, northwest of Minneapolis, to the Mississippi River. It includes parts of Brooklyn Center and Brooklyn Park.

Shingle Creek, like Bassett Creek, is carried in an underground conduit for part of its length, as the creek passes under the parking lots of the Brookdale Regional Center. The creek has been straightened in several locations to facilitate local development. The flow level of the creek is controlled in several locations and flooding along the creek has not been a problem, as storm water is ponded in Palmer Lake, upstream of the project area.

*Draft EIS, Flood Control Bassett Creek Watershed; prepared by the US Army Corps of Engineers, August, 1975.

### Mississippi River Critical Area Designation

The Metropolitan Council of the Twin Cities Area has recommended to the Minnesota Environmental Quality Board that the Mississippi River within the Minneapolis-St. Paul area be designated as a critical area. Critical areas, as explained by the Minnesota Critical Areas Act of 1973, are those requiring special standards and guidelines for development.

Four land-use classifications apply to critical areas, varying from rural open space, urban open space, urban developed, to urban diversified. In the area of the proposed action, the land bordering the river is classified as urban developed and urban diversified. Proposed guidelines governing land classified in this manner have been applied in determining the potential effects of the highway proposal. The proposed action meets all applicable standards.

## CULTURAL FEATURES

### Archaeological Sites

Archaeological reconnaissance surveys have been conducted by the Minnesota Historical Society (MHS) as part of a cooperative program with the MHD and the FHWA. The surveys were conducted between 1968 and 1971, and no archaeological sites were found within the limits of the proposed action.*

During construction of I-94 in Brooklyn Center in 1964-65, the Shingle Creek area was found to contain many bones from extinct small mammals. The University of Minnesota removed all items of interest to them before construction resumed. If additional items of archaeological or paleontological interest are found during the proposed construction, the contractor will be required by contract special provisions to halt operations. The Preservation Officer of the MHS will be notified so that he can determine the significance of the findings and, if appropriate, supervise their removal.

*The Minnesota Trunk Highway Reconnaisance Survey: Annual Report-1971 by David Nysteun, Highway Archaeologist.

Historic Sites

Contact with the State Historic Preservation Officer, who is the Director of the MHS, has identified three properties, the Basilica of St. Mary, Earl Browne Farm, and the Saint Anthony Falls Historic District, which are located within the area of probable impact of I-94. The Basilica and the Historic District are shown on the Project Maps on pages 10 and 11.

The Basilica of St. Mary is listed on the National Register of Historic Places. Earl Browne Farm is on the State Register of Historic Places but is not eligible for inclusion on the National Register because it is presently in private ownership and is being developed as a commercial/office site retaining a historical theme. Determinations of no effect have been made for both the Basilica and the Farm sites by the State Historic Preservation Officer. Copies of these determinations are included in Section VII of this FEIS.

The proposed cooperative deep tunnel drainage plan involves tunneling through sandstone below the St. Anthony Falls Historic District. The proposal has been reviewed by the State Historic Preservation Officer and the Advisory Council on Historic Preservation. Applying the Criteria of Effect, a determination has been made that the proposed tunnel will have an effect on the district but that the effect will not be adverse. Copies of all determinations are included in Section VII of this Statement. A Section 4(f) Statement discussing the proposed action as it affects the District is a part of this FEIS.

At one time, St. Joseph's Catholic Church in North Minneapolis was included in the list of candidates for heritage preservation designation by the Minneapolis Heritage Preservation Commission. The State Historic Preservation Officer has deemed this property to be ineligible for inclusion on the National Register of Historic Places. The property has since been purchased for highway right-of-way and the parish has been relocated.

Neighborhoods Within the Project Study Area

Residential areas adjacent to the corridor have the following characteristics:

Economy A survey of data collected by the US Census Bureau for the 1970 Census includes the following income, housing and employment characteristics:

TABLE 1 AREA CHARACTERISTICS

| CHARACTERISTIC | Mpls. south of 40th | Mpls. 40th Ave. to 53rd | City of Mpls. | Brooklyn Center | Hennepin County |
|---|---|---|---|---|---|
| % of Total SMSA 1970 Population | 1.1% | 1.2% | 24.0% | 1.4% | 52.9% |
| Mean Family income | $7,209 | $11,452 | $11,127 | $12,758 | $13,501 |
| % Families with income below the poverty level | 19.4% | 3.5% | 7.2% | 2.0% | 4.7% |
| % Total housing units occupied by owner | 26.9% | 92.3% | 47.6% | 72.6% | 59.6% |
| Median value of owner occupied homes | $12,200 | $16,900 | $17,900 | $22,200 | $21,900 |
| % Families with wage or salary income | 78.8% | 87.6% | 86.5% | 96.0% | 90.6% |
| % Families with public assistance or public welfare income | 24.8% | 4.1% | 7.6% | 2.6% | 4.5% |
| % of Total SMSA workers who live in the area | 0.8% | 0.4% | 25.7% | 2.0% | 55.2% |
| % of area workers who work in Minneapolis | 67.5% | 65.9% | 68.0% | 42.1% | 50.0% |
| % of area workers who work in the CBD | 13.0% | 14.7% | 14.0% | 8.8% | 11.0% |

Data for the study area was compiled from the standard census tracts surrounding the I-94 corridor.

Composition The following table shows population characteristics for the 1970 census:

TABLE 2 POPULATION CHARACTERISTICS

| CHARACTERISTIC | Mpls. South of 40th | Mpls. 40th No. to 53rd | City of Mpls. | Brooklyn Center | Hennepin County |
|---|---|---|---|---|---|
| % Non-white | 10.8 | 0.7 | 4.4 | 1.0 | 2.1 |
| % Age 65 and older | 15.7 | 14.4 | 15.0 | 2.8 | 9.7 |
| % Under 16 years old | 33.2 | 19.3 | 23.6 | 39.6 | 30.1 |

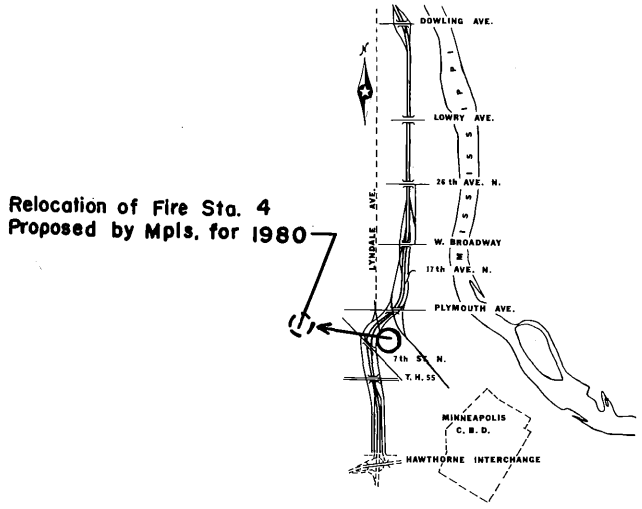
## PUBLIC FACILITIES

### Parks

There are numerous public parks near the project area. These parks are shown on the project area maps, pages 10 and 11. The use of parklands for the proposed facility is discussed in Section VIII of this FEIS.

### Fire and Police Stations

Minneapolis has 20 fire stations, one of which is within the project study area. Station #4, 1101 North 6th Street, is very near and to the east of the proposed Plymouth interchange. The Minneapolis Fire Department plans to relocate this station in 1980,* to the west side of the I-94 corridor. The Brooklyn Center Civic Center, located south of inplace I-94 near Shingle Creek Parkway contains both the fire and the police headquarters for Brooklyn Center.




The Minneapolis Police Department's North Side Precinct Station #4 is 1-1/2 miles to the west of proposed I-94, and is located at 24th Avenue North and West Broadway Avenue.

All police and fire stations are shown on the Community Facilities Map, on page 53.

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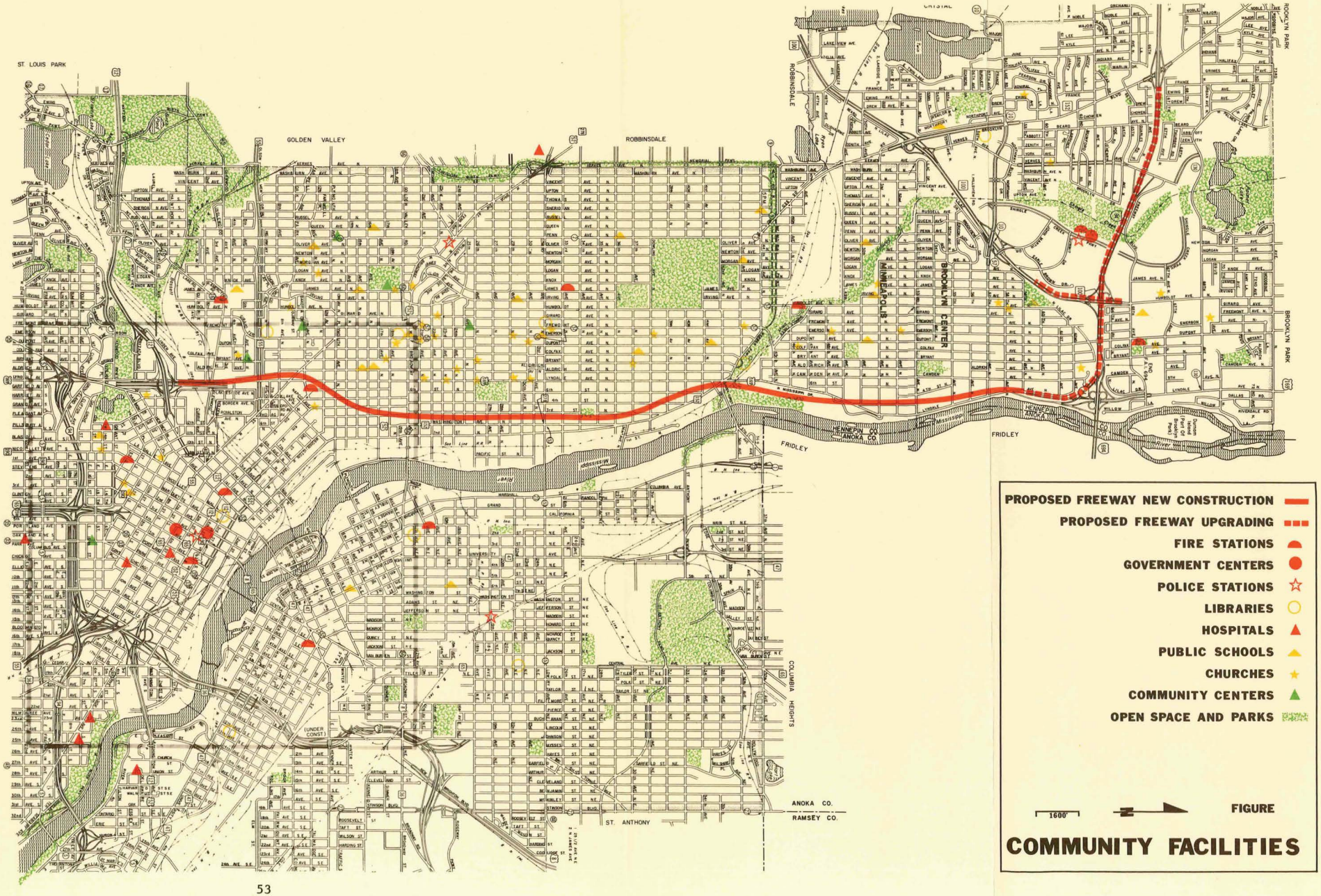
*1975 State of the City Report, Minneapolis Community Facilities, and Proposed Capital Improvements, prepared by the Minneapolis Planning and Development Department, June, 1975.

Other Public Facilities

All churches, schools, hospitals and other features of general public usage are shown on the Community Facilities Map. None will be affected by the proposal with the exception of St. Joseph's Catholic Church at 1127 North 4th Street. The church property was purchased in 1973 as part of the right-of-way required for construction of I-94. The congregation is planning for construction at a new site in Maple Grove.


ST. LOUIS PARK
GOLDEN VALLEY
ROBBINSDALE
BROOKLYN CENTER
BROOKLYN PARK
FRIDLEY
COLUMBIA HEIGHTS
ST. ANTHONY
ANOKA CO.
RAMSEY CO.
HENNEPIN CO.
ANOKA CO.
PROPOSED FREEWAY NEW CONSTRUCTION
PROPOSED FREEWAY UPGRADING
FIRE STATIONS
GOVERNMENT CENTERS
POLICE STATIONS
LIBRARIES
HOSPITALS
PUBLIC SCHOOLS
CHURCHES
COMMUNITY CENTERS
OPEN SPACE AND PARKS
1600'
FIGURE
COMMUNITY FACILITIES

# SECTION II

# PROBABLE IMPACT OF THE PROPOSED IMPROVEMENT ON THE ENVIRONMENT

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Construction of a new freeway facility will have an impact on the environment with positive and negative effects. All plans have been, and will be, developed with consideration given to maximizing the positive and minimizing the negative effects.

## PART I - ANTICIPATED SECONDARY IMPACTS

### LAND-USE

This segment of I-94 has been in the planning stages for almost twenty years. It is an integral part of the implementation of the Metropolitan Council's guidelines for the orderly development of the metropolitan area. Construction of this segment is not expected to change patterns of land development or to have a significant effect on the anticipated population and area growth. Land-use plans for the cities involved, as well as for the entire metropolitan area, have been developed based on the assumption that I-94 would be completed.

### TRAFFIC MOVEMENT

This freeway will provide a high capacity, transportation facility between the Minneapolis Central Business District (CBD) and the northern suburbs. Access will be provided to major connecting arterial streets and highways while at-grade intersections, opposing turning movements, traffic signals, and pedestrian conflicts will be eliminated.

The proposed freeway will reduce the existing congestion on the inplace streets and highways. It will reduce travel time for commuters between the CBD and the northern suburbs and will improve access to and from the many warehouse-oriented/commercial-industrial businesses in the CBD fringe area.

This section of I-94 has been designed with adequate roadway capacity to accommodate preferential treatment of buses or other para-transit vehicles (such as employer vans, carpools, and taxis). Current studies have been reviewed by representatives of the Metropolitan Transit Commission (MTC) and the design appears to be adequate in terms of joint bus and automobile usage.

The Metropolitan Council has determined that the standard public bus will generally provide transit service to the CBD's between 1976 and 1990.* For this segment of I-94 the Policy Plan recommends a metered freeway with special access ramps.** The proposed transit-related features include special bus ramps for priority access onto the freeway in combination with freeway surveillence using features such as closed circuit TV, ramp control signal systems, and changeable message signs, all linked to the computerized traffic management center already in operation. These provisions will be similar to the system in operation on I-35W south of the Minneapolis CBD which has been deemed successful by the Metropolitan Council, the MTC and the MHD.

The MTC, which implements the transit plans, currently operates express and limited-stop buses from the north along both sides of the river on existing streets. The proposal affords the opportunity for expanded transit service based on current transportation patterns and desires, and if transit service is provided that responds to current travel patterns and desires, enough people will use it to warrant the service. The Metropolitan Council is promoting strategies intended to reduce the travel times of transit vehicles (public transit and shared rides), in an effort to encourage more people to ride rather than drive alone. The existing street network in the area is not conducive to preferential treatment.

*Metropolitan Transportation Development Guide-Policy Plan, final draft approved by the Metropolitan Council on January 8, 1976, page 17.

**Ibid, Table 3.

NATURAL FEATURES
(Vegetation and Wildlife)

The proposed I-94 corridor is extensively developed and very little of it remains in a natural state. Very little natural vegetation exists. The vegetation that will be removed will be replaced with landscaping along the side slopes of the freeway, consisting of trees, bushes, and shrubs, and reestablishment of turf by seeding or sodding.

The area of North Mississippi Park, however, is relatively undeveloped and retains much of its original vegetation. This vegetation consists of cottonwoods, maples, and the remnants of a long-abandoned formal garden created along the riverbank in the late 1800's. A two-acre marsh, north of 45th Avenue North, is also contained within the park. Applying the criteria of Circular 39, by the US Department of the Interior-Fish and Wildlife Service, this marsh would be classified as Type 7, wooded swamp. Proposed I-94 will not disturb the marsh, the remnants of the ornamental plantings, or the best of the remaining natural vegetation, rather, it is routed instead through a tree disposal site presently operated by the City of Minneapolis on the western edge of the park.

Throughout the I-94 corridor, wildlife affected by habitat removal is mainly common songbirds, squirrels, and rabbits. The vegetation reestablished will provide suitable habitat for these wildlife types. In the area of North Mississippi Park, wildlife types are more diverse. Replacement vegetation in this particular area is being chosen to provide suitable habitat for a wider variety of birds and animals. Studies have been made of both existing natural features and proposed features to minimize highway impact and are available through the sources listed at the beginning of this statement. The proposal does not require the use of the habitat of any threatened or endangered species.

## AIR QUALITY

An Air Quality Report on this project has been prepared by the MHD and is available for review. This report includes a discussion of the carbon monoxide (CO)* concentrations anticipated from the proposed construction and an estimate of the background CO concentrations in the project area. The air quality study considered critical receptors near the proposed construction as well as the impact of the project on the Minneapolis CBD. The background CO estimate was based on monitoring in the project area.

The air quality report followed the US Environmental Protection Agency (EPA) Guidelines For Air Quality Maintenance Planning and Analysis, Volume 9: Evaluating Indirect Sources, and EPA AP-42 Second Edition Supplement #5. The following is a summary of the Air Quality Report.

The monitoring for the background CO concentrations was done by the MPCA under an agreement with the MHD. Both the "Build" and "No-Build" alternatives were considered for the 10-year period following construction of this segment of I-94. The sum of the background and calculated concentrations yield the anticipated CO concentrations at critical receptors.

### Meteorology

Wind speed and direction are two important factors in the analysis procedure. CO concentrations are inversely proportional to wind speed. A wind speed of 1 meter per second was used in this analysis.** A wind angle of 10° to the major direction of travel was used at each analysis site.

To account for meteorological variations occurring over an hour sampling period a persistance factor of 0.6 was used in estimating 8 hour concentrations.

*Carbon monoxide is the only transportation related Priority I pollutant in the Minneapolis-St. Paul Air Quality Control Region.

**The most probable situation is a 5 to 7 meters-per-second wind.

Traffic

Basic traffic data used in this air quality analysis was prepared by the MHD Office of Systems Planning, as reported in System Planning and Analysis Reports (SPAR) M-65, M-41, and M-37. The SPAR reports give estimated 1985 ADT and peak hour volumes. 1980 and 1990 volumes are based on the projected 1985 volumes.

Receptors

Receptor sites were chosen at locations in the vicinity of the roadway network where the combined impact of the proposed source and other existing sources was likely to result in the highest traffic demand and/or most traffic congestion. Generally, high volume signalized intersections and ramp terminals at major interchanges fit this criteria. In addition, six sites within area parks and one "high rise" home for senior citizens were analyzed. Receptor sites are shown on the next page.

Selecting the most critical receptor position within a general site requires considerable analysis within each site. Generally receptor positions were selected on sidewalks or at the right-of-way line nearest to the queue of vehicles at a signal. It is unlikely that any individual would continuously occupy a position on a sidewalk for 8 hours. At some sites where the estimated CO concentrations for the 8 hour average approached the standard at curb side sidewalks, an analysis was made also for a receptor site that may be occupied for an 8 hour period. This second site is termed the reasonable receptor.

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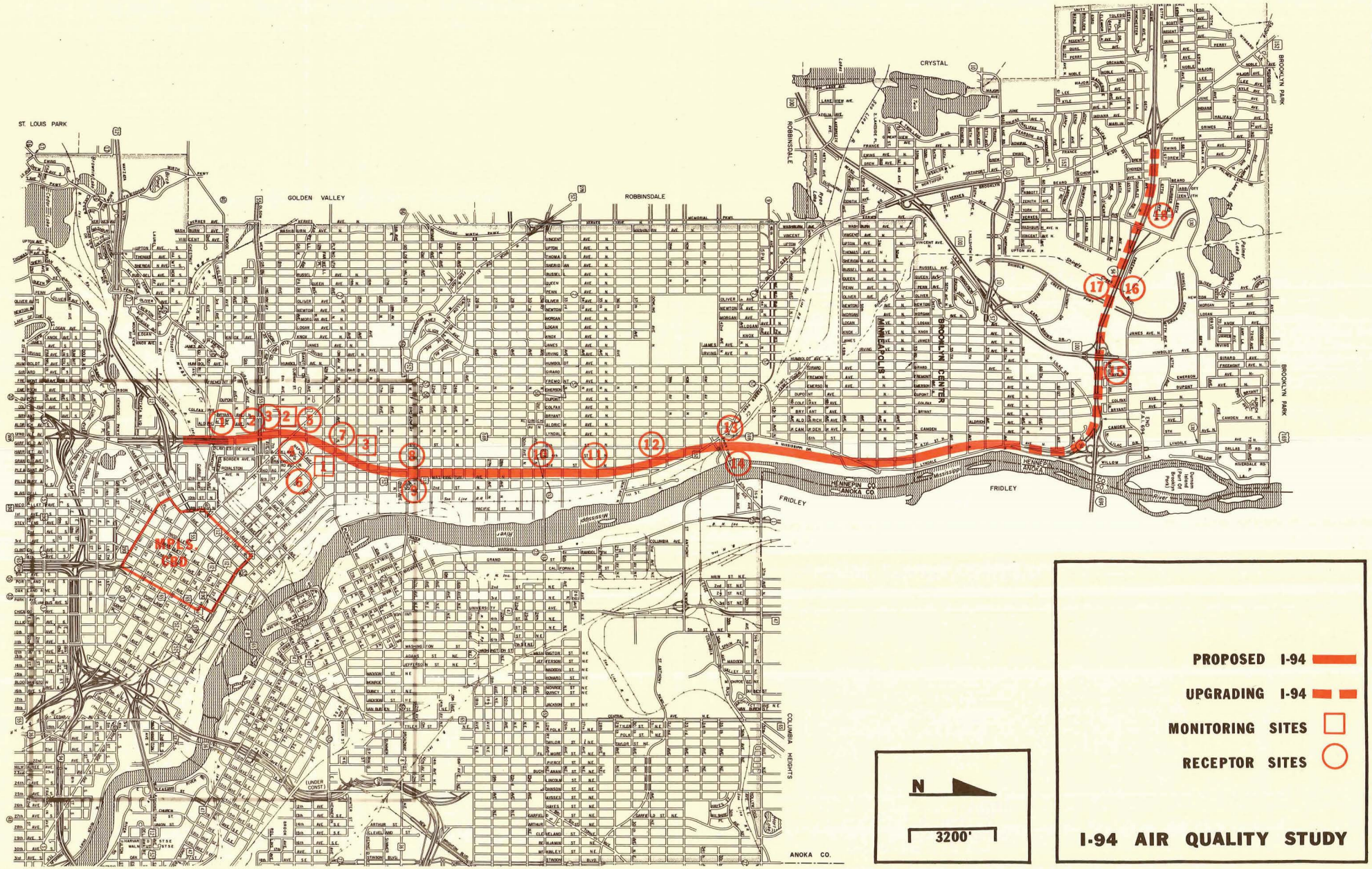

ST. LOUIS PARK
GOLDEN VALLEY
ROBBINSDALE
CRYSTAL
BROOKLYN PARK
BROOKLYN CENTER
MINNEAPOLIS
FRIDLEY
COLUMBIA HEIGHTS
ANOKA CO.
HENNEPIN CO.
MPLS CBD
PROPOSED I-94
UPGRADING I-94
MONITORING SITES
RECEPTOR SITES
N
3200'
I-94 AIR QUALITY STUDY

TABLE 3 ESTIMATED CO CONCENTRATIONS

Total Concentrations in ppm

| Site | 1-Hour | | | 8-Hour | | |
|---|---|---|---|---|---|---|
| | 1980 | 1985 | 1990 | 1980 | 1985 | 1990 |
| 1 | 17.5 | 14.1 | 10.0 | 6.4 | 5.0 | 3.4 |
| 2 | 23.3 | 18.8 | 13.5 | *8.8/6.8 | 7.0/5.4 | 4.9/3.7 |
| 3 | 18.6 | 15.0 | 10.7 | *7.5/5.6 | 6.0/4.4 | 4.1/2.9 |
| 4 | 21.6 | 17.5 | 12.5 | 7.8 | 6.2 | 4.3 |
| 5 | 24.6 | 20.0 | 14.4 | *8.5/7.4 | 6.8/5.9 | 4.5/4.1 |
| 6 | 16.5 | 13.3 | 9.4 | 7.7 | 6.1 | 4.3 |
| 7 | 8.7 | 6.8 | 4.7 | 5.2 | 4.1 | 2.7 |
| 8 | 12.5 | 10.0 | 7.1 | 4.8 | 3.7 | 2.6 |
| 9 | 17.1 | 13.6 | 9.8 | 5.7 | 4.5 | 3.1 |
| 10 | 7.1 | 5.5 | 3.8 | 4.0 | 3.1 | 2.1 |
| 11 | 6.3 | 4.8 | 3.3 | 3.8 | 2.9 | 2.0 |
| 12 | 7.3 | 5.7 | 4.0 | 4.1 | 3.2 | 2.1 |
| 13 | 9.7 | 7.7 | 5.4 | 5.1 | 4.0 | 2.8 |
| 14 | 12.4 | 9.9 | 7.0 | 6.1 | 4.9 | 3.4 |
| 15 | 5.3 | 4.1 | 2.9 | 3.5 | 2.7 | 1.9 |
| 16 | 6.3 | 4.8 | 3.3 | 3.8 | 2.9 | 2.0 |
| 17 | 7.0 | 5.4 | 3.7 | 4.0 | 3.1 | 2.1 |
| 18 | 6.8 | 5.3 | 3.6 | 4.0 | 3.1 | 2.1 |
| NO-BUILD | | | | | | |
| 3 | 12.1 | 9.0 | 6.1 | 7.5 | 5.7 | 3.8 |
| 4 | 21.7 | 16.3 | 10.8 | 10.8 | 8.1 | 5.4 |
| 9 | 21.7 | 16.2 | 10.8 | 9.8 | 7.3 | 4.9 |

*Second value calculated for a reasonable 8-hour receptor. A reasonable receptor is one that is more likely to have a person occupying that space for an 8-hour period.

The maximum anticipated CO concentration at a critical receptor for the build alternative is 24.6 ppm for 1-hour average and 8.8 ppm for 8-hour average. For the no-build alternative the maximum CO concentration is 21.7 ppm for 1-hour average and 10.8 ppm for 8-hour average.* Federal Ambient Air Quality Standards state that 35 ppm and 9 ppm concentrations cannot be exceeded more than once per year for the 1-and 8-hour averages respectively. The MPCA standards state that 30 ppm and 9 ppm concentrations cannot be exceeded more than once per year for the 1- and 8-hour averages respectively.

Background Concentrations

The results obtained from the two MPCA monitoring sites were used in determining the background CO concentrations that are listed below:

| | Site #1 N. of 7th St. | | Site #2 S. of 7th St. | |
|---|---|---|---|---|
| | 1-Hr. | 8-Hr. | 1-Hr. | 8-Hr. |
| 1975 | 12.0 | 8.1 | 15.1 | 10.5 |
| 1980 | 4.8 | 3.2 | 6.0 | 4.2 |
| 1985 | 3.6 | 2.4 | 4.5 | 3.2 |
| 1990 | 2.4 | 1.6 | 3.0 | 2.1 |

The impact of the I-94 construction was analyzed using the US Department of Transportation SAPOLLUT computerized emissions program. This area analysis indicates a 6% reduction in carbon monoxide, oxides of nitrogen and hydro-carbons in the Minneapolis CBD by 1985 when compared to the no-build alternate.

Conclusion

This air quality report demonstrates that the maximum CO concentrations at critical receptors along proposed I-94 will be within the Minnesota Ambient Air Quality Standards, and the gross emissions from vehicles will be decreased in the Minneapolis CBD with the I-94 construction. Therefore, it is determined that this proposed improvement is consistent with the approved State Implementation Plan. The MPCA concurs with this determination in their letter of May 11, 1976 included in the Appendix of this Statement.

*These figures reflect the predicted CO concentration plus the background (ambient) concentration.

## NOISE

The I-94 proposal has been analyzed for potential noise impacts and a separate "Noise Analysis Report" has been prepared. The following information is a summary of the information in the noise analysis report.

### Methodology

The noise prediction model used in the impact analysis is an FHWA-approved form of the model of NCHRP Report 117, as modified by NCHRP 144. The parameters of this model include projected traffic volumes and the physical characteristics of the roadway and the surrounding area. Traffic projections were obtained by computer analysis by the MHD Office of System Planning. These volumes were then used to calculate predicted noise levels for the noisiest hour of the day. Traffic volumes used included truck volumes as might be expected during the peak truck-traffic hour of the day along with auto volumes anticipated during roadway operation at service level "C".

The project area was divided into homogeneous sub-areas, dependent on predominant land use. These areas are shown on the maps on pages 71 through 77.

### Anticipated Impacts

Anticipated noise levels within the sub-areas are shown in the tables on pages 67-70. The operation of proposed I-94 will tend to increase noise levels within the highway corridor due to increased traffic concentrations. In general, the traffic attracted to I-94 will be drawn from paralleling local streets, resulting in reduced noise levels in neighborhoods outside of the immediate highway corridor.

Throughout most of the project length, highway generated noise in excess of standards will be abated as discussed under Planned Mitigation Measures. However, there are locations in the industrial and commercial areas where noise walls would be of little benefit as well as being costly to build and exceptions to FHWA design noise levels will be requested. Either most human activity in the area takes place indoors or the buildings are several stories high and shielding would require walls as high as the building. These locations include areas 9, 24, 25, 26, 27 and 28 in Table 6 and in the Noise Analysis maps which follow.

In other areas, abatement is not possible either because of access requirements or because the noise levels are due primarily to the operation of nearby streets. Noise levels in area 2 (with noise barriers) will be between 60 and 70 dBA in 1995 except one spot in the extreme northwestern part. Here, stop-and-go traffic on nearby minor arterial streets and the short distance from traffic to the residences limit the effectiveness of noise abatement. In area 4, providing frontage access for the dwellings along 3rd Street North causes a situation where the noise coming from the frontage road cannot be shielded from the residences. In area 10, the noise will be coming from 49th and Lyndale Avenues, not the mainline of I-94.

In general, the areas in which noise levels above established standards are anticipated are industrial in usage or are scattered residential usages which are slated for change to industrial usage within the near future. This housing will be removed, before I-94 is completed, by the Housing and Redevelopment Authority and the Minneapolis Industrial Development Commission.

Design Noise Levels

Permitted noise levels vary with the type of land use predominating within an area. Both the FHWA and the State of Minnesota have adopted reguations aimed at controlling noise pollution. The FHWA design noise levels are based on the following:

TABLE 4 DESIGN NOISE LEVEL/LAND USE RELATIONSHIPS--- FHWA

| Land Use Category | Design Noise Level - $L_{10}$ | Description of Land Use Category |
|---|---|---|
| A | 60 dBA (exterior) | Tracts of lands in which serenity and quiet are of extraordinary significance and serve an important public need, and where the preservation of those qualities is essential if the area is to continue to serve its intended purpose. Such areas could include amphitheaters, particular parks or portions of parks, or open spaces which are dedicated or recognized by appropriate local officials for activities requiring special qualities of serenity and quiet. |
| B | 70 dBA (exterior) | Residences, motels, hotels, public meeting rooms, schools, churches, libraries, picnic areas, recreation areas, playgrounds, active sports areas and parks. |
| C | 75 dBA (exterior) | Developed lands, properties or activities not included in categories A and B above. |
| D | n/a | Undeveloped lands |
| E | 55 dBA (interior) | Residences, motels, hotels, public meeting rooms, schools, churches, libraries, hospitals and auditoriums. |

The Minnesota Pollution Control Agency's (MPCA) goals for noise level control are:

TABLE 5 NOISE LEVEL GOALS---MPCA

| Land Use | Daytime Noise Level | Nighttime Noise Level (10 PM to 7 AM) |
|---|---|---|
| Residential | $L_{10}$ of 65 dBA | $L_{10}$ of 55 dBA |
| Commercial | $L_{10}$ of 70 dBA | n/a |
| Industrial | $L_{10}$ of 80 dBA | n/a |

The State goals were not addressed at the time the Noise Analysis Report was made. Based on technical feasibility and the cost of compliance, all reasonable efforts will be made to attain the MPCA goals.

Planned Mitigation Measures

Mitigation of highway-generated noise will be accomplished in two ways. First, the highway has been planned to be depressed below the surrounding ground level wherever possible. In addition, approximately 45,000 linear feet of noise barriers is proposed. The barriers proposed vary from walls, to combinations of walls with earthen mounds, to earthen mounds alone. Details of noise abatement design are being worked out with the municipalities of Minneapolis and Brooklyn Center.

Impact of No-Build

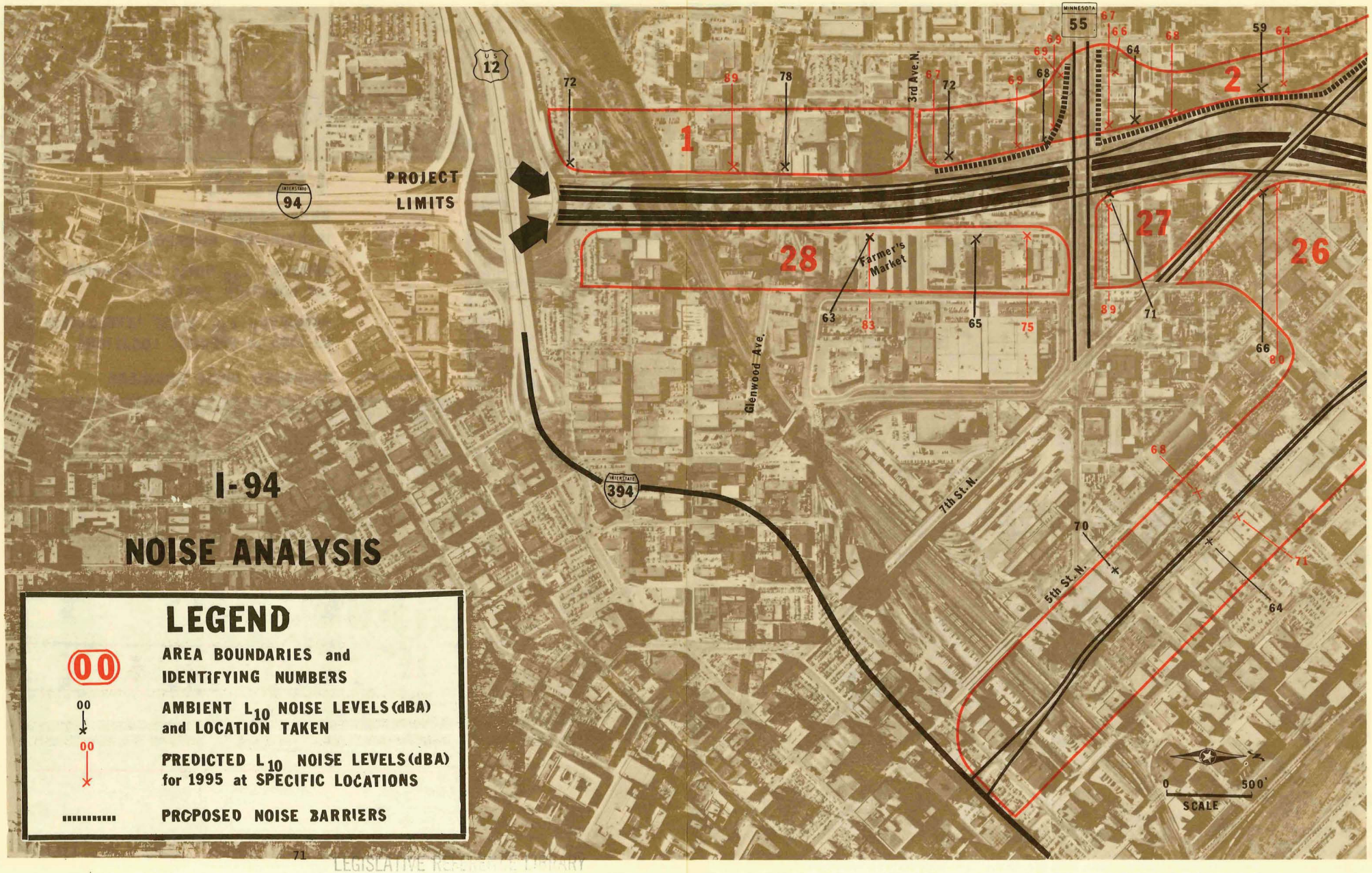
Not building the segment of I-94 between the Hawthorne Interchange and existing I-94/ I-694 would have little impact on either present or anticipated noise levels near Lyndale and Washington Avenues. However, these routes are operating at or near capacity at present, and increases in traffic could result in the diversion of traffic to paralleling residential streets. This could raise the noise levels in surrounding areas. The ambient noise levels shown on Table 6 can be used as an estimation of what noise levels might be along other through streets if I-94 is not constructed. Overall, 1995 traffic on the no-build alternative would result in an increase in noise levels of 0 to 3 decibels.

TABLE 6 SUMMARY OF NOISE ANALYSIS

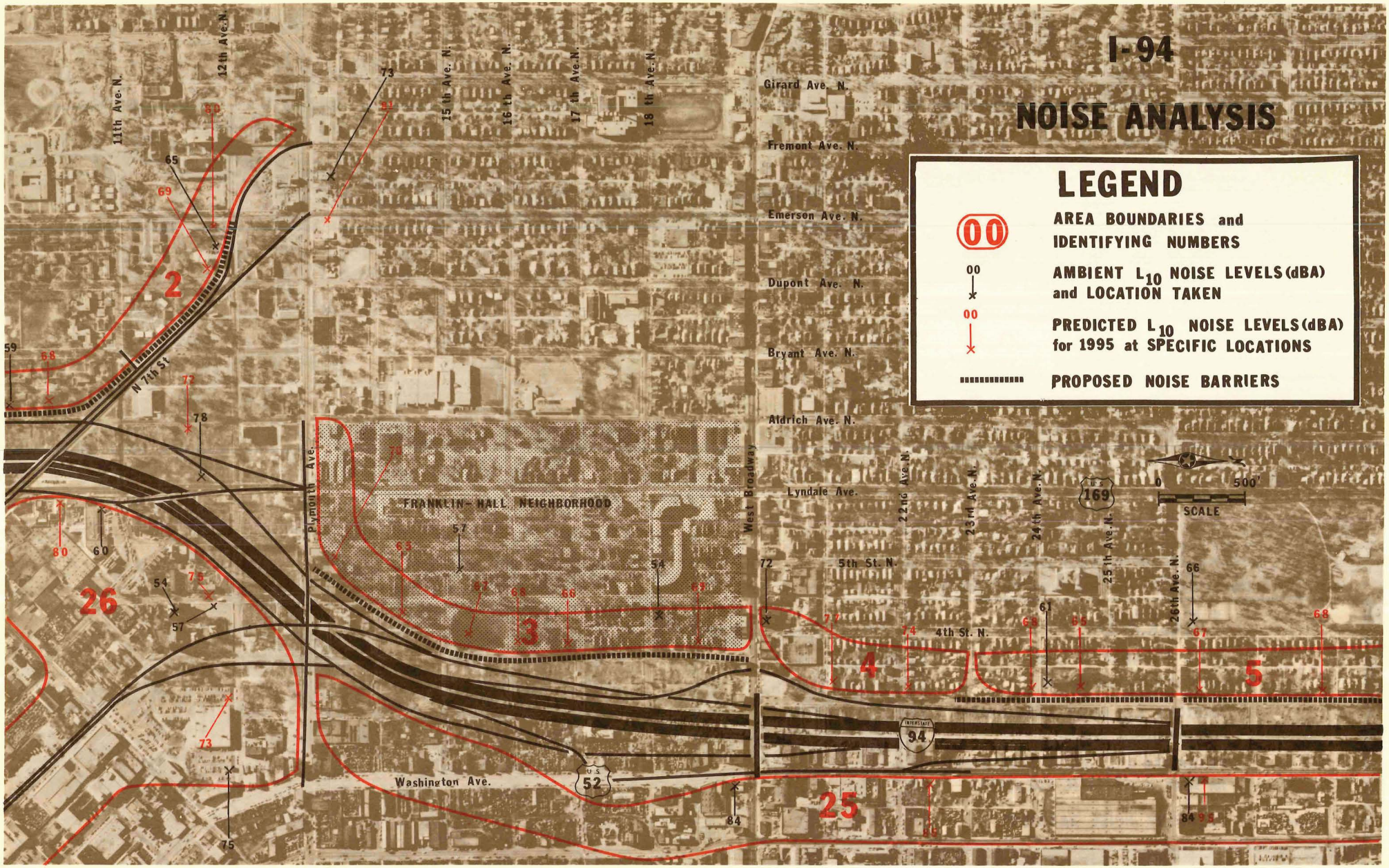
| Hawthorne Interchange to TH 152 | | | | | | | |
|---|---|---|---|---|---|---|---|
| AREA NUMBER | CHARACTER OF LAND USE | Applicable FHWA Noise Level | Ambient Noise Level | Predicted Noise Level in 1995 Without Abatement | Noise Treatment Planned | Predicted Noise Level in 1995 With Abatement | Exception to be Requested |
| 1 | Industrial-manufacturing, railroad yards | 75 | 72-78 | 89 | No | n/a | Yes |
| 2 | Residential-multiple family low-income housing | 70 | 59-72 | 76-82 | Yes | 64-80 | Yes |
| 3 | Residential-MHRA Franklin Hall redevelopment, mixed housing-some commercial | 70 | 54 | 66-75 | Yes | 65-70 | No |
| 4 | Residential-mixed housing with commercial use on West Broadway | 70 | 72 | 74-77 | No | n/a | Yes |
| 5 | Residential-predominately single family dwellings | 70 | 54-65 | 71-91 | Yes | 64-68 | No |
| 6 | Residential-single family dwellings-two businesses | 70 | 57-63 | 66-69 | No | n/a | No |
| 7 | Commercial-small businesses | 75 | 58 | 60 | No | n/a | No |
| 8 | Webber Park | 70 | 67 | 75 | Yes | 65 | No |
| 9 | Industrial and commercial | 75 | 57-59 | 80 | No | n/a | Yes |
| 10 | Residential-single and double family dwellings | 70 | 50 | 70-79 | No | n/a | Yes |
| 11 | Vacant land | none | 57-59 | 79 | No | n/a | No |
| 12 | Residential-single family dwellings | 70 | 49-70 | 70-84 | Yes | 65-70 | No |
| 13 | Industrial and commercial | 75 | 61 | 61-69 | No | n/a | No |
| 14 | Park land-Central Park | 70 | 65-81 | 72-80 | Yes | 67 | No |

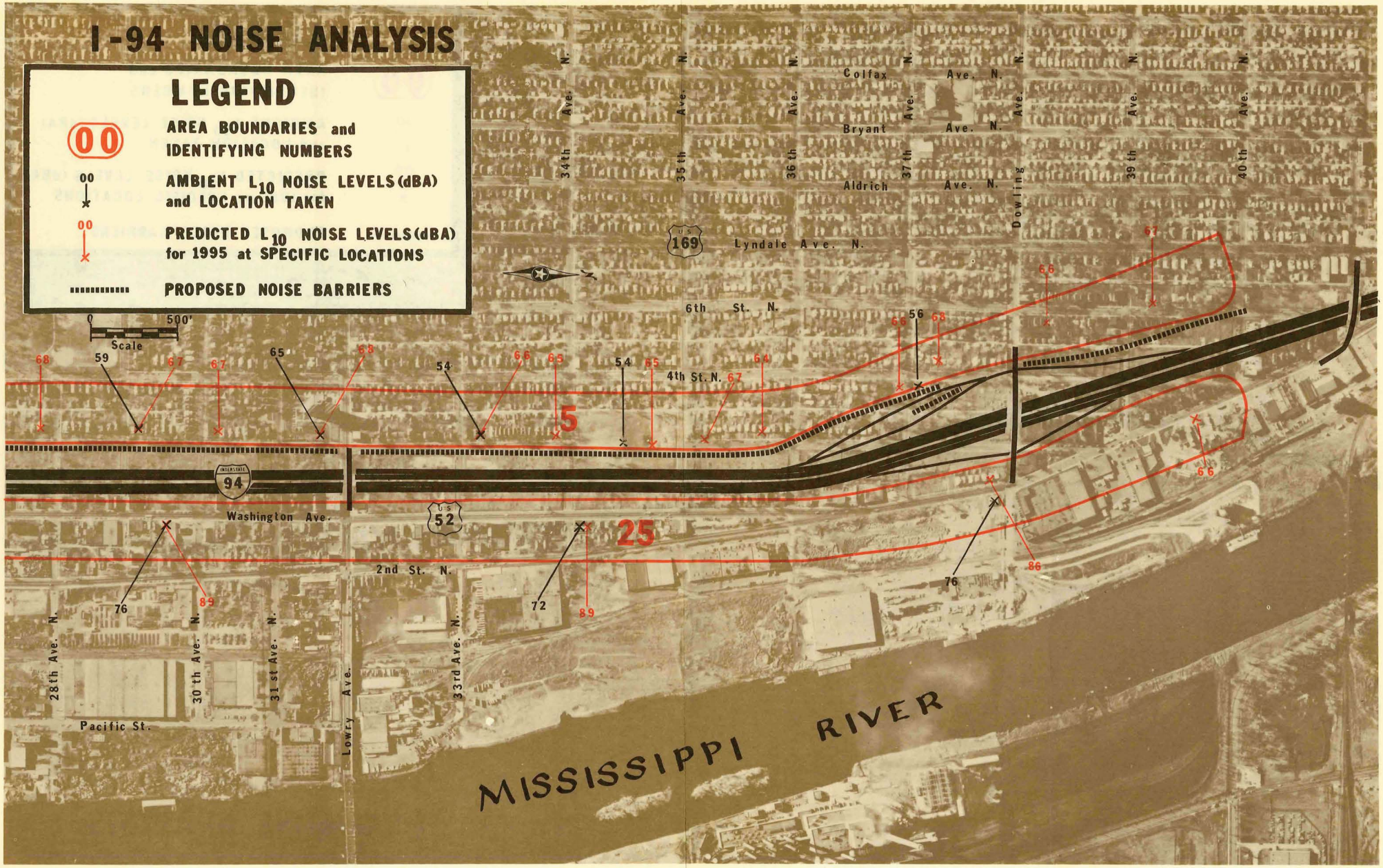
TABLE 6 SUMMARY OF NOISE ANALYSIS (continued)

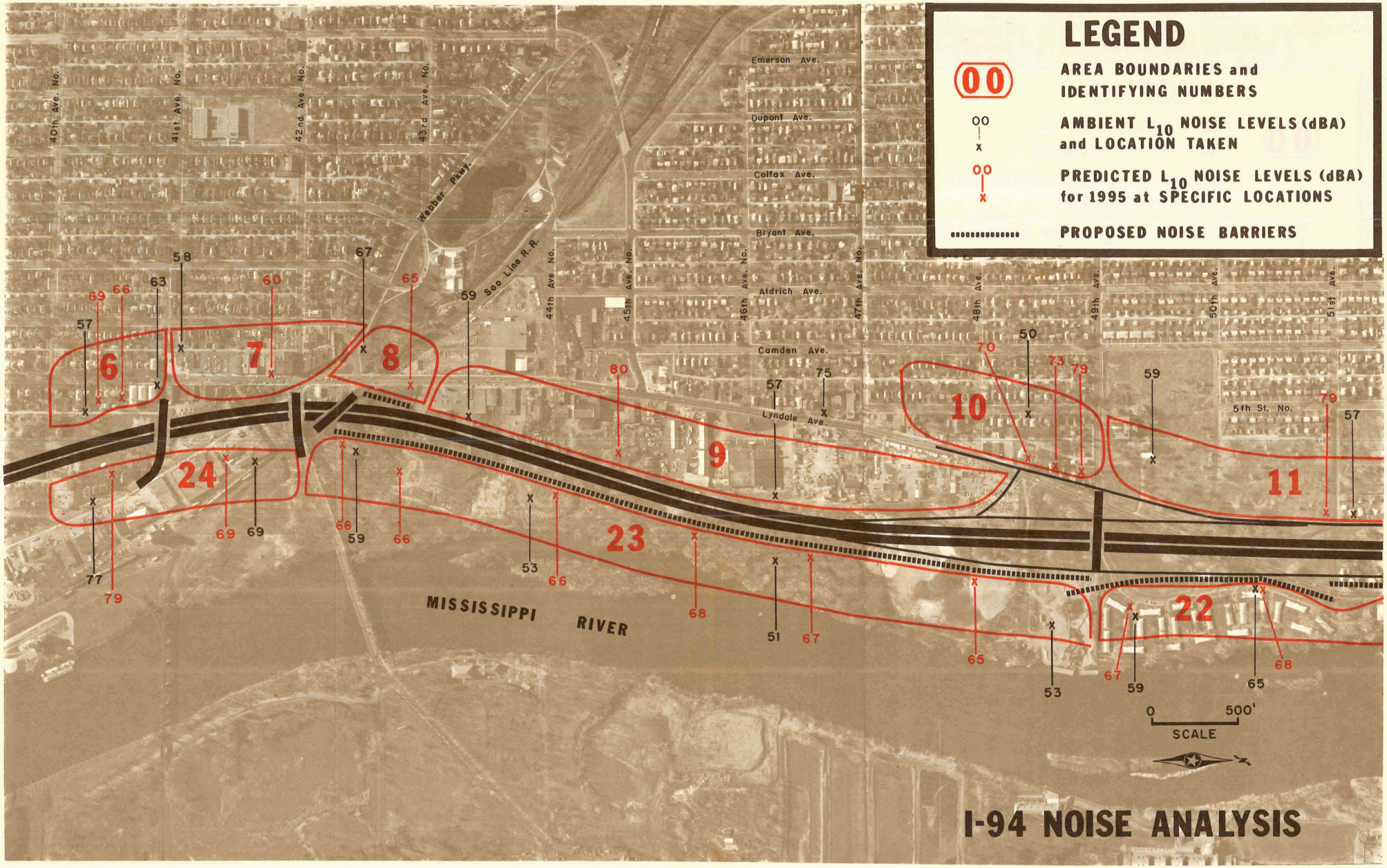
| Hawthorne Interchange to TH 152 | | | | | | | |
|---|---|---|---|---|---|---|---|
| AREA NUMBER | CHARACTER OF LAND USE | Applicable FHWA Noise Level | Ambient Noise Level | Predicted Noise Level in 1995 Without Abatement | Noise Treatment Planned | Predicted Noise Level in 1995 With Abatement | Exception to be Requested |
| 15 | Residential-single family dwellings | 70 | 59-81 | 74-78 | Yes | 66-69 | No |
| 16 | Residential-single family dwellings | 70 | 71 | 78 | Yes | 70 | No |
| 17 | Park land-single family residential in background | 70 | 69-71 | 77-78 | Yes | 67 | No |
| 18 | Residential-single family dwellings | 70 | 71 | 77-78 | Yes | 67 | No |
| 19 | Industrial | 75 | 61-73 | 69 | No | n/a | No |
| 20 | Residential-single and multiple family dwellings | 70 | 62-75 | 73-75 | Yes | 62-66 | No |
| 21 | Vacant land-MHD right of way | none | - | - | No | - | No |
| 22 | Residential-two family dwellings | 70 | 59-73 | 71-78 | Yes | 62-69 | No |
| 23 | Park land-North Mississippi Park | 70 | 51-59 | 71-82 | Yes | 65-68 | No |
| 24 | Industrial and commercial-a few single family dwellings | 70 | 69-77 | 69-79 | No | n/a | Yes |
| 25 | Industrial-commercial | 75 | 72-84 | 66-95 | No | n/a | Yes |
| 26 | Industrial-commercial | 75 | 54-75 | 73-80 | No | n/a | Yes |
| 27 | Industrial-warehousing, some commercial | 75 | 71 | 89 | No | n/a | Yes |
| 28 | Industrial-produce market, manufacturing, railroad yards | 75 | 63-65 | 75-83 | No | n/a | Yes |



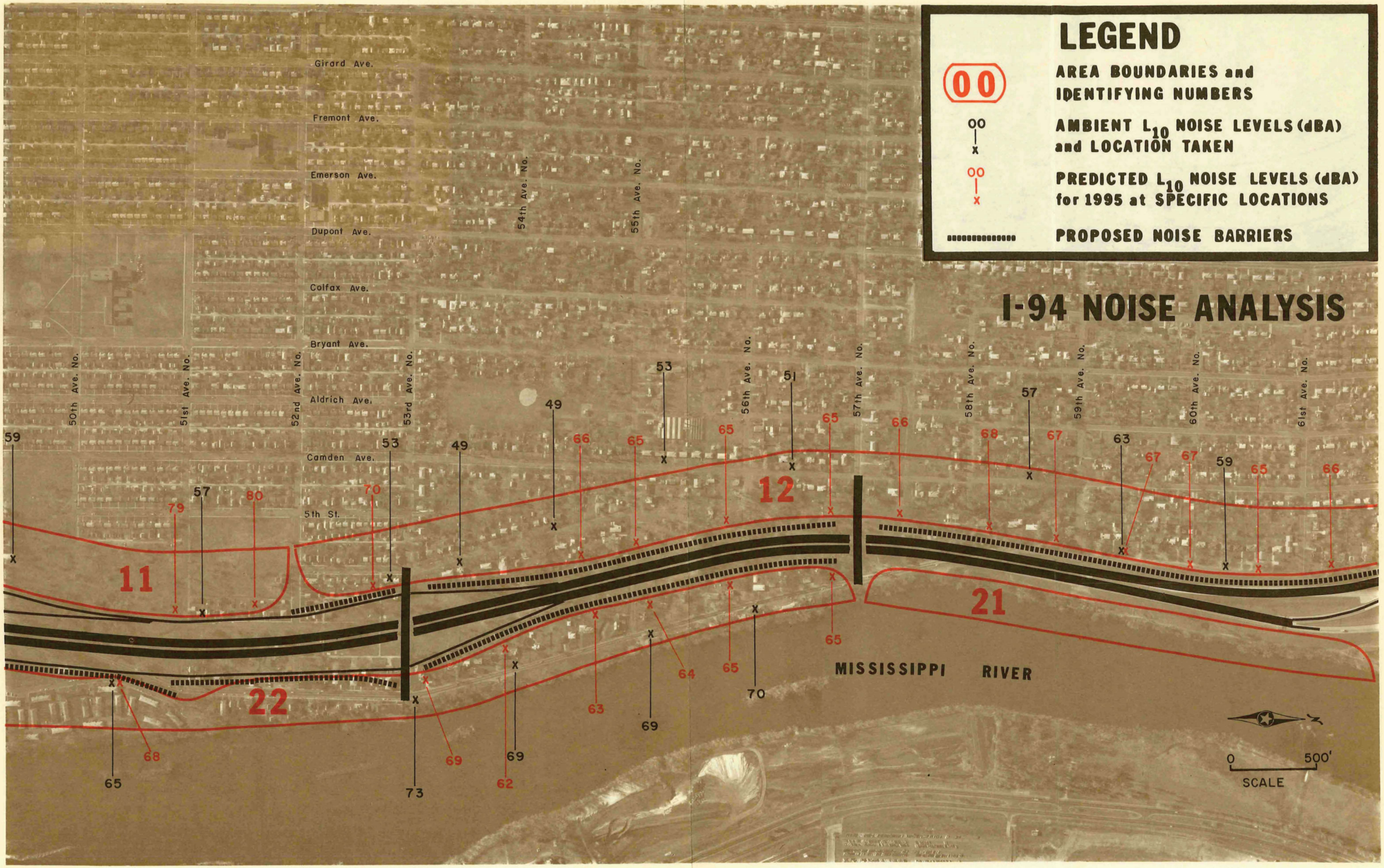

LEGISLATIVE REFERENCE LIBRARY
STATE OF MINNESOTA

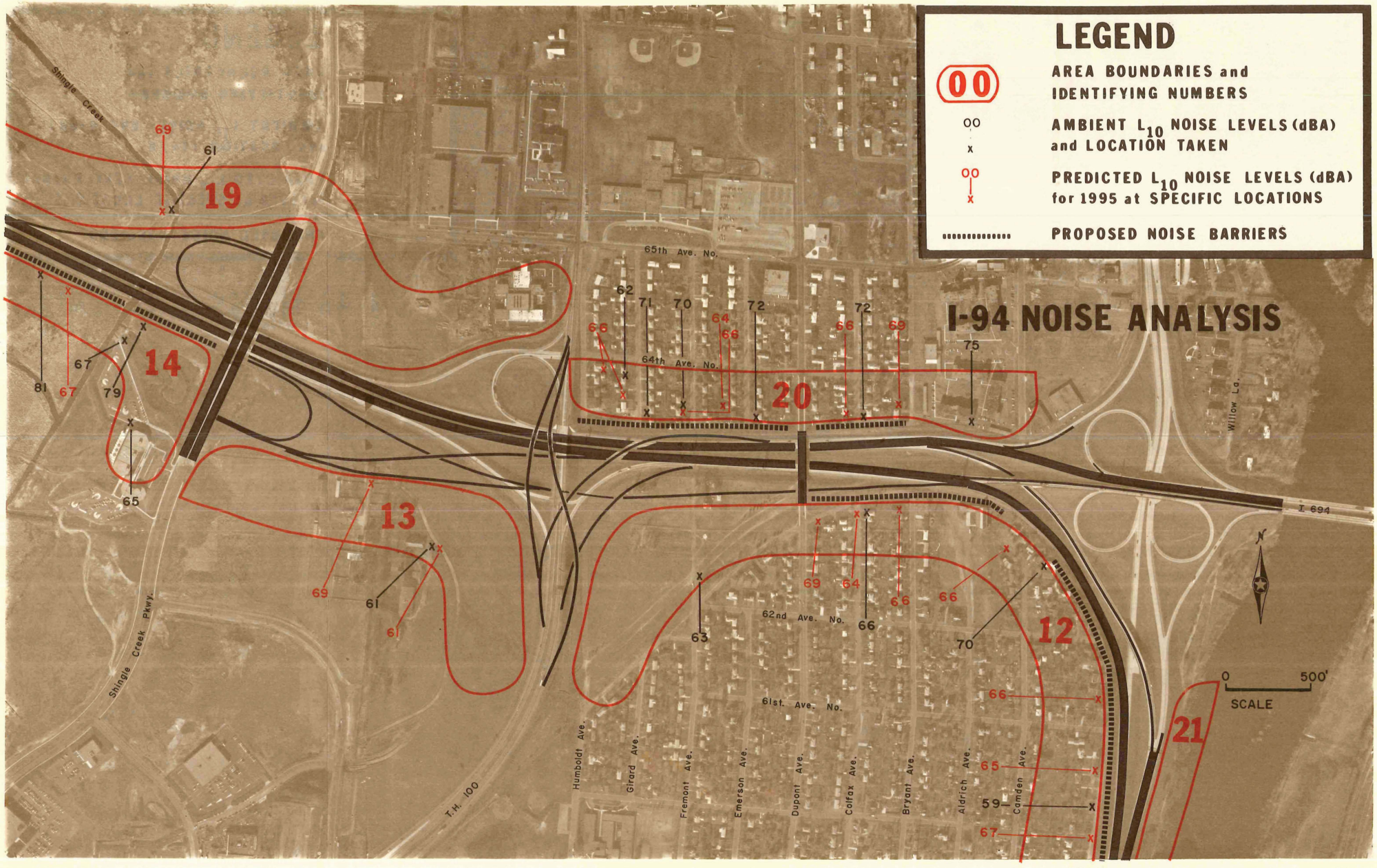

I-94
NOISE ANALYSIS
LEGEND
00
AREA BOUNDARIES and IDENTIFYING NUMBERS
00
AMBIENT $L_{10}$ NOISE LEVELS (dBA) and LOCATION TAKEN
00
PREDICTED $L_{10}$ NOISE LEVELS (dBA) for 1995 at SPECIFIC LOCATIONS
PROPOSED NOISE BARRIERS
0
500'
SCALE
11th Ave. N.
12th Ave. N.
15th Ave. N.
16th Ave. N.
17th Ave. N.
18th Ave. N.
Girard Ave. N.
Fremont Ave. N.
Emerson Ave. N.
Dupont Ave. N.
Bryant Ave. N.
Aldrich Ave. N.
Lyndale Ave.
22nd Ave. N.
23rd Ave. N.
24th Ave. N.
25th Ave. N.
26th Ave. N.
N 7th St
Plymouth Ave.
West Broadway
FRANKLIN-HALL NEIGHBORHOOD
5th St. N.
4th St. N.
Washington Ave.
2
3
4
5
25
26
169
94
52

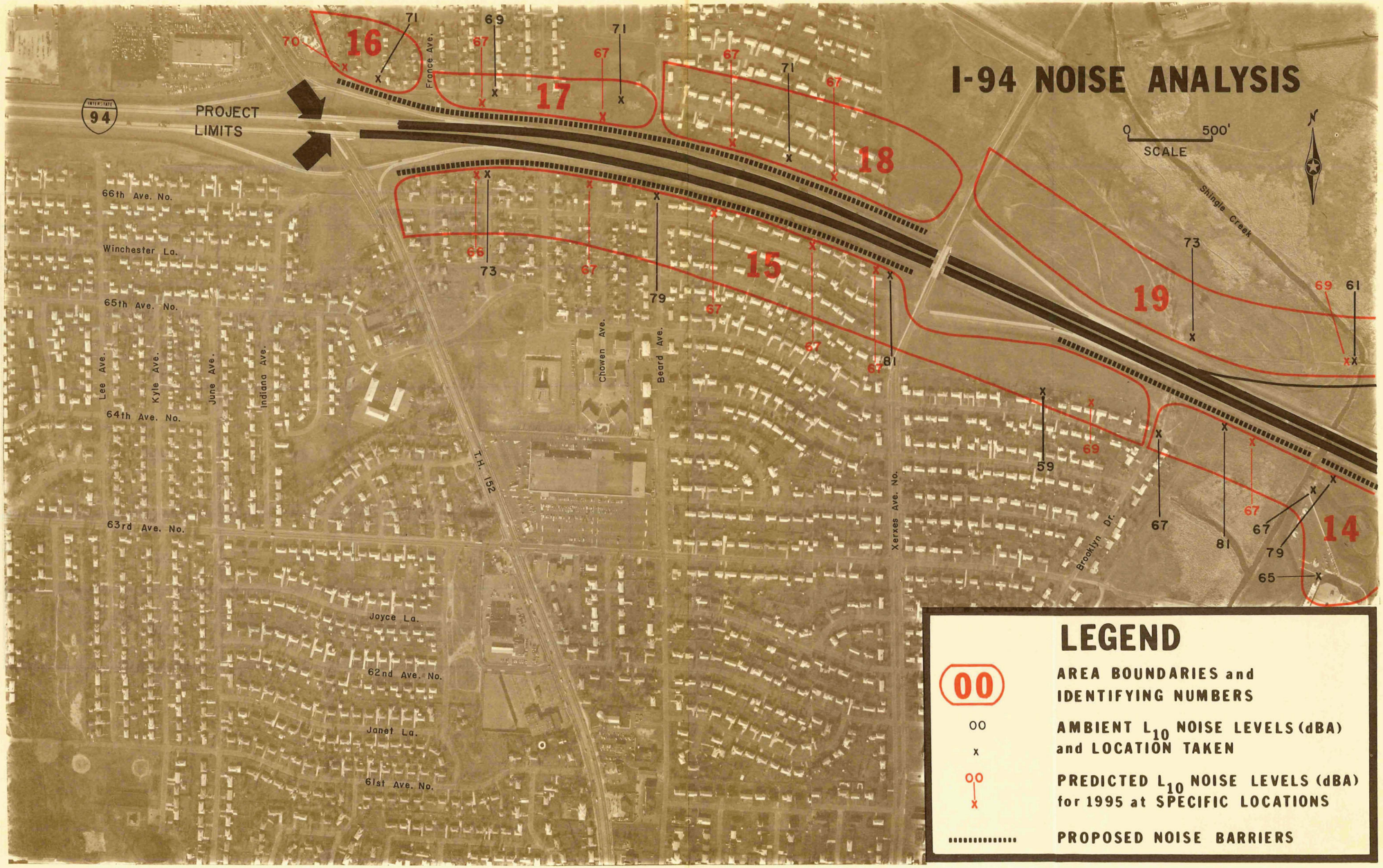

I-94 NOISE ANALYSIS
LEGEND
00
AREA BOUNDARIES and IDENTIFYING NUMBERS
00
AMBIENT $L_{10}$ NOISE LEVELS (dBA) and LOCATION TAKEN
00
PREDICTED $L_{10}$ NOISE LEVELS (dBA) for 1995 at SPECIFIC LOCATIONS
PROPOSED NOISE BARRIERS
0
500'
Scale
Colfax Ave. N.
Bryant Ave. N.
Aldrich Ave. N.
34th Ave. N.
35th Ave. N.
36th Ave. N.
37th Ave. N.
Dowling Ave. N.
39th Ave. N.
40th Ave. N.
US 169
Lyndale Ave. N.
6th St. N.
4th St. N.
INTERSTATE 94
Washington Ave.
US 52
2nd St. N.
28th Ave. N.
30th Ave. N.
31st Ave. N.
Lowry Ave.
33rd Ave. N.
Pacific St.
MISSISSIPPI RIVER
5
25
68
59
67
67
65
68
54
66
65
54
65
4th St. N. 67
64
66
56
68
67
66
76
89
72
89
76
86




# I-94 NOISE ANALYSIS


LEGEND
00
AREA BOUNDARIES and IDENTIFYING NUMBERS
00
x
AMBIENT $L_{10}$ NOISE LEVELS (dBA) and LOCATION TAKEN
00
x
PREDICTED $L_{10}$ NOISE LEVELS (dBA) for 1995 at SPECIFIC LOCATIONS
PROPOSED NOISE BARRIERS
I-94 NOISE ANALYSIS
Girard Ave.
Fremont Ave.
Emerson Ave.
Dupont Ave.
Colfax Ave.
Bryant Ave.
Aldrich Ave.
Camden Ave.
5th St.
50th Ave. No.
51st Ave. No.
52nd Ave. No.
53rd Ave. No.
54th Ave. No.
55th Ave. No.
56th Ave. No.
57th Ave. No.
58th Ave. No.
59th Ave. No.
60th Ave. No.
61st Ave. No.
11
12
21
22
MISSISSIPPI RIVER
0
500'
SCALE


LEGEND
00
AREA BOUNDARIES and IDENTIFYING NUMBERS
00
x
AMBIENT $L_{10}$ NOISE LEVELS (dBA) and LOCATION TAKEN
00
x
PREDICTED $L_{10}$ NOISE LEVELS (dBA) for 1995 at SPECIFIC LOCATIONS
PROPOSED NOISE BARRIERS
I-94 NOISE ANALYSIS
19
14
13
20
12
21
Shingle Creek
Shingle Creek Pkwy.
T.H. 100
65th Ave. No.
64th Ave. No.
62nd Ave. No.
61st Ave. No.
Humboldt Ave.
Girard Ave.
Fremont Ave.
Emerson Ave.
Dupont Ave.
Colfax Ave.
Bryant Ave.
Aldrich Ave.
Camden Ave.
Willow La.
I 694
0
500'
SCALE


I-94 NOISE ANALYSIS
PROJECT LIMITS
INTERSTATE 94
0 500'
SCALE
N
16
17
18
15
19
14
France Ave.
Shingle Creek
Chowen Ave.
Beard Ave.
Xerxes Ave. No.
Brooklyn Dr.
T.H. 152
Lee Ave.
Kyle Ave.
June Ave.
Indiana Ave.
66th Ave. No.
Winchester La.
65th Ave. No.
64th Ave. No.
63rd Ave. No.
Joyce La.
62nd Ave. No.
Janet La.
61st Ave. No.
LEGEND
00 AREA BOUNDARIES and IDENTIFYING NUMBERS
00 x AMBIENT $L_{10}$ NOISE LEVELS (dBA) and LOCATION TAKEN
00 x PREDICTED $L_{10}$ NOISE LEVELS (dBA) for 1995 at SPECIFIC LOCATIONS
PROPOSED NOISE BARRIERS

## WATER QUALITY

### Existing Water Quality

There are three water systems which could be affected by the proposed action: Bassett Creek, Shingle Creek, and the Mississippi River. The MPCA has classified these streams by use with the following classifications and permitted pollutant concentrations governing:

TABLE 7 WATER QUALITY STANDARDS

| | Bassett Creek | Shingle Creek | Mississippi River |
|---|---|---|---|
| Classification | 2B | 2B | 1C, 2B, and 3B, with the most stringent governing |
| Uses | Propagation of cool or warm water fish, recreation including swimming. | Propagation of cool or warm water fish, recreation including swimming. | Public water supplies for drinking and food processing; industrial processing and cooling; navigation, pleasure boating, fishing, swimming, and other recreation. |
| Most probable number of fecal coliform organisms per 100 milliliters | 200 | 200 | 200 |
| Turbidity in Jackson units | 25 | 25 | 25 |
| Chloride concentration in milligrams per liter | not specified | not specified | 100 |

Sampling of water quality in the three streams has yielded data as shown on the following table:

TABLE 8 EXISTING WATER QUALITY

| Location | Fecal coliform count per 100 milliliters | Turbidity in Jackson Units | Chloride Concentrations in parts per million |
|---|---|---|---|
| Bassett Creek at the Mississippi River* | 2,300 to 490,000 | 11 to 100 | 19 to 31 |
| Shingle Creek at I-94 crossing in Brooklyn Center** | not sampled | 8 to 10 | 32 to 74 |
| Shingle Creek at the Mississippi River + | less than 200 to 16,000,000 | 5 to 85 | 1.8 to 120 |
| Mississippi River north of I-94/I-694 (St. Paul water intake station) ++ | 20 to 1,300 | 1.1 to 5.3 | 5 to 13 |

*Sampling period 3/65 to 10/65, data from the DEIS on the Bassett Creek Flood Control Plan by the Army Corps of Engineers.
**Samples of 3/18/76 and 4/9/76. Data from US Geological Survey.
+Water Quality Sampling Program, 1960-1963, Minnesota Department of Health.
++Sampling period 1/75 to 2/76, by the MPCA.

## Potential Impacts

An assessment of potential impacts of I-94 on water quality has been made.* Several potential sources of water quality degradation have been identified. Briefly, these are as follows:

### Erosion and degradation due to construction

This type of pollution can be controlled by judicious use of the numerous temporary erosion control measures available. The need for some can be identified in time for their incorporation into the construction plans, while others will require identification and correction at the project site. This is the responsibility of the construction engineer. See Construction Impacts for further discussion.

### Degradation due to operation of the finished roadway

Pollutants found in roadway runoff consist of salt and sand from deicing operations and the chemicals deposited on the roadways by vehicles during operation. Contamination by deicing chemicals can be minimized by control over the amount of chemicals used, but cannot be entirely eliminated. Winters in this area dictate the use of some means of removing ice from heavily-traveled roadways. Use of chemicals is currently the least expensive, most effective method. Once the salt washes off the roadway, however, it is not possible to remove it from the runoff without extraordinary measures. The majority of the salt is carried off during spring runoff, and multiple drainage outlets in combination with high flows in the streams and rivers should ensure rapid mixing and dilution.

Chemicals deposited on the roadway by vehicles include grease and oil, leads, zinc, copper, nickel, chromium, and asbestos. Design measures to reduce the concentrations of these chemicals entering streams are being investigated.

*Preliminary Hydraulic Analysis and Water Impacts Assessment, MHD Hydraulics Unit November, 1975.

Periodic sampling is planned at selected sites before, during, and after construction of the project. Among the sites under consideration for sampling are the two crossings of Shingle Creek in Brooklyn Center and Minneapolis.

Chemical and petroleum spills

Spills on the roadway are another potential source of water quality degradation. The likelihood of a spill is expected to be minimal because of the free-flowing alignment and safety clearances incorporated into the design of the project. However, the accident potential cannot be completely eliminated and, therefore, a procedure to control and contain spills on I-94 is being developed. Information is being gathered at this time to be used in the development of such a plan, which will be ready by the time I-94 is open to traffic. The procedures include notification of appropriate state and local officials.

The traffic surveillance system, which is proposed to include closed circuit television is expected to aid in early detection and coordination of the cleanup of spills. The proposed changeable message signs will aid in detouring traffic from the site, in the event of a major spill.

## WETLANDS

One wetland area has been identified within the project area. This is the two-acre marsh within North Mississippi Park.

The marsh within North Mississippi Park has been classified as a Type 7 wetland, a wooded swamp*. The source of water for the marsh is street runoff from the area west of Lyndale Avenue. This runoff is collected in a storm sewer which outlets into North Mississippi Park in the area of the marsh. This drainage to the marsh will be perpetuated. The quality of water into this marsh will not change as a result of I-94, as it will not contain runoff from I-94.

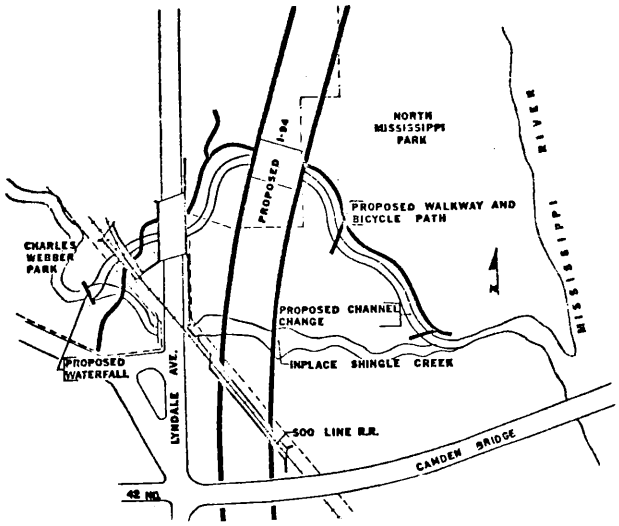
The area surrounding Shingle Creek in Brooklyn Center has been inventoried to determine its wetlands characteristics. Because this area has been disturbed by creek rerouting and other construction, it is not considered to possess natural wetlands characteristics. The area probably receives some runoff from I-94, although most roadway runoff is presently collected in ditches and discharged into Shingle Creek. Proposed drainage after upgrading will not alter the quantity of water entering the creek. A much larger source of runoff to Shingle Creek is Shingle Creek Parkway and the industrial area and local streets north of I-94. When the Shingle Creek Parkway interchange is constructed, existing drainage patterns will be perpetuated.

*This classification was made by the MHD Office of Environmental Services in consultation with the MDNR.

## STREAM MODIFICATIONS

The construction of I-94 will not alter the flow of the Mississippi River. Changes will be made, however, to Shingle Creek and Bassett Creek.

### Shingle Creek




A realignment of the Shingle Creek channel is proposed as part of I-94 construction. This channel change will begin about 1200 feet upstream of the outlet of the creek into the Mississippi and would end about 300 feet upstream of the outlet. A thirteen-foot waterfall would be constructed at the upstream end of the channel change. The present creek alignment and the proposed realignment are shown on the inset to the left. This creek alignment has been selected because it permits a combination pedestrian-walkway/bicycle-path to be constructed alongside the relocated creek. This path would link North Mississippi Park with Charles Webber Park, separated from North Mississippi Park by Lyndale Avenue, the Soo Line railroad tracks, and proposed I-94.

This walkway/bicycle-path is much desired by the Minneapolis Park and Recreation Board (MPRB), and a concept plan depicting the channel change, approximate walkway alignment, and other proposed changes to North Mississippi Park was approved by the MPRB on July 14, 1975. A thirteen-foot height is planned for the proposed waterfall to serve as a barrier to the upstream migration of rough fish from the Mississippi. This height is in accordance with recommendations of the Minnesota Department of Natural Resources (MDNR), which wishes to prevent rough fish from spawning in the chain of lakes upstream of Shingle Creek. This is discussed in more detail in Section VIII.

The preliminary hydraulic analysis and water impact assessment* made for this project has identified several areas of potential effect relating to the proposed channel change. In addition to the increased erosion potential of such an undertaking, which is discussed in Water Quality Impacts, these concerns are:

*MHD, Hydraulics Unit, op. cit.

| Concern | Discussion |
| --- | --- |
| Effect of the channel change on the hydraulic characteristics of this portion of the stream. | The realigned channel will have a flatter gradient than the original channel. This will result in a decrease in velocity, which may increase the amount of sediment deposited in this segment of the channel. It is anticipated, however, that spring high flows will flush out this sediment. |
| Alteration of the aquatic environment of the creek. | Design measures have been recommended to increase habitat for aquatic organisms in the new channel. The channel is planned to be lined with random riprap, blended into the existing topography. The banks will be planted with trees and shrubs to restore the natural character of the stream. |
| Other considerations. | Shingle Creek is crossed by existing I-94 in Brooklyn Center. The proposed upgrading will include considerable construction in the vicinity of the creek, although it will not be necessary to alter the creek in any way due to the highway proposal.<br><br>Shingle Creek in Brooklyn Center has been modified several times to suit development, resulting in a straight, ditch-like alignment in the area of I-94. Brooklyn Center plans to realign Shingle Creek to a more natural-appearing alignment south of I-94, where the creek passes through Central Park. This creek realignment is tentatively planned to take place about a year before the I-94 upgrading, presently scheduled for letting in late 1978. This channel change is not dependent on the I-94 proposal. |

Bassett Creek

The deep tunnel storm sewer will be built with additional capacity to ultimately carry the Bassett Creek flow. The relocation of the Bassett Creek conduit, however, is not proposed as part of the I-94 proposal. The Corps of Engineers addressed the impact on the creek in the DEIS on the Bassett Creek Flood Control Plan, circulated for comments and sent to the CEQ on September 8, 1975.

The plan includes relocating the lower portion of the creek in the I-94 study area. It is proposed that Bassett Creek flow will enter the deep tunnel storm sewer about a mile from the proposed outfall into the river. From that point to the river, the tunnel will carry Bassett Creek flow and intermittent storm water runoff from portions of I-94 and future I-394. The Corps of Engineers DEIS on the flood control project concludes that the route followed by the proposed conduit is through an area of existing commercial and industrial development, is forty feet below the surface, will not distrub the surface, and therefore, the impacts on the natural environment are not expected to be significant.

As with the Shingle Creek change, the migration of rough fish from the river to the creek will be barred by a steep slope or drop inlet structure. The MDNR wishes to preserve the upper stretch for more desirable fish.

FLOODPLAIN ENCROACHMENT

Proposed I-94 will encroach onto the Mississippi River flood-plain for a short distance near 47th Avenue North. This encroachment will consist of an earth fill necessary to construct the I-94 mainline, the northbound off-ramp, and the access road to North Mississippi Park.

## CONSTRUCTION

### Erosion Potential

I-94 will be depressed below existing ground level throughout much of its length. This will require excavation exposing cut-slopes along the route during construction. Since the roadways are depressed, it will be easier to contain erosion and sedimentation within the excavated area during construction. Some of the excess cut material will be suitable for the earth noise mounds proposed at various locations. Also, a channel change is proposed for the I-94 crossing of Shingle Creek in Minneapolis. On the upgrading segment, construction is proposed at the crossing of existing I-94 over Shingle Creek in Brooklyn Center. In both areas, degradation of water quality due to erosion is greater than in other areas.

### Proposed Mitigation

Precautionary measures will be utilized during construction for control of air, water and noise pollution. The present controls over the contractor's methods are contained in the MHD Standard Specifications for Highway Construction. Additional special provisions will be included in the contract. These include limiting the amount of surface area of erodible earth exposed by clearing, excavation, borrow and embankment operations in progress commensurate with the grading, paving, and revegetation work. Once the side slopes are shaped, turf establishment by seeding and/or sodding the side slopes provides for green areas and permanent erosion and sedimentation control.

Erosion and sedimentation will be minimized in all phases of construction either as specified in the construction plans or as unforseen problems occur. Some examples of temporary erosion control devices are mulches, slope drains, dikes, sediment basins, and restoration of vegetation on all disturbed areas as soon as possible. During construction, materials such as gasoline and oil will be stored in areas out of the river floodplain to prevent any spills from reaching the streams and the river.

Localized Disruptions

Localized disruptions during construction will include noise and dust during earth-moving operations, erosion, and traffic detouring. This disruption will be kept to the minimum necessary to permit construction.

Deep Tunnel Construction

Precautionary measures will be used in the construction of the deep tunnel to prevent spillage of excavated material into the river. Prior to construction, the contractor will specify the tunneling method to be used and methods for the removal and disposition of the material so that all work will be done in an approved manner.

Should any remains of early flour and lumber mills be discovered during the construction of the tunnel outfall in the St. Anthony Falls Historic District, the State Historic Preservation Officer will be notified so that the significance can be determined.

Vibration Sensitive Areas

At about 40th Avenue North, there is some limestone that cannot be removed by bulldozing. There is about a 2 block area where it might be necessary to use explosives. There is one business in the vicinity whose delicate film processing operations might be sensitive to vibrations and dust during this work. This is still under study, but possible precautions include blasting during the weekend (the business operates only during weekdays) and monitoring vibrations. The contractor doing this work will be required to comply with the state blasting permit issued through the Minneapolis Fire Department. Minneapolis does not have a blasting ordinance. Others in the vicinity will be notified prior to the work.

Air Reduction Company Disposal Lagoon

Included on one of the parcels proposed as replacement land is a lagoon filled with by-products from the processing of industrial gases. Samples of this material have been analyzed by the Minnesota Department of Health and have been determined to be composed primarily of calcium hydroxide (67 to 76 percent) and calcium carbonate (17.5 to 30.4 percent). This material will have to be removed to make the parcel suitable for park replacement land. The material is located within the Mississippi River floodplain, requiring permits from the Corps of Engineers and possibly the MPCA before excavation and removal can be undertaken.

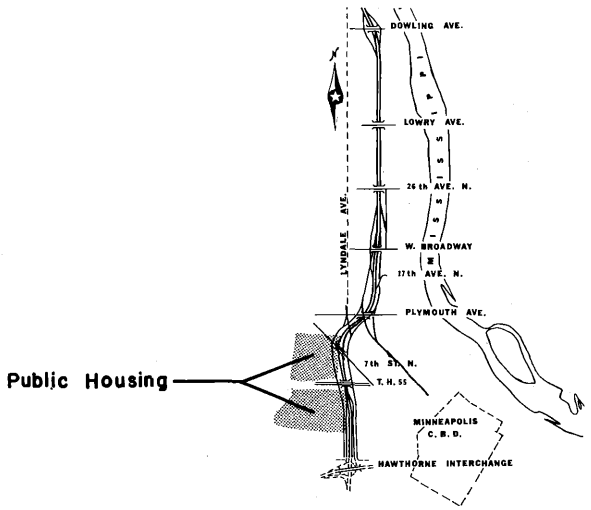
Potential methods of disposing and utilizing the material from the disposal lagoon are: burial within the highway construction or an approved sanitary landfill, use of the material as a soil-sweetener during the final landscaping operations, or use of the material by the Metropolitan Sewer Board as a coagulant for the thickening of sludge prior to drying and incineration. Because the material is chemically stable and presents no contamination hazards, all methods appear feasible and safe. Because of the quantity of material to be removed, estimated at approximately 100,000 cubic yards it is likely that a combination of methods will be used.

LAND-USE

The completion of this segment of I-94 is not expected to change the anticipated area land-use and growth. The overall regional land-use plans and local land-use plans have been developed on the basis that the project will be completed.

Over the past years, every effort has been made to coordinate freeway development with city plans including urban renewal projects in North Minneapolis. These efforts have resulted in joint acquisition and construction activities in the renewal area and design revisions to make the freeway more compatible with the emerging neighborhood objectives. This joint planning and cooperation has resulted in benefits to all involved agencies.

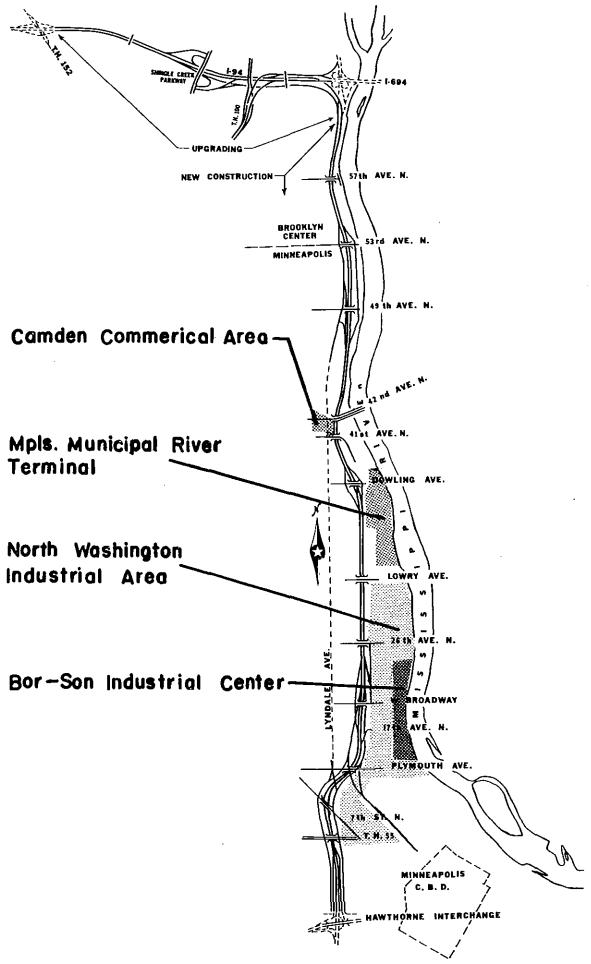
In December of 1960, the City Planning Commission and the MHRA jointly prepared an urban renewal plan for improvement of the near north side of Minneapolis. This plan proposed the improvement of some 750 acres of land within the area bounded by Olson Memorial Highway (TH 55), Washington Avenue, Broadway Avenue, and Penn Avenue. The first stage of the project, the Grant Urban Renewal Plan, is now well into the developmental stages. Other areas, such as the Glenwood and Harrison urban renewal projects and the Franklin/Hall neighborhood are in various stages of development.




A proposal has been developed in cooperation with the MHRA concerning the existing low-income multiple-unit public housing in the TH 55 area. An earth berm topped by a wall is being considered to shield highway noise. This method involves more disruption and displacement of residents than does a wall alone, but it solves certain problems and satisfies certain goals of urban renewal and freeway development. With a wall there would be problems with poor access to the remaining housing units fronting on the wall as well as the undesirable enclosing effect of a wall. The berm and wall combination achieves the MHRA goal of reducing the housing density in the neighborhood. Indications are that replacement housing at scattered sites would be available.

Highway/street separations are provided at major streets to preserve continuity of existing traffic patterns. Access is provided to integrate the area street pattern with the Interstate system and to offer vitally important access to and from the many commercial-industrial concerns in the area including the warehouse district in the west part of the CBD.

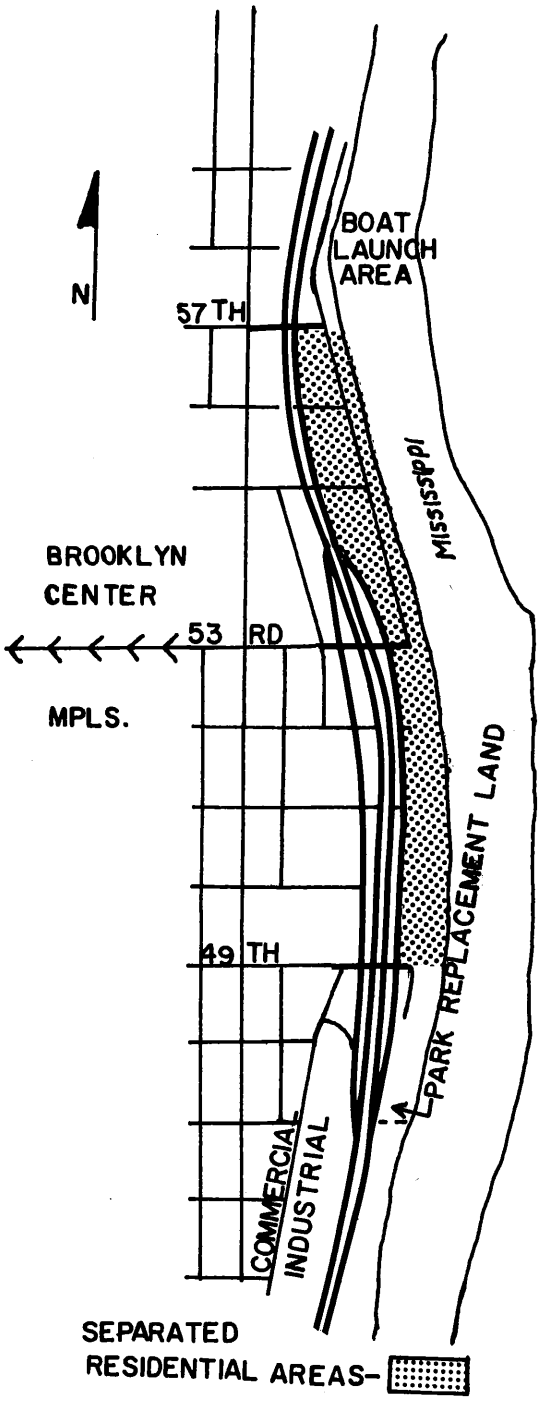
Recently the West Broadway Business Association announced plans for a major face lifting, redevelopment, and revitalizing of West Broadway. West Broadway (US 52) is one of two major shopping avenues to be traversed by I-94 on this segment and the substantial renovation and redevelopment of this area has been spurred, in part, by the proposed construction of the Interstate facility. The proposed interchange at West Broadway will provide better access in and out of the shopping areas and reduce the congestion at the intersection of Broadway Avenue with Lyndale Avenue North.




The Camden commercial area is the cluster of approximately seventy-five retail businesses and services centered on the intersection of Washington and Lyndale Avenues North. Approximately twenty-five of these businesses have been acquired for I-94 right-of-way; some have been relocated within the immediate area and several that have been acquired are presently leasing their operating sites from the state.

The Camden area will remain an important commercial and service area after I-94 is completed. Access to the area from I-94 will be via the Dowling Avenue (approximately 37th Avenue North) interchange and the 49th-53rd Avenue North split-diamond. Through traffic will be removed from Lyndale and Washington Avenues by I-94, reducing congestion in this commercial area.

Development between the proposed freeway and the river consists predominantly of industrial and commercial establishments (retail, scrap and recycling yards, limited and heavy manufacturing) with scatterings of old, minimum-standard housing. Because of the M 2-3 and M 3-3 zoning (Limited and Heavy Manufacturing), this area is destined to become exclusively industrial and commercially developed as the proposed North Washington Industrial Area, the Bor-Son Industrial Center and, within a few blocks, the Minneapolis Municipal River Terminal. The completed freeway will separate the industrial-commercial corridor along the river from the existing and new residential development to the west.

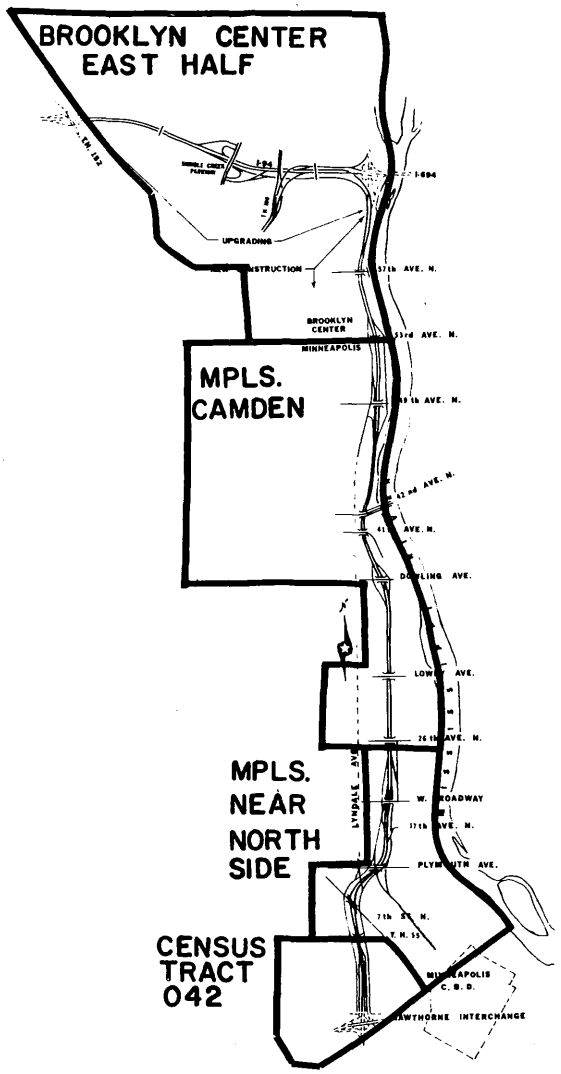



The project has been designed to restore accessibility and mobility for the homes and businesses remaining after construction. It has been aligned to separate differing land uses without creating isolated pockets of residences separated from the services and facilities necessary to them. There is, however, one area where such a separation is unavoidable. This area extends from 49th to 57th Avenue North and will contain approximately 160 dwelling units plus a motel after I-94 is constructed. Access to the area will be via the 49th-53rd Avenue North split-diamond plus the structure over I-94 at 57th Avenue North. Existing streets within this area will be perpetuated to facilitate internal circulation. This area is presently zoned for duplexes and multiple-family residences. The part of this area that is in Brooklyn Center (53rd to 57th Avenue North) does not have municipal water, and the city does not, at present, plan to expand service to this area.

SOCIAL

## Inventory of Potentially Sensitive Groups

The project study area was inventoried to determine the presence of any groups highly sensitive to disruption by a highway improvement. The general social and economic characteristics of study area residents were determined to be prime indicators of sensitivity to disruption and are presented below:




Genecral Characteristics .

| FACTOR | Mpls. - St. Paul SMSA | Mpls. - Census Tract 042 | Mpls. - Near North Side | Mpls. - Camden Neighbor-Hood | Brooklyn Center-East Half |
|---|---|---|---|---|---|
| % non-white | 2.8 | 43.9 | 23.5 | 1.9 | 1.1 |
| % 65 & older | 8.7 | 7.2 | 17.9 | 14.2 | 3.0 |
| % under 16 | 32.6 | 48.7 | 31.1 | 28.2 | 39.2 |
| % employed | 40.9 | 22.0 | 25.0 | 40.7 | 42.3 |
| % work trips by auto | 80.5 | 56.4 | 55.4 | 72.8 | 69.9 |
| % work trips by bus | 8.9 | 25.8 | 17.2 | 19.4 | 4.7 |
| % walk to work | 6.7 | 11.4 | 12.7 | 4.9 | 2.6 |
| % work in Mpls. CBD | 7.3 | 13.3 | 9.3 | 14.6 | 8.7 |
| Median Family Income | $11,682 | $4,075 | $4,946 | $10,415 | $12,328 |
| % Households below poverty level | 8.8 | 50.1 | 17.8 | 6.9 | 1.5 |
| % Households with no auto | 14.2 | 57.1 | 63.7 | 19.3 | 1.6 |
| Mean school years completed | 12.4 | 11.0 | 9.4 | 11.5 | 12.5 |
| % in same house in 1970 as in 1965 | 52.5 | 22.5 | 36.6 | 60.5 | 59.7 |
| Median rent/per month | $121 | $60 | $59 | $ 102 | $160 |

## Potentially Sensitive Groups

The potentially most sensitive areas identified are Census Tract 042 in Minneapolis, and the Minneapolis Near North Side. Both areas have high percentages of non-whites, poverty-level households, and households with no access to an auto. These same neighborhoods have very low percentages of employed residents, and low housing values, family incomes, and educational levels.

Both the Near North Side and the Camden neighborhood have unusually high percentages of elderly persons. Brooklyn Center and Census Tract 042 both have high percentages of residents under 16 years of age.

Significance of Findings

No problems are anticipated in the location and construction of I-94 past the identified neighborhoods. I-94 has been planned to skirt the edges of the identified neighborhoods and will disrupt the minimum number of potentially-sensitive persons.

For those persons who must be relocated due to I-94 construction, relocation services are available to assist in finding adequate replacement housing and in resolving other relocation difficulties such as locating suitable schools and churches. In the case of I-94, sufficient replacement housing is available within the immediate neighborhood of the homes to be taken. Those persons wishing to remain in the same neighborhood because of personal and social ties will be able to do so. Thus, it is not anticipated that there will be any major social impacts due to I-94.

Proposed I-94 will not adversely affect transportation patterns for any identified transportation-sensitive groups. Transit service to the low-income areas in Census Tract 042 and the Near North Side, will be unaffected by the proposal. The Camden neighborhood, with a high percentage of elderly persons, will be served by express buses, making the medical and commercial services of the Minneapolis CBD more accessible. Brooklyn Center, with a high percentage of young persons who are presumably more dependent on public transportation, will also receive improved transit service. Transit service to and within these neighborhoods will be improved also by several of the measures recommended by the MTC in their North Hennepin Route-Ridership Improvement Project report, of May 1976.

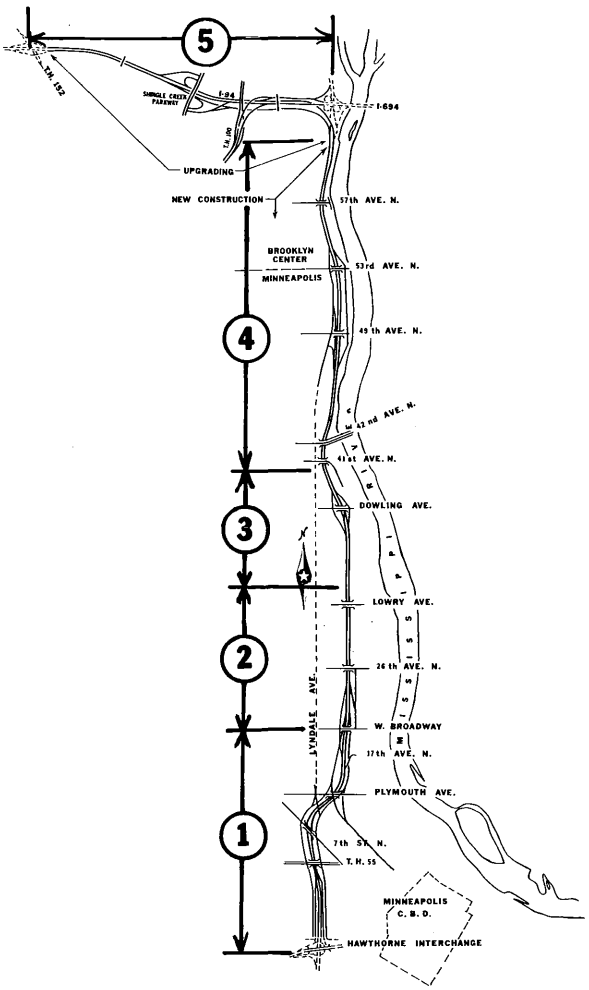
Internal circulation within neighborhoods will be perpetuated, ensuring that access to schools, parks, churches, and local shopping areas by pedestrians will not be made more difficult. Access to regional emergency facilities, such as medical services located in other areas of the Twin Cities, will be improved as a result of the proposed action.

## RELOCATION OF RESIDENTS AND BUSINESSES

It is estimated that 90 percent of the residental and 70 percent of the commercial relocations have been completed in the segment from US 12 to 40th Avenue North. North of 40th Avenue North, 55 percent of the residential and 75 percent of the commercial acquisitions have been completed.

### Residential Relocation Completed

Much of the residential relocation has been completed. Characteristics of those displaced are discussed by neighborhoods as follows:




(1) US 12 to West Broadway Information on this area is sketchy because acquisition was completed in the early 1960's. The majority of structures were duplexes and converted-use multi-unit buildings. This reflected the depressed economic circumstances of the immediate area. Many of the buildings were in a dilapidated condition. Occupants of these predominantly rental units were primarily white, lower-income families and individuals. Approximately 15-20% were of minority races.

(2) Broadway to 34th Avenue North In this area, the condition of the buildings improved. Occupancy was generally limited to 1 or 2 dwelling units per building with scattered multi-unit buildings. Occupants of these buildings were generally lower-to-middle-income-bracket home owners, white, and late-middle-age to elderly families.

(3) 34th Avenue to 40th Avenue North This is the McKinley Grade School and Henry Junior-Senior High School area and consists primarily of well-maintained-single family homes. Occupants of this area were white, middle-income, middle-aged residents, who generally owned their homes.

(4) 40th Avenue North to I-694 This area consists of the Camden neighborhood (40th Avenue North to 53rd Avenue North) in Minneapolis and the portion of Brooklyn Center south of I-694. Again, much of this relocation was completed in the early 1960's. Residences acquired were primarily well-maintained, owner-occupied, single-family dwellings housing white, middle-aged, middle-income families.

(5) I-694 to TH 152 No relocations have been made for this section.

General Relocation Patterns

In general, those persons displaced south of 40th Avenue North due to I-94 have been relocated in the following manner:

| | |
|---|---|
| In the immediate area (neighborhood) | 40% |
| Elsewhere within the city | 35% |
| Surrounding suburbs | 15% |
| Rural or out of locale | 7% |
| Out of state | 3% |

Those displaced between 40th Avenue North and I-694:

| | |
|---|---|
| In the immediate area (neighborhood) | 50% |
| Elsewhere within the city | 42% |
| Surrounding suburbs | 5% |
| Rural or out of locale | 2% |
| Out of state | 1% |

Residential Relocation Remaining

Remaining residential acquisition for the entire project involves taking about 135 dwelling units in 112 structures, 93 units of which are owner-occupied. Twelve other residential units that were acquired are being leased back from the state.

The majority of the remaining owner-occupied units required are single family dwellings in the $18-$25,000 value range. In general, the units increase in value with increasing distance north from the CBD. Characteristics of replacement housing needed are summarized on Table 9.

The actual number of persons displaced may change in the detail design stage. For instance, the type of noise abatement decided upon in the area of the public housing at TH 55 (see page 89 for more information), will determine whether 44 additional public housing units will be needed or not. This is being coordinated closely with the MHRA to find a mutually acceptable noise abatement treatment and to determine if adequate

TABLE 9 REPLACEMENT HOUSING NEEDED

Characteristics of Units Needed to Provide Replacement Housing for Owner Occupants (Total remaining = 93 units)

| Estimated Market Value of Subject | Persons Bedroom | Bedroom Size Needed 1 0 | 2 1 | 3-4 2 | 5-6 3 | 7-8 4 | 9-10 5 | Number of Families Elderly | Non-Elderly | Number of Individuals Elderly | Non-Elderly | Total By E.M.V.*** |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Below $15,000 | | | 4 | 7 | 1 | | | 2 | 7 | 2 | 1 | 12 |
| $15-$20,000 | | 1 | 1 | 17 | 5 | 1 | | 4 | 18 | 2 | 1 | 25 |
| $20-$25,000 | | | | 12 | 7 | 1 | 1 | 2 | 19 | | | 21 |
| $25-$30,000 | | | | 9 | 6 | | | | 15 | | | 15 |
| Over $30,000 | | | | 11 | 8 | 1 | | 1 | 19 | | | 20 |
| Totals | | 1 | 5 | 56 | 27 | 3 | 1 | 9 | 78 | 4 | 2 | 93 |

Characteristics of Units Needed to Provide Replacement Housing for Tenant Occupants (Total remaining = 57 units)

| Yearly Income Level | Persons Bedroom | Bedroom Size Needed 1 0 | 2 1 | 3-4 2 | 5-6 3 | 7-8 4 | 9-10 5 | Number of Families Elderly | Non-Elderly | Number of Individuals Elderly | Non-Elderly | Total By Income Level |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 0-$3,500 | | | 2 | | 1 | | | | 1 | 2 | | 3 |
| $3,500-$5,000 | | | 4 | 3 | | | | | 3 | 2 | 2 | 7 |
| $5,000-$7,500 | | 1 | 4 | 12 | | | | 1 | 12* | | 4 | 17 |
| $7,500-$10,000 | | | 3 | 19 | 2 | | | 1 | 21 | | 2 | 24 |
| Over $10,000 | | | 1 | 5 | | | | | 6** | | | 6 |
| Totals | | 1 | 14 | 39 | 3 | | | 2 | 43 | 4 | 8 | 57 |

*Two Minority Families
**One Minority Family
***Estimated Market Value

single-family housing will be available in Minneapolis as replacement housing. The MHRA has indicated that their current practice is to provide replacement housing with single-family units at scattered sites. This practice is in accordance with existing City building codes, laws, and zoning regulations.

The bulk of the remaining residential relocation is in four areas. One extends from Plymouth Avenue North to 40th Avenue North. This area borders on and follows Washington Avenue to the north, approximately 2 blocks from the Mississippi River. Another possible area is the multi-unit public housing at TH 55 and Lyndale Avenue. The last areas remaining are between 51st and 56th Avenues North and from US 169 to TH 152 in Brooklyn Center. These areas will remain residential in zoning after I-94 is completed.

Current and continuing replacement housing studies of the area indicate that an adequate supply of decent, safe and sanitary housing within the financial means of the displacees is and will be available during the displacement period. Monthly reports, as well as periodic and annual reports, are submitted to the MHRA and constant and continuing exchange of information does exist.

Data from previous relocation studies indicate that relocated persons often are able to upgrade the quality of their housing due to the relocation process. Supplemental benefits enable many relocatees to either rent or buy housing that is substantially improved over the previous conditions. This effect is more pronounced for those at lower income levels and allows some lower income renters to become home owners.

Business Relocation Completed

US 12 to 40th Avenue North Approximately 105 businesses employing 625 full-time and 75 part-time employees have been taken so far. About 80% of these have relocated in the following manner:

| | |
|---|---|
| In the immediate area (neighborhood) | 29% |
| Elsewhere within the City | 36% |
| Surrounding suburbs | 22% |
| Rural or out of locale | 3% |
| Out of State | 1% |
| Out of business | 9% |

An additional 26 businesses (2 non-profit) have been acquired and are leasing back from the state.

40th Avenue to I-694 Approximately 25 businesses have been acquired. The number of employees is not available. These have relocated in the following manner:

| | |
|---|---|
| In the immediate area (neighborhood) | 40% |
| Elsewhere within the City | 50% |
| Surrounding suburbs | 7% |
| Rural or out of locale | 2% |
| Out of state | <1% |
| Out of business | <1% |

An additional 6 businesses have been acquired and are leasing back from the state.

Business Relocation Remaining

The remaining number of businesses to be relocated is estimated at 64, employing an estimated 425 full-time and 70 part time employees. Currently, about 32 of these businesses (2 non-profit) are leasing their quarters back from the state and expect to move to new quarters. About 32 businesses remain to be acquired and most expect to relocate.

Difficult businesses to relocate will be scrap yards and liquor establishments, and a number of them may discontinue operation because of zoning regulations. In the case of the scrap yards, a move to the rural area may be a possible alternative.

Two businesses will probably not relocate as a result of I-94. They are a beer parlor and a corner grocery. Both are neighborhood type operations, dependent on their location for their operation.* The estimated yearly tax loss due to the closing of these two businesses is $895.00, $508.00 of which would be borne by Minneapolis and $387.00 to be borne by Brooklyn Center. The businesses will receive discontinued business payments to help offset the loss to the owners, but the closings will result in a loss of three full-time and three part-time jobs.

Close contact and liaison is being maintained with the City of Minneapolis Industrial Development and Planning Commissions and the Federal Small Business Administration to provide maximum assistance to business displacees.

*Because of zoning regulations, these businesses will probably not be able to relocate within the same neighborhood.

USE OF PARKLANDS

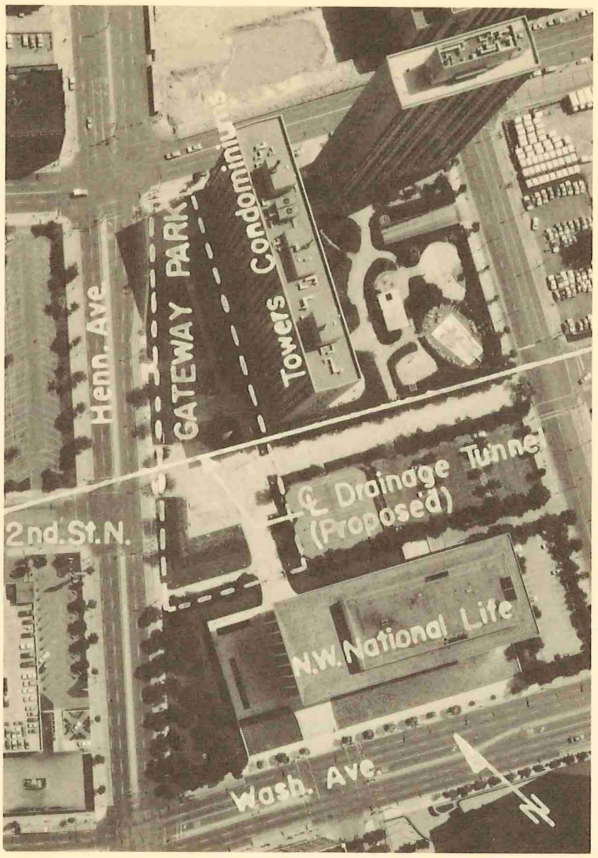
It is necessary to use parklands for I-94 construction and upgrading. Total permanent proposed highway use is 12.61 acres while temporary easements are necessary on an additional 12.55 acres. Proceeding from south to north (new construction segment) and from east to west (upgrading) the I-94 proposal requires the following:

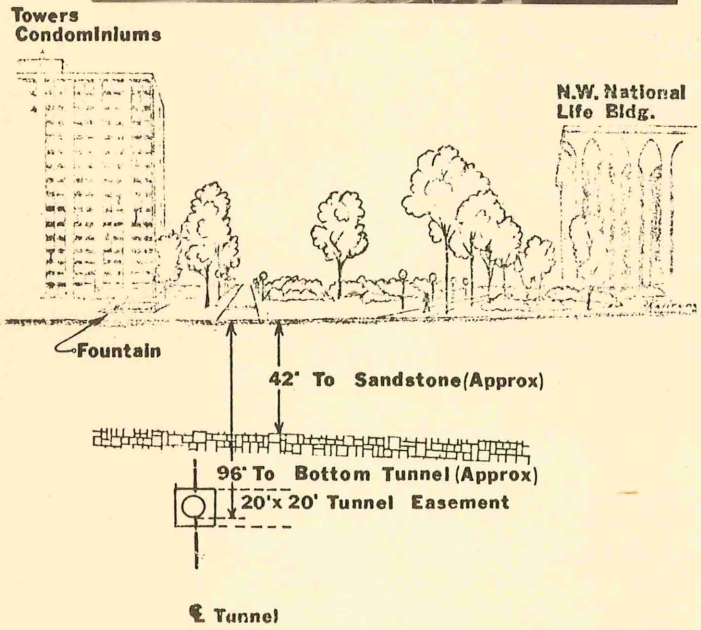
TABLE 10 USE OF PARKLANDS

| Park and Size | Municipality | I-94 Uses | Comments |
|---|---|---|---|
| Perkins Hill 4.45 acres (prior to 1968) | Minneapolis | 1.46 acres of permanent highway R/W. No construction easements necessary. | On June 14, 1968 the MPRB was paid $73,260 for the R/W. All improvements and equipment have been removed from the lands purchased. Mitigation measures include improvements made to the existing park by the MPRB with the funds received in 1968, and proposed noise abatement. |
| North Mississippi 40.3 acres | Minneapolis | 8.13 acres of permanent highway right-of-way required plus 9.3 acres of temporary construction easement. | Planned mitigation measures include direct access between North Mississippi and Charles C. Webber Parks, improved landscaping, removal of debris, reshaping of man-made earth forms to more natural configurations, noise abatement, improved access for pedestrians, bicyclists, and motorists, and the addition of replacement land. |
| Charles C. Webber 24.9 acres | Minneapolis | 1.4 acres of temporary construction easement needed to construct channel change in Shingle Creek and for stage construction of I-94. | Involvement in Webber Park is due solely to mitigation measures for North Mississippi Park. These measures result in temporary use of 1.4 acres of parklands and a channel change in Shingle Creek. |

TABLE 10 USE OF PARKLANDS - Continued

| Park and Size | Municipality | I-94 Uses | Comments |
|---|---|---|---|
| Freeway Park 5.75 acres | Brooklyn Center | 0.3 acres for permanent right-of-way, 0.6 acres for slope easements. | This land is required to accommodate earth mounds for noise abatement. If noise abatement walls are used instead of mounds, no park-land use is necessary. |
| Central Park 40 acres | Brooklyn Center | 0.9 acres for permanent right-of-way, 1.23 acres for slope easements, and 0.6 acres of permanent drainage easement. | If highway noise is abated with walls instead of mounds, permanent highway right-of-way required could be reduced to 0.2 acres, with no slope easements required. The permanent drainage easement is proposed with either noise abatement alternative. |
| Shingle Creek Greenstrip 26 acres | Brooklyn Center | 1.82 acres for permanent right-of-way, 0.02 acres of slope easements. | The permanent right-of-way is required to construct an interchange between I-94 and Shingle Creek Parkway, a local collector street serving an industrial park. The slope easement is needed for noise abatement. |




*CROSS-SECTIONAL VIEW FROM HENNEPIN AVENUE OF DRAINAGE TUNNEL UNDER GATEWAY PARK*

Mitigation measures include payment for parkland used (the MPRB was paid $73,260 for land from Perkins Hill Park), provision of replacement lands (a total of 14.8 acres of replacement land is proposed for addition to Minneapolis parks, with a total of 6.1 acres of replacement lands to be added to Brooklyn Center parks), special design features to reduce the effect of I-94 on parklands (such as special noise abatement design past North Mississippi Park), improved access, additional landscaping, and continued coordination with involved agencies.

Draft Section 4(f) Statements discussing parklands in both Minneapolis and Brooklyn Center have been prepared and were circulated for comments on February 8, 1976. The Final Section 4(f) Statements are Section VIII of this FEIS.

Permanent subsurface drainage easements will need to be obtained for all properties above the proposed deep tunnel. One property is Gateway Park, a 1.4 acre park in the Minneapolis CBD. The easement from Gateway Park will be 20 feet by 20 feet, about 96 feet deep and will not extend to the surface. For the purpose of applying Section 4(f), the MPRB concurs with the MHD and FHWA determination* that the present and future use of Gateway Park will not be affected or disturbed in any way during or after construction, as depicted on the sketch to the left.

## HISTORIC AND CULTURAL SITES

The impact of the proposal on the cultural, historical and archaeological sites is discussed in Section I, page 48.

*By letter of April 1, 1970 MPRB to MHD.

# SECTION III

# ALTERNATIVES

LEGISLATIVE REFERENCE LIBRARY
STATE OF

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| PART I | CONSIDERATIONS | 105 |
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## PART I - CONSIDERATIONS

The major considerations in the development of the I-94 proposal through northern Minneapolis and Brooklyn Center were systems planning, physical and cultural restraints, and traffic patterns and demands. These factors are discussed further below:

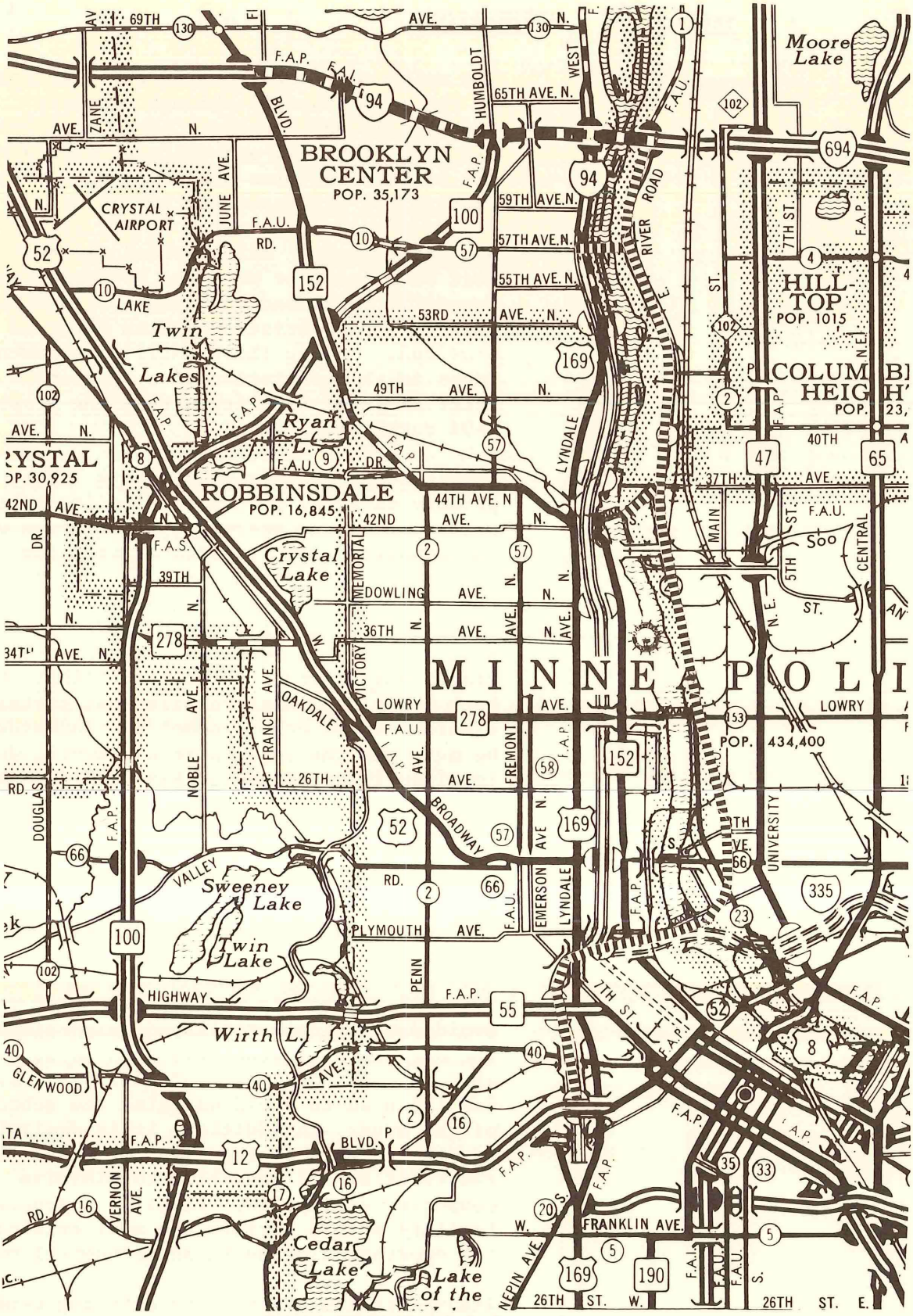
Systems Planning All proposed alternatives must be consistent with the Metropolitan Council's recommended planning if a well-balanced transportation system is to be provided. Among the Council's recommendations is the completion of a principal-arterial-level facility within the proposed I-94 corridor.

Physical and Cultural Restraints The primary physical restraints leading to the selection of the preferred alternative were: the completed construction at both the northern and southern ends of the proposed construction; the presence of the Mississippi River, with its steep banks and concomitant erosion potential; the railroad tracks which parallel the Mississippi on both banks and which require that certain clearances and other geometric standards be met; and the local street network, which requires interchanges at key locations and a workable system of continuity for streets not interchanging with I-94.

A major fiscal restraint was the financial capabilities of the MHD, which necessitated the spreading of construction over a period of years.

Cultural restraints included the need to avoid disrupting established neighborhoods; the avoidance of sensitive land uses, such as parklands, schools, and historical sites; and the need to avoid damaging the economy of the area. In addition, it is desirable to utilize an existing transportation corridor, if at all possible, to minimize community disruption. Finally, a proposed facility should satisfy the most critical transportation needs in an economical manner.

Transportation Demand The existing Lyndale and Washington Avenue corridors are high-usage corridors. There are few alternative routes available to those who must travel this corridor, and the demand for use of this corridor is expected to increase substantially whether or not I-94 is constructed as proposed.


BROOKLYN CENTER
POP. 35,173
ROBBINSDALE
POP. 16,845
HILL-TOP
POP. 1015
MINNEAPOLIS
POP. 434,400
Moore Lake
Twin Lakes
Ryan L.
Crystal Lake
Sweeney Lake
Twin Lake
Wirth L.
Cedar Lake
Lake of the
CRYSTAL AIRPORT
Soo
69TH AVE.
65TH AVE. N.
59TH AVE. N.
57TH AVE. N.
55TH AVE. N.
53RD AVE. N.
49TH AVE. N.
44TH AVE. N
42ND AVE. N.
40TH AVE.
37TH AVE.
36TH AVE. N.
26TH ST. W.
26TH ST. E.
LOWRY AVE.
FRANKLIN AVE.
HIGHWAY 55
BROADWAY
PLYMOUTH AVE.
GLENWOOD AVE.
BLVD.
HUMBOLDT
ZANE AVE.
JUNE AVE.
MEMORIAL
DOWLING AVE.
OAKDALE
FRANCE AVE.
VICTORY
NOBLE AVE.
FREMONT
EMERSON
LYNDALE
PENN
VERNON AVE.
NEPIN AVE.
MAIN
CENTRAL
UNIVERSITY
RIVER ROAD
WEST
7TH ST.
5TH ST.
DOUGLAS
LAKE
RD.
DR.
F.A.P.
F.A.U.
F.A.S.
Alt. I-94 route
Upgrading
N

Thus, the proposed corridor for I-94 was aligned to skirt the edges of established neighborhoods as much as feasible while avoiding the destruction of tax-important industrial properties. At the same time, the I-94 preferred alternative was aligned close to the existing Lyndale Avenue and Washington Avenue transportation corridor to minimize impact on sensitive land uses.

## PART II - ALTERNATIVES

Various alternatives have been considered for an upgraded transportation corridor in the northern Minneapolis area. These possibilities have included alternative highway locations, alternative design features to minimize impacts to the surrounding area, substitution of alternatives requiring changes in statuatory authority, and a no-build alternative.

### ALTERNATIVE HIGHWAY LOCATIONS

Alternative highway locations were considered in two ways: alignments of I-94 completely outside of the proposed corridor, and deviations from the preferred alternative only within specified areas, such as parklands or commercial areas.

#### Alternatives Outside of the Proposed Corridor

One of the early studies made in developing a route to serve the northern suburbs was the Northwest Diagonal. This is discussed on page 38. Other studies have been made of the potential for routing proposed I-94 on the east bank of the Mississippi River. These were initially made to determine the feasibility of constructing I-94 without the use of parklands while providing adequate service to the communities within the project area. This corridor is shown on the map to the left.

Corridors developed throughout these studies were determined to be unacceptable for several reasons. These are explained below:

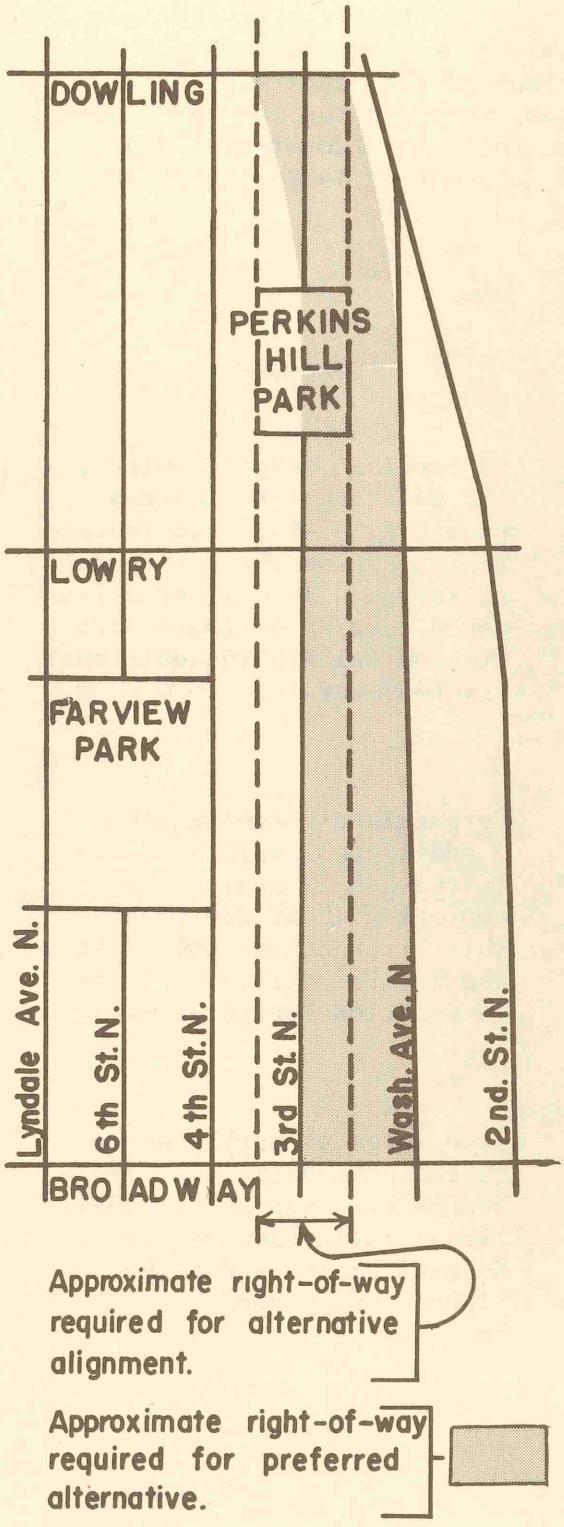
Inconsistency with established planning goals and inadequate community service. The Metropolitan Council has determined that an improved transportation corridor is needed from the Minneapolis CBD to the north along the west bank of the Mississippi River. A corridor along the east bank does not fill what has been determined to be a critical transportation need: improved access to the northern part of Minneapolis and the northwestern suburbs.

Anticipated construction costs. It has been estimated that a corridor along the east bank of the Mississippi would cost approximately $30 million more than would an alternative along the west bank. This increase in cost is due to the necessity of constructing additional river crossings to provide access to the west bank, to anticipated increased right-of-way costs to acquire right-of-way for a completely new corridor, and to the necessity of upgrading several existing routes on the west bank to handle traffic problems which would be perpetuated by an east bank alternative.

Environmental consequences. An alternative located entirely along the east bank of the Mississippi has potentially greater environmental consequences as it would require the construction of additional bridges across the Mississippi River. Construction across rivers poses a much greater chance for water quality degradation and disruption of wildlife habitat.

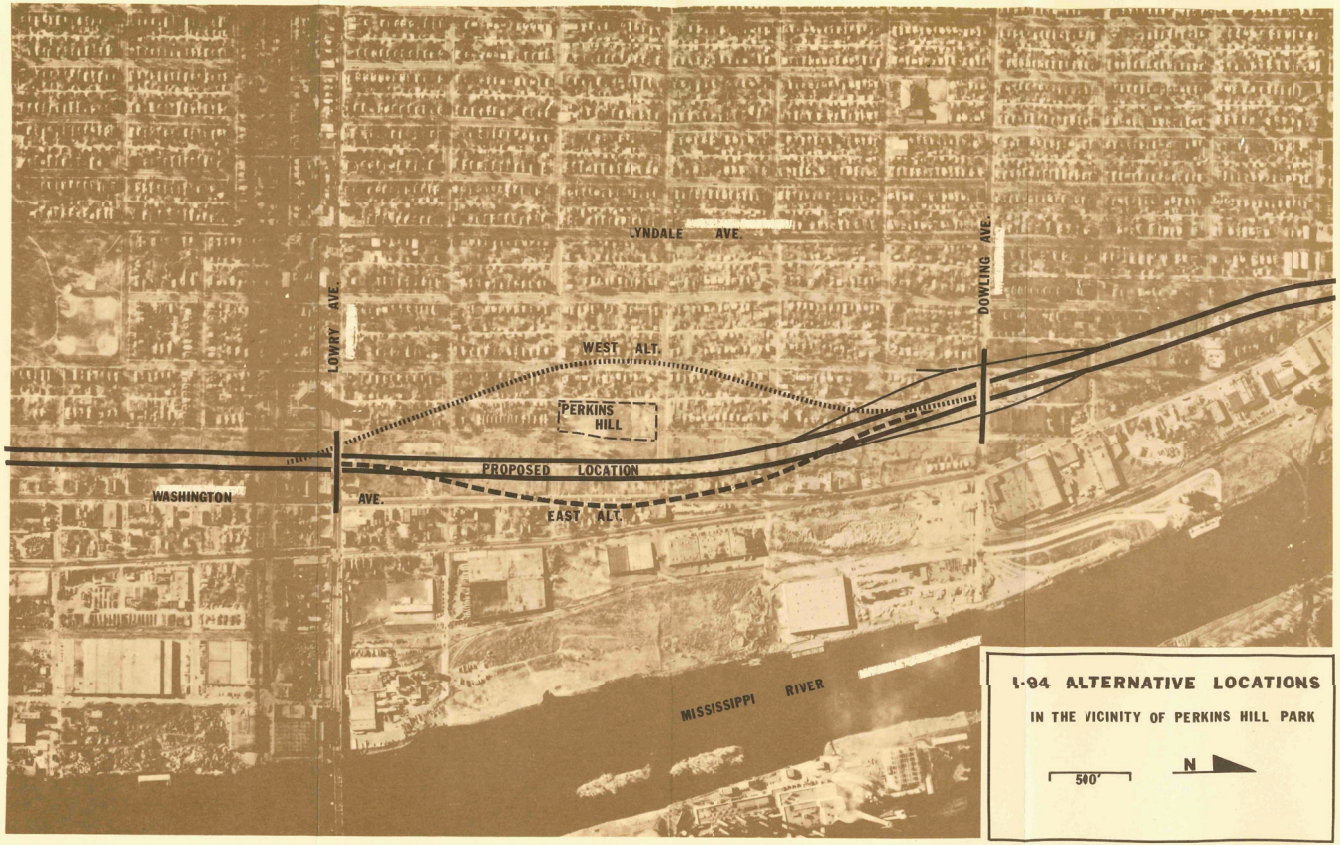
Community disruption. A major consequence of an alternative along the east bank of the Mississippi is the community disruption which would result. Firstly, the right-of-way on the west bank has been substantially acquired and the displacement of people and businesses has already taken place. If a route is selected on the east bank, the right-of-way acquisition and relocation process must begin again. Secondly, because of the spacing of the major interchange of existing TH 100 with inplace I-94 (west of the Mississippi) and an interchange of an east-bank I-94 with I-94/I-694, the existing interchange of US 169 with I-94 would have to be eliminated. It would be proposed, then, to replace the deleted interchange with a local access interchange at approximately 57th Avenue North. This interchange, along with 57th Avenue North between Shingle Creek Parkway and Lyndale Avenue, would provide access to the west for north Minneapolis residents. 57th Avenue North is presently a residential street, and the introduction of large numbers of through traffic would result in an unacceptable level of community disruption.

Alternatives Within the Proposed Corridor




One significant alternative to the preferred alternative proposed that I-94 be aligned approximately along 3rd Street North between Broadway and Dowling Avenues North. This alternative was not selected because of potentially greater community disruption due to required acquisition of the two half-blocks of residences which front on 3rd Street North, and all of Perkins Hill Park. This alternative would also have required the payment of damages, because of partial acquisition of property, to many of the businesses which are located along the west side of Washington Avenue North. Consequently, it was considered more prudent to confine the right-of-way impact area to a strip one block wide by aligning proposed I-94 midway between Washington Avenue and 3rd Street North. The inset to the left shows the relative impact of both alternatives within this sub-area.

Another area where a shift in alignment was studied was in the vicinity of 7th Street North. In response to comments voiced at the design public hearing and in an effort to make I-94 as visually and acoustically unobtrusive as possible, studies were made resulting in a depressed mainline in this area.

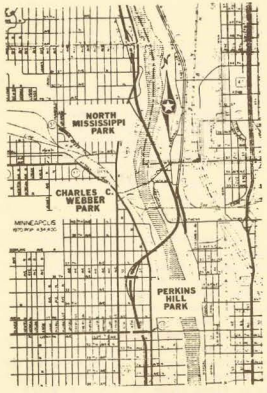



Alternatives near Perkins Hill Park

In the immediate area of Perkins Hill Park, an east and a west alternative, each by-passing the park, have been studied to determine the feasibility of avoiding the use of parklands for I-94 construction. Considerations of the impacts of these alternatives, shown on the map to the left, include the following factors and also additional information in Section VIII:

| Alternative | Comments |
|---|---|
| West of Perkins Hill Park | No parkland usage required. 230 additional residences required. I-94 would isolate the park from the residences it serves. This alternative would cost an estimated 7.5 million dollars in additional right-of-way. |
| East of Perkins Hill Park | No parkland usage required. 7 additional residences required and 11 businesses employing about 200 people. This alternative would cost about three million dollars in additional right-of-way. |
| Preferred Alternative | 1.46 acres of parkland required. No additional residences required and no additional businesses required. No anticipated additional right-of-way expenses necessary. |

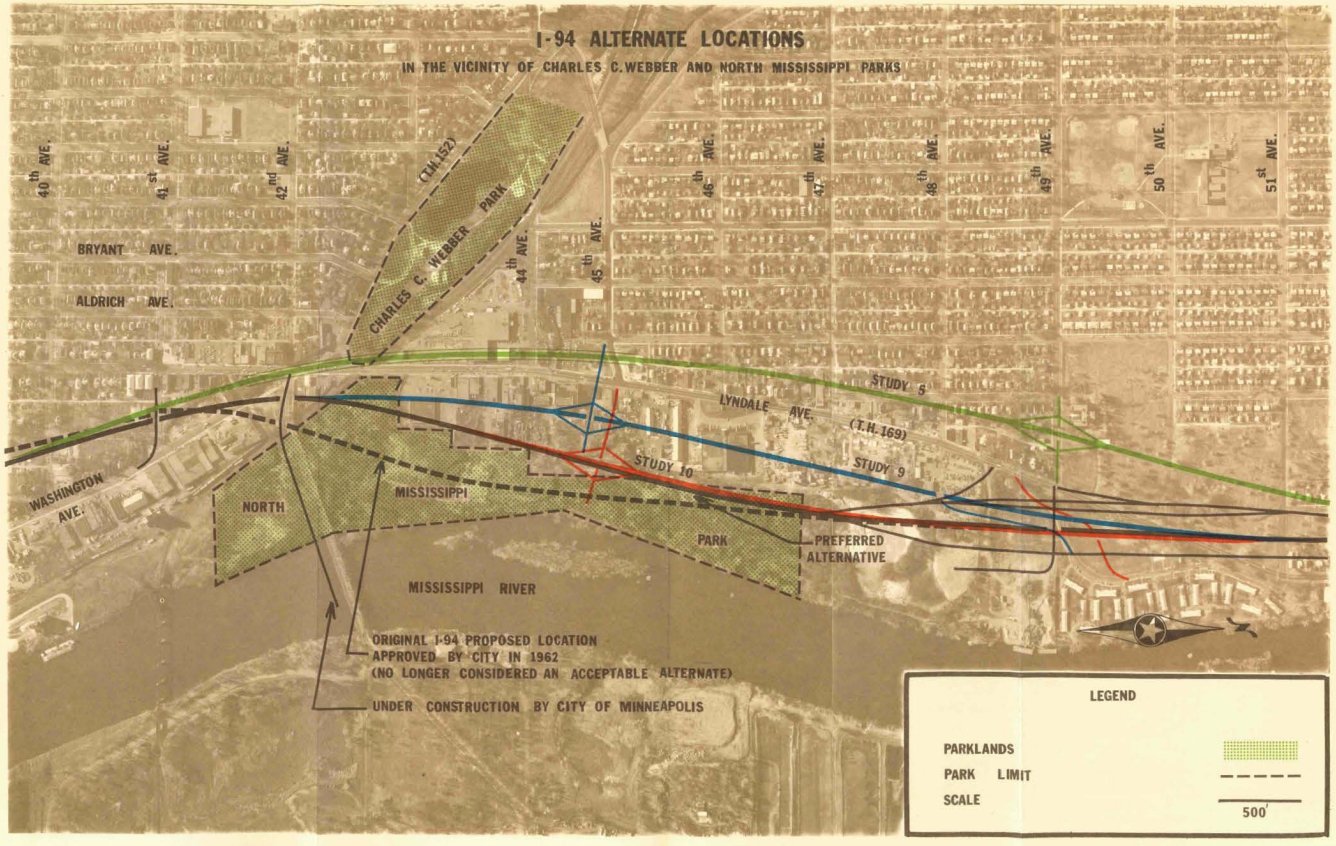
Segment past North Mississippi Park




Alternatives studied for I-94 past North Mississippi Park have included one alternative entirely on the east bank of the Mississippi River and three alternatives on the west bank, requiring varying amounts of parkland usage. These alternatives are shown on the inset to the left (alternative on the east bank) and on the map to the right (all other alternatives). Major considerations inherent in each of these alternatives are summarized below:

| Study | Comments |
|---|---|
| East bank study | This alternative is considered not prudent, for adding the necessary two river bridges would increase estimated costs by 40 to 50 million dollars--an additional expenditure of roughly 65% of the estimated project cost. This alternative would also require the relocation of the proposed Dowling Avenue interchange. This interchange is the local land-use interchange proposed for the Camden area. |
| Study 5 | 216 residences required plus 2 nursing homes with a total of 100 residents; 0.44 acres of parkland required. 53 businesses required employing 401 persons full-time and 53 part-time. |
| Study 9 | 24 residences needed plus 2.4 acres of parks. 49 businesses required involving 393 full-time and 124 part-time jobs. |
| Study 10 (preferred) | 24 residences required; 8.13 acres of parkland. 27 businesses required with 290 full-time and 55 part-time jobs. |



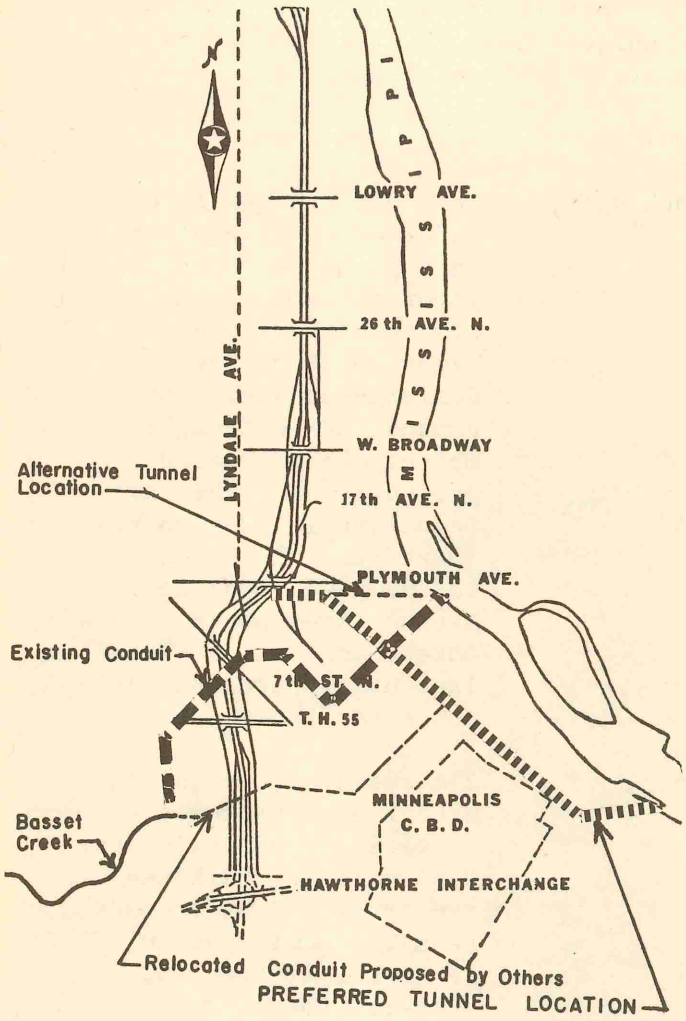


## DESIGN ALTERNATIVES

Alternative designs considered for the I-94 proposal are: drainage alternatives, a choice between walls and mounds for noise abatement, and variations in roadway profile and cross-section.

### Drainage Alternatives

There are two major alternatives for draining proposed I-94. The first alternative proposes a storm drain tunnel beginning near 4th Street and 11th Avenue North. The system would follow 12th Avenue North, parallel to proposed future I-335, and would discharge into the Mississippi River downstream of the Plymouth Avenue bridge over the Mississippi. This alternative is not preferred because of the potential for flooding proposed I-94 when the Mississippi River is at highwater stage and is discussed in more detail in the Section 4(f) Statement on the St. Anthony Falls Historic District in Section VIII.

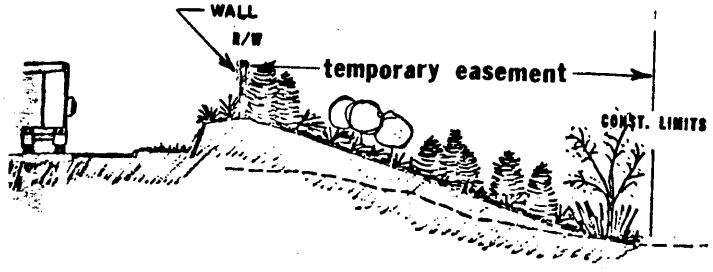



The 2nd Street tunnel or "deep tunnel", the preferred alternative, proposes a cooperatively-constructed deep tunnel carrying both I-94 drainage and Bassett Creek. The deep tunnel relocation of Bassett Creek is proposed by the Bassett Creek Flood Control Commission as a means of reducing the flooding hazard of Bassett Creek. The creek is presently carried underground for about one-and-a-half miles prior to its outlet into the Mississippi; however, the capacity of the exsiting tunnel is insufficient when Bassett Creek is at flood stage, a situation which occurs regularly in the spring and autumn.

The Corps of Engineers, in cooperation with the Bassett Creek Flood Control Commission, has studied potential flood control measures. The Corps has tentatively selected the deep tunnel alternative as a part of a flood control plan. Other alternatives studied included: repairing the existing conduit, replacing the existing conduit, relocating the conduit along one of several potential alignments, and an open channel alternative. Since 1973, studies have been made to determine if I-94 drainage and Bassett Creek flow could be combined to utilize one outfall to the river.

Among the features in the flood control plan preferred by the Corps are relocation of the conduit and a stretch of deep tunnel from the intersection of 3rd Avenue North and Washington Avenue along 2nd Street to the outfall into the Mississippi River. Studies show that a substantial monetary savings could be effected if the I-94 drainage and the Bassett Creek flood control plan are constructed as a cooperative project. In August, 1975, the US Army Corps of Engineers circulated a Draft EIS on the flood control project.

Noise Abatement Alternatives




A combination of walls and mounds will be used to abate highway-generated noise. Decisions as to exact design of abatement devices has been based on several factors, including the necessity to restrict right-of-way takings, aesthetics, and the wishes of the local community. In Brooklyn Center for example, the city staff has requested that abatement be provided by earthen mounds wherever possible, particularly past park-lands. In Minneapolis, on the other hand, walls are proposed for much of the planned noise abatement in an effort to restrict right-of-way takings. Past North Mississippi Park, a combination of walls and mounds will be used (see inset, left) in order to restrict parkland usage while maintaining natural appearances within the park.

Roadway Profile and Cross-section Alternatives

This category of design decisions includes such factors as the choice of an urban cross-section, with restricted median widths and extensive use of retaining walls; a proposed depressed profile to reduce the impact of the highway on aesthetics and noise levels; and choices made relative to the number of lanes and other features to be provided. All such decisions on the proposed I-94 facility have been made considering both the potential environmental impact and the minimum standards necessary to adequately serve the anticipated traffic demand.

## ALTERNATIVE REQUIRING A CHANGE IN STATUATORY AUTHORITY

### Mass Transit Alternative

An alternative to the proposed action that has been considered would be substitution of a mass transit fixed-guideway system for the freeway facility. This alternative is beyond the statuatory authority and funding capabilities of the MHD and is not considered acceptable for the following reasons:

Substitution of a fixed-guideway mass transit system for the I-94 freeway is not consistent with the Metropolitan Council's Transportation Development Guide-Policy Plan. This alternative would require a change in the plans and goals that the Council has established for the metropolitan area.

A fixed-guideway, as used in this discussion, is a permanent fast-link facility incorporating vehicle guidance devices. Examples are railroad tracks, monorails and other devices which physically contact and guide the vehicle.* Such a system would require extension beyond the immediate I-94 corridor and require an ambitious and costly program of expanding, improving and constructing a mass transit system in conjunction with existing streets and highways. Such a system would require careful study to accommodate both regional and local travel demands. This is beyond the capabilities of the MHD. The Metropolitan Council has also said, "the cost of constructing and operating this system is clearly far beyond the capabilities of the Metro Area."**

*Definition by the MTC in their Development of Performance Specifications for the Regional Fixed Guideway System, prepared January, 1974.

**Metropolitan Transportation Development Guide-Policy Plan, final draft approved by the Metropolitan Council on January 8, 1976, page 63.

The Council has also said that the need to provide for express transit beyond a reserved lane with freeway monitoring and special access ramps is not forseen for any freeway within the metropolitan area. The proposed policy plan recommends express transit on a metered freeway with special access ramps to I-94.* Even though the Metropolitan Transit Commission (MTC) has a policy goal of gaining authorization and funding for a major new mass transit system, the MTC endorses the completion of I-94. And, the MTC"...does not feel that a fixed-guideway would eliminate the need for an improved highway facility in the I-94 corridor."**

If the transit plans for the metropolitan area were revised to include a fixed guide-way, construction of I-94 does not preclude the construction of a guideway system serving the North Minneapolis area. Studies by the MTC indicate that the I-94 corridor would not be selected as a primary mass transit corridor due to the topographic characteristics of the area. The Mississippi River and the industrial-commercial district between the river and Washington Avenue act as natural barriers to transit riders from the east side of the river.

The travel demand requires improved accessibility for both people and goods in the I-94 corridor. Little of this demand would be satisfied by the substitution of transit as the majority of daily trips are not destined for the Minneapolis CBD. Transit does not provide for the pick-up and delivery of goods and services to the commercial and industrial concerns in the area. The proposed freeway with preferential treatment of express buses incorporated is deemed to be the most efficient, low-cost means of satisfying the travel demand. Mass transit, therefore, is not viewed as an alternative to the development of I-94, but as another consideration to be included in its development.

---

*Letter dated December 5, 1975 to the Assistant Commissioner of the MHD from the Chairman of the Metropolitan Council.

**Letter dated April 21, 1975, to the Assistant Commissioner of the MHD from the Chairman of the MTC.

## THE NO-BUILD ALTERNATIVE

The no-build alternative consists of two options: utilizing existing routes without upgrading and without constructing proposed I-94, and widening and upgrading existing routes as necessitated by traffic demand.

### New Construction Portion

The existing streets vary in capacity, but, in general, are overloaded. If proposed I-94 is not constructed, the 1990 ADT demands for Washington and Lyndale Avenues, for example, are expected to be about 48,000 and 25,000 vehicles, respectively. There are numerous intersections and entrances along all the existing routes, along with at-grade railroad crossings on most routes, such as those on Lyndale Avenue which are used a minimum of twenty-five times a day. All of these factors result in an anticipated 1995 service level of "E" (unstable flow) or worse.

The consequence of utilizing existing streets, rather than constructing I-94 as planned, is an extraordinary increase in the level of community disruption, including:

overloading existing arterial streets,

traffic seeking less congested routes through residential areas,

increasing accident potential,

increasing traffic noise levels,

increasing levels of air pollution, and

reduced ease of access to local commercial, residential, employment, and recreational destinations.

To avoid these problems and still handle the traffic demand would require upgrading of existing routes. This, in turn, would require the acquisition of additional homes and businesses for right-of-way and is unacceptable to the local communities.

### Upgrading portion

The segment of I-94 on which upgrading is proposed is currently showing signs of severe operational and safety problems. The facility was designed to handle lower volumes of traffic than are now being experienced. Unanticipated land-use changes have occurred since this facility was constructed and modifications to the overall highway system, such as the deletion of a once-proposed northwest corridor, were not anticipated when traffic volumes were originally projected.

The safety benefits anticipated from the proposed upgrading of I-94 have been discussed in Section I of this statement. There are additional considerations which must be resolved if a no-build alternative is selected. These considerations relate to regional and community planning and investment. The Shingle Creek Parkway interchange, for example, has been coordinated with the development of the Brooklyn Center industrial park; to not build the interchange would divert much of the industrial park traffic to local streets through residential areas. This would cause community disruption, as these streets were not constructed to carry heavy commercial traffic, and as the movement of large trucks through residential areas is not consistent with accepted local planning.

# SECTION IV

# PROBABLE ADVERSE ENVIRONMENTAL EFFECTS WHICH CANNOT BE AVOIDED

WATER QUALITY

There could be some minor problems with the quality of the surface waters associated with the proposed action which cannot be eliminated. Erosion during construction will be minimized by temporary control measures. Presently, there is no economical method to remove deicing chemicals from runoff; however, the impact on Bassett Creek, Shingle Creek and the Mississippi River is expected to be minimal. The MHD is strictly controlling the use of chemicals to the minimum necessary to keep the roads safe for winter driving conditions. Present street-cleaning techniques cannot effectively remove all the fine sediments and contaminants deposited by vehicles, the surrounding land-use activities and varying weather conditions. Multiple drainage outlets will insure rapid mixing and dilution with the river and streams. The potential for chemical spills will be reduced by the smooth, free-flowing design but the potential cannot be entirely eliminated. Therefore, procedures to handle hazardous chemical spills will be developed for I-94 before it is open to traffic.

NOISE

Traffic related noise levels adjacent to the proposal are expected to increase because of the proposed action. Noise abatement along most of the proposal's length will reduce the noise to acceptable levels. Exceptions will be requested only in those areas where the major source of noise is not the project or where land uses are planned to change from noise sensitive usage to a usage which can tolerate anticipated noise levels. These areas are identified in the Summary of Noise Analysis in Section II, Impacts.

USE OF PARKLANDS

The use of parklands is unavoidable for the construction and upgrading of I-94. Total permanent proposed use is 12.6 acres, and temporary easements are needed on an additional 12.6 acres.

RIGHT-OF-WAY NEEDS AND DISPLACEMENT OF PEOPLE AND BUSINESSES

Approximately 380 acres of land are needed for right-of-way. Of this, 140 acres remain to be acquired and includes the taking of about 150 dwelling units. Also remaining to be acquired are about 34 businesses employing 195 persons full-time and 33 persons part-time.

NATURAL HABITAT

Construction of the proposed highway will necessitate disruption of vegetation and small animal habitat within the highway corridor. This habitat is found primarily in the parklands along the highway corridor. Included in this disruption is the relocation of a segment of Shingle Creek. It is anticipated, for the most part, that this disruption will be shortrange in impact, occuring only during the construction process. However, a part of the highway right-of-way will be permanently committed to uses non-supportive of native habitat.

EXPENDITURE OF PUBLIC FUNDS

Implementation of the proposal will require an expenditure of 123 million dollars of public funds that theoretically could be used for other purposes.

CONSTRUCTION DISRUPTIONS

During the 5-year construction period there will be unavoidable disruption of existing traffic patterns resulting in delays and detouring of traffic along with dust and noise due to construction.

# SECTION V

# THE RELATIONSHIP BETWEEN LOCAL SHORT-TERM USES OF THE HUMAN ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY

LEGISLATIVE REFERENCE LIBRARY
STATE OF

## SECTION V

## THE RELATIONSHIP BETWEEN LOCAL SHORT-TERM USES OF MAN'S ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY

With a major construction project such as proposed I-94, trade-offs will be made between short-term disruptions of the environment for long term benefits. Most of the costs and inconveniences of this proposed project would be borne within the near future, while the benefits of a fast, safe and efficient facility would be shared by both present and future generations. On the other hand, future generations and their economy could be burdened with the environmental consequences and the costs of a project that provides only for short-term benefits. Some of these tradeoffs are listed below:

TABLE 11 TRADE-OFFS

| LOSSES | GAINS |
|---|---|
| Short-term disruptions during construction.<br>Commitment of land for transportation which was previously used for residential, business and local street uses.<br>Commitment of public funds for the cost of planning, construction, and right-of-way and periodic maintenance.<br>Long term noise levels exceeding the standards in a few locations where reasonable noise abatement cannot be provided. | Improved transportation facility (highway augmented with transit provisions).<br>User benefits such as reduced travel time, savings in operating costs and reduction in accident rate.<br>Reduced congestion on local business and residential streets.<br>Reducing highway noise levels over a large area. |
| Rerouting of some local travel patterns. | Improved highway safety for the traveling public.<br>Improved regional accessibility to the area for public transit and private vehicles.<br>Completion of 6.3 mile gap in Interstate Route 94--one of 2 remaining gaps in Minnesota.<br>Improved statewide access to the area.<br>Proposed development and urban redevelopment (residential and business) in accordance with land-use plans of Minneapolis, Brooklyn Center, and the Metropolitan Council. |

TABLE 11 TRADE-OFFS (continued)

| LOSSES | GAINS |
|---|---|
| Relocation of residents. | The relocation program provides assistance to place all displacees in housing equal to or better than that from which they came. |
| Relocation of businesses, loss of jobs. | New tax base created by the expected enhancement in business activity, bringing in additional revenue and jobs offsetting the short-term losses from right-of-way acquisition. |
| Vegetation and small-animal habitat disturbed. | The corridor will be landscaped to blend into the urban setting to be pleasing to both the driver and the residents. |
| Use of parklands and a channel change in Shingle Creek. | Mitigation measures include replacement land, a pedestrian/ bicycle path along the creek crossing as an added link in a long chain of parks, a waterfall in the creek, as well as other features. |
| Short-term disruption of less than 2 acres of land in a historical district. | The cooperative deep tunnel drainage alternative will save public funds, lessen the seasonal flooding potential of Bassett Creek, and essentially eliminate potential flooding of I-94 from high water on the river. |

# SECTION VI

# IRREVERSIBLE AND IRRETRIEVABLE COMMITMENTS OF RESOURCES

Except for the physical resources to be committed to the construction of the proposed I-94 facility, it is not anticipated that the proposal will lead to any changes in land development patterns beyond development planned for and endorsed by the Metropolitan Council, nor will the proposal curtail any other proposed usage of the area.

The I-94 proposal has been planned for construction within the proposed corridor for approximately twenty years. Land development which has occured during the past twenty years and which is proposed for the future has been based on the assumption that the I-94 facility within the Minneapolis-St. Paul metropolitan area will be completed as originally proposed. Many resources have been committed to the construction of the residential and industrial/commercial areas which will use I-94 as one of their primary access routes. The facility is already completed on both the southern and northern ends and the lack of a continuous Interstate route is at present contributing to a less-than-optimal use of time and resources.

The proposed project requires a commitment of physical resources, including:

1. Land required for right-of-way including the freeway, interchanges and separations.
2. Displacement of residences, businesses, jobs, utilities and other public facilities.
3. Materials for construction, such as steel, cement, aggregate, soil and energy resources etc.
4. Effort for the design, construction, and maintenance of the freeway.
5. Funds to design, construct and maintain the freeway.

# SECTION VII

# COMMENTS AND COORDINATION

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COMMENTS RECEIVED ON THE DEIS 134
FROM US 12/I-394
TO 40th AVENUE NORTH

COMMENTS RECEIVED ON THE DEIS 177
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SUMMARY OF COMMENTS RECEIVED AT THE 199
DESIGN PUBLIC HEARINGS

MINNESOTA HISTORICAL SOCIETY CONCURRENCE 201

# SECTION VII COMMENTS AND COORDINATION

This section of the FEIS contains reproductions of letters received commenting on the two Draft Environmental Impact Statements. A summary of comments received at public hearings is also included in this section.

Because the DEIS's were circulated at separate times, the comments received on each are grouped separately. Comments recieved on the Draft EIS from the Hawthorne interchange (I-394/US 12) to 40th Avenue North are on pages 134 through 175. Comments on the Draft EIS from 40th Avenue North to T H 152 are on pages 177 through 198. Substantive comments have been assigned letter designations which also appear in the subsequent discussion of their disposition.

INDEX TO COMMENTS RECEIVED ON THE DRAFT ENVIRONMENTAL IMPACT STATEMENT FROM US 12/I-394 TO 40th AVENUE NORTH, (FHWA-Mn-EIS-75-01-D)


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

Mr. Paul G. Velz
Road Design Engineer
Department of Highways
State of Minnesota
St. Paul, Minnesota 55155

JUL 14 1975

Dear Mr. Velz:

As requested in your letter dated March 14, 1975, we have completed our review of the Draft Environmental Impact Statement (EIS) for I-94 in the City of Minneapolis, Hennepin County, Minnesota. As indicated in our June 23, 1975 meeting with the Minnesota Department of Highways regarding I-94, we have serious concerns about the proposed project's potential impact on the air and noise quality of the adjacent urban environment and believe there is insufficient information in the Draft EIS to permit adequate evaluation of the total project impact. We offer the following comments:

AIR

There are two main aspects of the potential air quality impact resulting from the proposed roadway with which we are concerned: i.e., the project's potential violation of air quality standards and compatibility with the federally approved Minnesota Transportation Control Plan (TCP) for Minneapolis (Federal Register, July 9, 1974, Vol. 39, No. 132).

A The State Transportation Control Plan established two main strategies for the Minneapolis - St. Paul area to achieve the necessary reductions in carbon monoxide (40 percent of the 1971 CO levels) and meet 1975 standards. The first strategy, completion of I-35W, is expected to remove traffic from the Minneapolis Central Business District (CBD) and reduce cordon crossings by 20 percent within the CBD area. The resulting decrease in vehicle miles traveled (VMT) would have a considerable effect on carbon monoxide concentrations in the affected area. A computerized traffic-management system, the second strategy, will increase the average vehicle speed in the CBD by approximately 25 percent. Construction of a north-south, eight lane freeway leading directly into Minneapolis will possibly generate increased amounts of traffic, congestion, and cordon crossings; factors which contradict the TCP strategy for CO reduction in the CBD. Therefore, the EIS should address the effects of I-94 on traffic in the Minneapolis CBD and the compatibility of I-94 with the existing Minneapolis TCP.

RESPONSE

Item A

The air quality discussion in this FEIS has been revised subsequent to the completion of the completely revised Air Quality Report in April of 1976. As a part of the study, ambient air quality was monitored, background CO concentrations were determined, calculations of future air quality both with and without proposed I-94 were made, and the effect of I-94 on air quality in the CBD was studied. The Air Quality Report contains more detailed information than the summary in this FEIS.

The revised Air Quality Report was recently sent to Region V of the EPA and to the MPCA for review and comment. (See Appendix for copies of these comments.) Both agencies are in agreement with this report.

JUL 14 1975

Information presented in both the Draft EIS and the Air Quality Report indicates that the proposed roadway may exceed the eight-hour primary ambient air quality standard for carbon monoxide.

The arithmetic mean of the consecutive eight-hour CO concentrations listed on page 16 of the Air Quality Report is 8.9 ppm; this concentration plus any ambient background concentration in excess of 0.1 ppm would exceed the eight-hour air quality standards for CO. We believe this presents a situation for probable standard violation and, therefore, some aspects of the air quality analysis need further evaluation or clarification.

Data concerning the cross section of the highway (lane width, median width, cut section) in addition to the distance from the roadway edge to the nearest receptor locations, e.g., residences, should be stated. Design data should also be supplied for all freeway interchanges.

Section VIII of the Air Quality Report regarding the "Relationship to State and Federal Air Quality Standards" is misleading. We have not evidenced any supportive data for assuming that eight-hour CO concentrations are approximately one-half the one-hour CO concentration; this
A generalization should be substantiated in the EIS or eliminated in the discussion regarding compliance with air quality standards.

It should be explained why a background CO concentration of 1.75 ppm was selected for the air quality analysis (EIS p. 14). Considering that the Minneapolis CBD is currently experiencing high concentrations of CO, the 1.75 figure appears underestimated. As explained at the previously mentioned meeting, data should be collected on a continuous basis for background CO concentrations and the second highest value should be added to the worst case projections for the project to determine if the facility will meet ambient air quality standards. The statement on page 16 of Air Quality Report as well as the statement on page 28 of the EIS that State and Federal standards will not be exceeded should be deleted or revised to reflect the potential for violation.

As average vehicle speed of 50 mph is not representative of a worst case traffic situation; therefore, the air quality analysis should include CO predictions using a lower traffic speed (e.g. 15 - 20 mph) as well as a stalled, bumper to bumper type situation. Also, CO predictions should be provided for an interim year, 1982 or 1985, between project completion and the design year. Receptor locations for air analysis should include the other interchange areas exhibited on page 6 and 7 of the EIS in addition to the Plymouth Avenue Interchange.

A The air quality analysis for the proposed freeway must be consistent with State and Federal Indirect Source Review requirements. Federal Indirect Source Review will apply for any new highway section with an anticipated average annual daily traffic volume of 20,000 or more vehicles per day within ten years of construction and for which project construction begins after January 1, 1976 (Federal Register, February 25, 1975, Vol. 39, No. 38). The indirect source permit may be applied for after July 1, 1975. Data required for the review is explained in the Federal Register cited above.

NOISE

B We believe that the adverse noise generated by the proposed urban freeway represents a significant impact on the adjacent land uses; therefore, every reasonable effort should be made to reduce the predicted noise levels. The recommended Federal Highway Administration (FHWA) design noise levels should be considered a maximum limit. We commend the incorporation of noise barriers into the project design to mitigate adverse noise. However, in areas where the FHWA standard will still not be met, we believe additional measures should be evaluated to achieve compliance with the FHWA standards. Noise barriers in combination with other mitigation measures - soundproofing, housing set back, bituminous surfacing, etc. - should be considered. Alternative noise mitigation measures should also be developed for residences, including the Fire Station, where construction of noise barriers is not feasible (e.g. area 7, 9, 11). Subjecting citizens to the significant impact of urban freeway noise is extremely undesirable. If mitigation measures do not appear satisfactory, residences as well as noise sensitive areas such as the Farmers Market should be provided the opportunity to relocate. An appropriate letter of intent by the Minneapolis Industrial Development Commission to relocate residences in area 9 should be included in the Final EIS. Predicted noise levels should be provided for residences between 36th Avenue N, Dowling Avenue N, 4th Street N and the proposed roadway which are not included in the area 8 outline (EIS page 35).

From the June 23rd meeting on I-94, we are aware that other noise mitigation measures in addition to those described in the Draft EIS are being proposed for I-94. The final plans for these measures should be documented in the Final EIS.

GENERAL

C We encourage the Department of Highways to consider and design a drainage system and monitoring program for the proposed highway. This drainage system could alleviate any adverse effects to the water quality of

Item B

In some cases where walls would sufficiently abate freeway noise, noise mounds may be constructed thereby increasing the setback of the remaining structures.

Fire Station #4 plans to install air conditioning in the living quarters in 1976. This will also serve as abatement to future I-94 noise by limiting the need for open windows. Also, the City of Minneapolis plans to relocate the fire station to a location where it can better serve the community after redevelopment is completed by MHRA.

The Farmers Market is owned by the City of Minneapolis and is used at no cost by metropolitan area farmers for the sale of their produce. The City Coordinator indicated in his letter dated September 23, 1974, that the city is aware of the impact from proposed I-94 on the market but that it would be of no consequence to its operation.

The noise discussion of this FEIS has been expanded to cover the other concerns. The MHD is still working with agencies such as MHRA, MPRB, and the City of Brooklyn Center on coordinating acceptable noise abatement treatments.

JUL 14 1975

C Bassett Creek and the Mississippi River due to roadway runoff. The Final EIS should specify plans for highway drainage and monitoring and should provide assurance that applicable water quality standards will be met. Specific plans should be formulated in advance of construction to contain any spillage of oils and other pollutants. These plans should include equipment and materials to contain and remove hazardous material spillages. Section 311 of the Federal Water Pollution Control Act Amendments of 1972 prohibits the discharge of oil or hazardous materials into or upon waters of the United States.

D Due to the fact that the highway will be depressed for most of its length, the location of spoil dump areas and the effects that the spoils will have on local terrestrial and aquatic ecosystems should be addressed.

E The EIS should address not only the primary effects on air and noise pollution directly attributable to highway traffic, but also the direct and indirect sources of pollution that are likely to follow as a result of growth induced by I-94. This discussion should include the project's relationship to suburban sprawl in the North Minneapolis area. The remaining portion of I-94 from 40th Avenue North to 59th Avenue North traverses an area controlled by the Minneapolis Park Board and designated as the North Mississippi Park. It should be noted that the construction of this segment of I-94 induces construction of the 40th Avenue North to 59th Avenue North segment and the synergistic environmental effects of both sections should be addressed. Similarly, the combined environmental effects of I-335 and I-94 in the Minneapolis CBD should be discussed.

F Finally, we believe that mass transit should be evaluated more thoroughly first as an alternative to the project itself and then also as an integrated aspect of the proposed roadway. In both regards, the EIS should specify the types of mass transit systems that could be or were considered, the expected traffic reduction and cost of each. It was indicated that 67.5 percent of all workers in the study area work in Minneapolis; therefore, the potential for increased use of mass transit for downtown commuting appears especially warranted.

As indicated in the above discussion and in accordance with EPA procedures, we have classified this Draft EIS as Category 3, i.e. the EIS contains insufficient information to permit a complete evaluation of the projects potential air and noise impacts. The above comments are submitted with the understanding that a revised air quality report will be made available for our review before the Final EIS on proposed I-94 is prepared. In accordance with our responsibility under Section 309 of the Clean Air Act, the classification and date of our comments will be published in the Federal Register. If you or your staff have any questions regarding our

Item C

A procedure to control spills on I-94 is being developed and will be operational when the freeway is opened to traffic. Periodic monitoring, before, during and after construction, is planned for Shingle Creek to determine the effect of the project on the Creek. Additional information is provided in the discussion of Water Quality.

Item D

At this stage of project development, the final design work in many cases has not progressed beyond preliminary work. Detailed information about disposal amounts and sites is not available. However, it appears that the excess cut material from about Plymouth Avenue North will be suitable for the earthen noise mounds proposed for much of the project length. The muck excavation and other excess material left over will be disposed of by the contractor outside of the right-of-way in accordance with applicable regulations. Upon completion of the project, these sites will be left neat and as near natural conditions as possible.

Item E

I-94 is not expected to induce any growth not already anticipated for the metropolitan area (see the discussion of secondary impacts).

This FEIS covers the entire uncompleted section of I-94 from US 12/I-394 to 59th Avenue North as well as the induced upgrading of I-94/ I-694 west to TH 152.

- 5 - JUL 14 1975

comments, please contact Mr. Gary A. Williams at 312-353-5756. We appreciate the opportunity to review this Draft EIS and the efforts of Mr. A. Hultine and other members of your staff in coordinating the June 23rd meeting to discuss our concerns. Please send us five copies of the Final EIS when it is filed with the Council on Environmental Quality.

Sincerely yours,

Francis T. Mayo

Francis T. Mayo
Regional Administrator

A Section 4(f) Statement which discusses the relationship between North Mississippi Park and I-94 is included in Section VIII.

Item F

The material referring to transit, including transit planning, transit features proposed, and the alternative of substituting a fixed-guideway mass transit system for the freeway has all been rewritten.

Only 14% of the project area workers work in the CBD; so the potential is not that great. (See Section II, Social Impacts.) The 67.5% refers to project area workers who work in all of Minneapolis.

UNITED STATES DEPARTMENT OF AGRICULTURE
FOREST SERVICE
NORTHEASTERN AREA, STATE AND PRIVATE FORESTRY
6816 MARKET STREET, UPPER DARBY, PA. 19082
215-597-3772

8400
April 24, 1975

Mr. Paul G. Velz
Road Design Engineer
Minnesota Dept. of Highways
St. Paul, Minnesota 55155

Re: 330-FHWA-Mn.-EIS-75-01-D, Draft Environmental Statement I-94 from I-394 to 40th Ave. N., Minneapolis

Dear Mr. Velz:

The above statement was referred to us for review and comment by the Office of the Secretary, U.S. Department of Agriculture.

This project will not have a significant effect on forested land. Landscaping of side slopes in consultation with a landscape architect could include planting of shrubs as well as turf to hold the soil, and for visual effect. We will not need a copy of the final statement.

We appreciate the opportunity to comment on this statement.

Sincerely,

William Tuttle

for DALE O. VANDENBURG
Group Leader
Environmental Improvement
Environmental Protection & Improvement

No Response Necessary

Form 201 F 1320.1 (1-67)

UNITED STATES GOVERNMENT

*Memorandum*

DEPARTMENT OF TRANSPORTATION
OFFICE OF THE SECRETARY

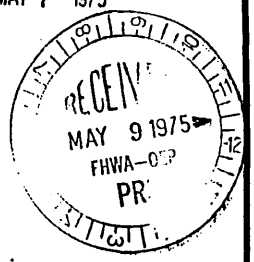
DATE: MAY 7 1975

In reply refer to:

SUBJECT: Draft Environmental Statement, Minnesota - 75-01-D, Hennepin County (I-94)

FROM: Assistant Secretary for Environment, Safety, and Consumer Affairs

TO: Chief, Environmental Programs Division FHWA




This office has completed review of the draft environmental impact statement (EIS) for I-94 in Hennepin County, Minnesota. We have the following comments on the draft EIS:

A 1. Relationship to I-335

The Plymouth interchange construction should be described in such a way that it is clear what portion of the proposed project (I-94) will be utilized should I-335 be built and which portion will be used if only the proposed project is constructed.

B 2. Air Quality

The Minnesota Pollution Control Agency has indicated verbally that this project is consistent with the State Implementation Plan. This position should be presented formally in the final EIS.

C 3. Noise

For each land area shown in Table 2, p. 38, that is listed as "no noise treatments planned" and with an "exemption to be requested," the infeasibility of noise treatment should be clearly documented (areas 5, 7, 12, 13, 14). Also where the proposed barrier still results in the noise level remaining above standard, the limitations of the proposed noise treatment should be presented.

D 4. Bus Lanes

The draft EIS points out that there will be adequate capacity for exclusive bus lanes, should that be desired. What special design considerations are needed to accommodate exclusive bus lanes? Also, it would be helpful in the

RESPONSE

Item A

The sketch of the Plymouth interchange on page 30 now shows the portion of the interchange which would not be constructed unless I-335 is built. This is shown with dashed lines on the graphic.

Item B

A revised Air Quality Report was recently submitted to the MPCA. In their letter of May 11, 1976, (see Appendix) they state that the project is consistent with the State Implementation Plan.

Item C

The Noise Analysis Report for I-94 has been revised since the DEIS was circulated. It discusses each area in more detail than does the section on Noise Impacts in this FEIS which contains a summary of the noise report. The numbers of the areas referred to have been changed but the areas are discussed on pages 69 and 70. The limitations of the noise abatement are also discussed.

Item D

Since the DEIS was circulated, meetings have been held with the MHD, MTC, Metropolitan Council, and the City of Minneapolis regarding transit on I-94. These agencies have concluded that the number of buses expected (77 in 1990 peak hour) will operate well in mixed traffic flow on the mainline. (Refer to the comment received from the Metropolitan Council on this DEIS.)

D final EIS to have some elaboration of the commitment of the Metropolitan Council and the Metropolitan Transit Commission to the use of I-94 for exclusive bus lanes.

5. Energy

E The commitment of energy as a resource should be noted in Section VI. Also, the energy use impacts should be noted for the alternatives presented.

6. Historical Surveys

F In addition to requiring the contractor to stop work should paleontological or archeological artifacts be discovered, it is suggested that a pre-construction survey be performed by a competent professional.

We appreciate the opportunity of reviewing the draft EIS, and we look forward to receiving the final EIS, including comments received on the draft.

Ben Davis

Benjamin O. Davis, Jr.

cc:
Regional Federal Highway Administrator

Item D Continued

In another letter from the Metropolitan Council dated December 5, 1975, the Council states "The Metropolitan Council's Transportation Policy Plan...does not envision the need for an exclusive transit-way in the I-94 corridor." Exclusive bus lanes are not part of the current proposal.

Item E

An analysis was made of energy consumption comparing the proposed project and the do-nothing (traffic on existing streets in 1990). The results indicate a minor increase in fuel consumption with the project when compared to the no-build. This increase is due primarily to increased operating speeds on the build alternative as contrasted with the no-build.

Item F

The project area was surveyed in 1971 by the Minnesota Historic Society under the Trunk Highway Archaeological Reconnaissance Program. No archaeological sites were found (see page 48 .

DEPARTMENT OF TRANSPORTATION
UNITED STATES COAST GUARD

MAILING ADDRESS
COMMANDER (oan)
SECOND COAST GUARD DISTRICT
FEDERAL BLDG
1520 MARKET ST
ST LOUIS, MO 63103
Tel. 314-425-4607

3270/
19 March 1975

Mr. Paul G. Velz
Road Design Engineer
State of Minnesota,
Department of Highways
St. Paul, Minnesota 55155

Re: 330 FHWA-MN-EIS-75-01-D; Draft Environmental Statement for Interstate Route 94, Minnesota Project I 094-3( )
State Project 2781 from U.S. 12/I-394 to 40th Avenue,
North City of Minneapolis, Hennepin County

Dear Mr. Velz:

Thank you for your letter of 6 March 1975 forwarding a copy of the Draft Environmental Statement for the referenced project.

This project will not cross a navigable waterway of the United States; therefore the Coast Guard has no interest in the work that you propose.

Your consideration in keeping us informed of projects in the State of Minnesota is appreciated.

Sincerely,

S. W. THOROUGHMAN
Chief, Bridge Section
Second Coast Guard District
By direction of the District Commander

No Response Necessary

# United States Department of the Interior

OFFICE OF THE SECRETARY
NORTH CENTRAL REGION
230 S DEARBORN STREET, 32nd FLOOR
CHICAGO, ILLINOIS 60604

ER 75/227
RE: Minn. I 094-3( )
State Project 2781

April 29, 1975

Mr. Paul G. Velz
Road Design Engineer
Minnesota Department of Highways
St. Paul, Minnesota 55155

Dear Mr. Velz:

This is in reply to your letter of March 5 requesting Department of the Interior comments on the draft environmental impact statement (EIS) for the construction of I-94 from U.S. 12/I-394 to 40th Avenue North in Minneapolis, Hennepin County, Minnesota.

This segment of I-94 is an integral part of the overall I-94 project in the Minneapolis area. It is located immediately south of and contiguous to another segment of I-94 for which a draft EIS was prepared in 1972. The Department of the Interior commented on the EIS in 1972 and recommended that for review purposes the entire project (1972 and present I-94 proposal) should be included in one EIS. It was also determined that, because of possible encroachment upon Minneapolis' North Mississippi City Park, a Section 4(f) statement would be necessary. It was additionally recommended that the final EIS should include the following:

1. Choice of an alignment.

2. Park replacement land proposal.

3. The written position of the Minneapolis Park and Recreation Board relative to the choice of alignment, adequacy of any replacement land proposal or compensation, maintenance of pedestrian and vehicular access to North Mississippi Park, safety fencing, noise control, lighting, and landscaping.

4. Suggestions for potential multiple use and joint development along the proposed highway.

We have been informed by a State Highway Department representative that the final Section 4(f) statement for the 1972 project is being prepared, and that an additional 4(f) statement will be required as a result of a request by the City of Brooklyn Center for construction of a noise control structure which will encroach upon a city park. We understand that it is the State Highway Department's intention to circulate the two Section 4(f) statements for formal review in one package. Field offices of the appropriate Interior agencies will also informally receive background information regarding the Section 4(f) statements. We concur with this approach in that it should provide the various Interior agencies with an opportunity to resolve any unforeseen problems prior to final review of the subject documents.

At this time our comments will be limited to the following items:

SEGMENTATION

A Insufficient information is provided in the draft EIS to determine the present status of the proposed I-335 highway and its relationship to the current proposal. The final statement should provide assurances that construction of the proposed project will not preclude the opportunity to select other alternative alignments for I-335 if the need should ever arise.

II. PROBABLE IMPACT OF THE PROPOSED IMPROVEMENT ON THE ENVIRONMENT

M. Archeological and Historic

B We are pleased to note the extensive consideration that has been given to cultural resources. However, we suggest this subsection could be strengthened by inclusion of a statement that the National Register of Historic Places (and supplements) has been consulted and mentioning that there also will be no project effects on any eligible properties within the St. Anthony Falls Historic District.

The extent of the survey conducted by the Minnesota Historical Society is not clearly defined. If it did not cover the drainage alternatives mentioned on page 78, it will be necessary to consult the Minnesota Historical Society with regard to the need for further survey.

**We will hold further comments in abeyance until we receive the Section 4(f) package for review. At that time final Department of the Interior comments will be made for the entire section of I-94 within the metropolitan area.**

Sincerely yours,

Madonna F. McGrath

Madonna F. McGrath
Acting Special Assistant
to the Secretary

RESPONSE

Item A

As discussed on page 30, the issue of I-335 has yet to be resolved. The I-94/ Plymouth interchange does not, however, preclude alternate alignments for I-335.

Item B

These recommendations have been followed. Copies of letters from the State Historic Preservation Officer and the Advisory Council on Historic Preservation are included in Section VII of this FEIS.

A Section 4(f) Statement discussing the St. Anthony Falls Historic District and the drainage alternatives is included in Section VIII.

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
MINNEAPOLIS-ST. PAUL AREA OFFICE
GRIGGS-MIDWAY BUILDING, 1821 UNIVERSITY AVENUE
ST. PAUL, MINNESOTA 55104

REGION V
300 South Wacker Drive
Chicago, Illinois 60606

MAY - 6 1975

IN REPLY REFER TO: 5.6CPD

Paul G. Velz
Road Design Engineer
State of Minnesota
Department of Highways
St. Paul, Minnesota 55155

Dear Mr. Velz:

Subject: FHWA-MN-EIS-75-01-D
Draft Environmental Statement For
Interstate Highway I-94
Minnesota Project I 094-3
State Project 2781
From U.S. 12/I-394 to 40th Ave. N.
City of Minneapolis
Hennepin County

We have reviewed the subject EIS and determined that, in our area of special expertise, no adverse comment is required.

The proposed project will enhance transportation service for this area.

Sincerely,

FOR Thomas T. Feeney
Area Director

No Response Necessary

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

IN REPLY REFER TO

NCSED-ER

3 April 1975

Mr. Paul G. Velz
Road Design Engineer
State of Minnesota
Department of Highways
St. Paul, Minnesota 55155

Dear Mr. Velz:

SUBJECT: 330 FHWA-Mn-EIS-75-01-D
Draft Environmental Statement for
Interstate Highway I-94
Minnesota Project I 094-3( )
State Project No. 2781
From US/I-394
To 40th Avenue North
City of Minneapolis
Hennepin County

The Corps of Engineers has no comments on the subject report.

Sincerely yours,

MAX W. NOAH
Colonel, Corps of Engineers
District Engineer

Copy furnished:
Mr. Timothy Atkeson
Council on Environmental Quality
Executive Office of the President
722 Jackson Place, N.W.
Washington, D. C. 20506

No Response Necessary

UNITED STATES DEPARTMENT OF COMMERCE
The Assistant Secretary for Science and Technology
Washington, D.C. 20230

March 21, 1975

Mr. Paul G. Velz
Road Design Engineer
Department of Highways
State of Minnesota
St. Paul, Minn. 55155

Dear Mr. Velz:

The draft environmental impact statement "Interstate Highway 94 (I-94), City of Minneapolis, Hennepin County, Minnesota," which accompanied your letter of March 6, 1975, has been received by the Department of Commerce for review and comment.

The statement has been reviewed and the following comments are offered for your consideration.

Bench marks, triangulation stations, and traverse stations have been established by the National Geodetic Survey in the vicinity of the proposed project. Construction required for the project could result in destruction or damage to some of these monuments.

The National Geodetic Survey requires sufficient advance notification of impending disturbance or destruction of monuments so that plans can be made for their relocation. It is recommended that provision be made in the project funding to cover costs of monument relocation.

Thank you for giving us an opportunity to provide these comments, which we hope will be of assistance to you. We would appreciate receiving a copy of the final statement.

Sincerely,

Sidney R. Galler
Deputy Assistant Secretary
for Environmental Affairs

AMERICAN REVOLUTION BICENTENNIAL 1776-1976

RESPONSE

The Highway Department's Geodetic Section has reviewed the proposed I-94 construction for the possible need of monument relocation and finds that there are two National Geodetic Survey bench marks that could possibly be affected.

Careful attention will be given to all monuments during construction and any which must be relocated will be handled as suggested.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
REGION V
300 SOUTH WACKER DRIVE
CHICAGO, ILLINOIS 60606

OFFICE OF
THE REGIONAL DIRECTOR

April 10, 1975

Paul G. Velz
Road Design Engineer
Department of Highways
St. Paul, Minn. 55155

RE: Draft Environmental Impact Statement
Interstate Highway, Hennepin County, Minnesota

Dear Mr. Velz:

We have reviewed the Draft Environmental Impact Statement for the above project. To our knowledge, and based upon the information provided, this project will not impact to any significant degree on the health, education or welfare of the population.

Sincerely yours,

Robert A. Ford
Regional Environmental Officer

cc: Charles Custard
Chief Environmental Officer
Office of Environmental Affairs
Department of Health, Education and Welfare
330 Independence Avenue, S.W., Room 4740
Washington, D. C. 20201

Warren Muir
Council on Environmental Quality
722 Jackson Place
Washington, D. C. 20006

No Response Necessary

Advisory Council
On Historic Preservation
[illegible]

April 8, 1975

Mr. Paul G. Velz
Road Design Engineer
State of Minnesota
Department of Highways
St. Paul, Minnesota 55155

Dear Mr. Velz:

This is in response to your request of March 6, 1975, for comments on the draft environmental statement for Interstate Highway 94(I-94), from U.S./I-394 to 40th Ave. N., Hennepin County, Minnesota. Pursuant to its responsibilities under Section 102(2)(C) of the National Environmental Policy Act of 1969 and the "Procedures for the Protection of Historic and Cultural Properties" (36 C.F.R. Part 800), the Advisory Council on Historic Preservation has determined that your draft environmental statement appears procedurally adequate. However, we have the following additional comments to make:

1. By copy of this letter, the Advisory Council acknowledges receipt of the Federal Highway Administration, U.S. Department of Transportation's (FHWA/DOT) determination of no effect for Interstate Highway 94, from U.S./I-394 to 40th Ave. N., made in accordance with Section 800.4(b) of the Council's procedures.

2. The Advisory Council suggests that the final environmental statement for this undertaking be expanded to include written evidence of contact with the Minnesota State Historic Preservation Officer.

The Advisory Council appreciates your thorough investigation of the possible effects of the proposed undertaking upon the area's cultural resources and requests that it be furnished with a copy of the final environmental statement when available.

Sincerely yours,

John D. McDermott
Director, Office of Review
and Compliance

*The Council is an independent unit of the Executive Branch of the Federal Government charged by the Act of October 15, 1966 to advise the President and Congress in the field of Historic Preservation.*

RESPONSE

Copies of the letters containing the determinations of the State Historic Preservation Officer are included in Section VII of this FEIS.

Minnesota Pollution Control Agency

May 29, 1975

Mr. Paul G. Velz
Road Design Engineer
Minn. Department of Highways
St. Paul, Minneosta 55155

Re: Draft Environmental Statement
Interstate Highway 94 (I-94)
City of Minneapolis

Dear Mr. Velz:

We have reviewed the above referenced project and in addition to the comments on air quality sent to Mr. William Crawford, District Engineer, on April 11, 1975, we have the following:

1) Generally the consideration of runoff and drainage is insufficient in this statement.

2) There should be a discussion of present amounts of salt or chemicals used on streets in the I-94 corridor as compared to that likely to be used on the proposed freeway.

3) There should be a discussion of concentration of other runoff carried materials such as oil residues, lead, chlorides, etc.

If you have any questions on these comments, please let us know.

Yours very truly,

LYLE H. SMITH
Chief Pollution Control
Engineer

LHS:jac

1935 West County Road B2, Roseville, Minnesota 55113
Regional Offices • Duluth / Brainerd / Fergus Falls / Marshall / Rochester / Roseville
Equal Opportunity Employer

RESPONSE

In response to comments received on the DEIS, a more extensive water quality study has been made. This study, summarized in this FEIS, contains additional information on potential effects of the construction and operation of I-94 on the water bodies in the project area.

MINNESOTA POLLUTION CONTROL AGENCY
1935 W. County [illegible] Roseville Minnesota 55113

Mr. William Crawford
District Engineer
Minnesota Highway Department
District 5
Golden Valley, Minnesota

Dear Mr. Crawford:

As you may know, the draft environmental impact statement for the proposed I-94 project in Minneapolis incorrectly states that the Minnesota Pollution Control Agency has determined that the project is "consistent with the State Implementation Plan" to achieve air quality standards. It is my understanding that the Agency's air quality staff has discussed this matter with Bob Paine of your office. There was agreement that a memorandum should be mailed immediately to all persons and organizations that have received the draft environmental impact statement so that the erroneous statement could be corrected. Therefore, I ask that the enclosed memorandum be mailed in accordance with the agreement and that the memo be attached to all draft statements prior to their distribution.

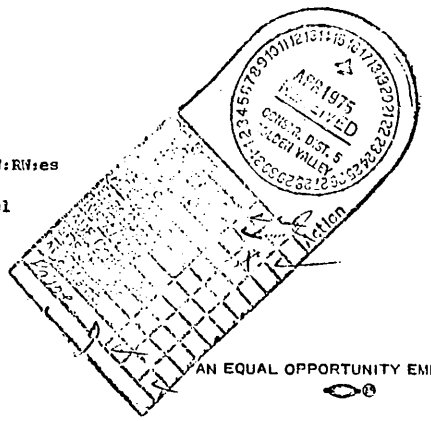
Thank you very much.

Sincerely,

EDWARD M. WILK, P.E.
Director
Division of Air Quality

EMW:RN:es

encl




AN EQUAL OPPORTUNITY EMPLOYER

STATE OF MINNESOTA

DEPARTMENT MPCA-DAQ

## Office Memorandum

TO All Agencies and persons reading and reviewing the Draft Environmental Impact Statement for Interstate Highway 94 (I-94) in Minneapolis, Minnesota, State Project 2781.

DATE: April 11, 1975

FROM Minnesota Pollution Control Agency
Division of Air Quality

SUBJECT:

Page 28 of the Draft Environmental Impact Statement for I-94 in North Minneapolis incorrectly states that "The MPCA has verbally concurred that the proposed I-94 is consistent with the State Implementation Plan."

The MPCA has not concurred, either verbally or in writing, as to the consistency of this project. The MPCA is currently awaiting submission of the necessary data to make a determination of consistency.

Shares

RESPONSE

The MPCA indicated in their letter to Mr. Crawford on February 11, 1975, their preliminary determination that "it appears that the proposed project is not inconsistent with the State Implementation Plan...." Their final determination could be made after several additional issues were addressed. This is the basis for the subject statement in the DEIS and for that reason the subject memo was not sent. The revised Air Quality Report was recently submitted to the MPCA and the EPA for review. In their letter of May 11, 1976, (see Appendix) the MPCA states that the project is consistent with the State Implementation Plan based on the revised Air Quality Report.

However, the statement from the DEIS has been reworded in this FEIS to refer to the determination of consistency made by the FHWA and the MHD.

STATE OF MINNESOTA
DEPARTMENT OF NATURAL RESOURCES
CENTENNIAL OFFICE BUILDING • ST. PAUL, MINNESOTA • 55155

May 22, 1975

Paul G. Velz
Road Design Engineer
Department of Highways
John Ireland Boulevard
St. Paul, Minnesota 55155.

Re: 330 Draft EIS, S.P. 2781, I-94 from U.S. 12 to 40th Avenue, North Minneapolis.

Dear Mr. Velz:

The Department of Natural Resources has reviewed the Draft EIS on I-94 in North Minneapolis and offers the following comments.

A 1. In the discussion of the depression of the I-94 mainline in the vicinity of 7th Street N. (p.76), it is mentioned that one of the constraints to doing so was the high water table. Since it has been decided to depress the freeway, what will be the effect on the high water table? We would appreciate receiving additional information on this matter, including data on the water table itself, problems which may be encountered, and how these will be solved. This information should also be included in the Final EIS.

B 2. The section on drainage (p.78) is very brief and is inadequate to properly evaluate the alternatives presented. We would appreciate receiving more detailed, specific information on the alternatives, including maps. Concerning the tunnel construction, how deep will the tunnel be and in what formation? Are any problems expected, and how will they be solved? Will holding basins be provided for roadway runoff? This information should also be included in the Final EIS.

C 3. In the Air Quality section (p.27-28), the freeway air pollution estimates are given for receptors 100 feet downwind whereas the estimates for alternate routes on the Do-Nothing alternative are given for receptors 50 feet from the roadway. This makes comparison rather difficult.

RESPONSE

Item A

Further studies have been made since the DEIS was circulated.

The I-94 mainline can be depressed satisfactorily to an elevation above the surrounding watertable and, therefore, it will not be affected.

Item B

The section on alternative drainage designs has been rewritten (see page 112 ). More detailed information and maps are included in the Section 4(f) Statement on the St. Anthony Falls Historic District included in Section VIII.

Item C

In response to comments on the DEIS the Air Quality Report has been completely revised to reflect new methodologies. A description of receptors is given in the discussion on air quality.

LEGISLATIVE REFERENCE LIBRARY
STATE OF MINNESOTA

Page 2
Paul G. Velz
May 22, 1975

D 4. The discussion of upgrading arterial streets as an alternate to building the freeway (p.75) states that this would be more expensive and would be "relatively inefficient." Are these statements substantiated with facts and figures? Have studies been done to evaluate the possibility of upgrading existing streets? How is "efficiency" measured?

E 5. It would have been desirable in many respects to be able to evaluate projects S.P. 2781 and 2786 together, since they are so closely related.

Sincerely,

Jerome H. Kuehn
Planning Administrator

cc: Archie D. Chelseth
Don Carlson
Division Directors
PERT Members

RESPONSE

Item D

The discussion of the no-build alternative has further information on upgrading existing arterials.

Item E

This recommendation has been followed and resulted in this combined FEIS.

(17)

# TWIN CITIES AREA METROPOLITAN TRANSIT COMMISSION

330 Metro Square Building, Saint Paul, Minnesota 55101 Phone 612/227-7343

April 21, 1975

Mr. Charles E. Burrill
Assistant Commissioner, Metropolitan Region
Minnesota Highway Department
St. Paul, Minnesota 55155

Re: Draft Environmental Statement for Interstate Highway 94 (I-94) from U.S. 12/I-394 to 40th Avenue North in Minneapolis

Dear Mr. Burrill:

We have reviewed the Draft Environmental Statement for I-94 from U.S. 12 north to 40th Avenue North and offer the following comments for consideration in preparation of the Final Environmental Impact Statement, which we understand will be circulated with the one for the section of I-94 north of 40th Avenue North.

Our principal interest is in the provision of facilities for use of this section of freeway by buses, which has been the subject of special study and earlier communications between MTC and MHD. The most relevant are John Jamieson's letters of November 5, 1974, and December 3, 1974, to William Crawford, copies of which are attached. These letters are concerned with MTC analysis of the MHD "Transit Potential" report and the layouts for I-94.

A We note a number of references to transit in this document with emphasis on the accommodation of transit vehicles by preferential treatment in mixed traffic. Our analysis of this highway facility was in terms of "joint bus and automobile usage" as identified in the last sentence of paragraph 4 on page 25. The meaning of the reference in the first sentence of this paragraph to "preferential treatment of buses or other transit vehicles" is not clear, since MTC studies have been concerned with buses and fixed guideway vehicles and the latter would not operate in mixed traffic. Perhaps it was intended to refer to buses and "para-transit vehicles" (such as employer vans, car pools, and taxis), but it does not appear that there has been any analysis of preferential treatment for all such vehicles and the MTC request for consideration of preferential treatment was limited to buses.

B There is an error in the first sentence of paragraph 5 on page 25 (continuing on to page 26), which states that "transit volumes from the north do not currently warrant express buses". This is not true, since the MTC now operates express and limited stop buses from the north on both sides of the river. What we have said is that

RESPONSE

Item A

The discussion of transit features, transit planning, and the alternative of substitution with fixed-guideway mass transit have been rewritten and these comments have been incorporated. The MTC is in agreement with the transit provisions proposed.

Item B

The freeway metering and special bus access ramps will be included in the proposed construction.

B current bus volumes do not warrant immediate implementation of preferential treatment for buses, but we would expect to have some express buses operating on I-94 shortly after completion. And the MHD and MTC have agreed that, if the number of express buses on I-94 increases sufficiently, consideration should be given to preferential treatment of buses through provision of special bus entry ramps in combination with freeway metering. We do agree with subsequent sentences in this paragraph regarding the limited usefulness of the I-94 alignment as a prime corridor for mass transit because of its proximity to the river and non-residential character of much of the land along the river.

C We must take strong exception to the statement in the fourth sentence of the first paragraph under "F. Transit" on page 78, which implies that "mass transit" is not feasible in Minneapolis because it is "sparsely populated". First of all, this metropolitan area now has "mass transit", in the form of an extensive bus system which is being improved and expanded. Perhaps the intent was to refer to "fixed guideway transit", although we do not agree that it is "more feasible" in other cities, or that Minneapolis is "sparsely populated". Questions on density which have been raised by others relate to the population density of the Urbanized Area of over 700 square miles; the density of the two central cities is higher than that of a number of other cities now building or planning fixed guideway systems. Even while planning a fixed guideway system, the MTC has endorsed the completion of I-94 as part of "System 16", and does not feel that a fixed guideway would eliminate the need for an improved highway facility in the I-94 corridor. It is suggested that the last three sentences of this paragraph be revised to read:

> It is very likely that dependence on the private automobile will diminish but it is assumed that the automobile will remain the principal mode of transportation in the near future.

D We must also question reference to the Transportation Chapter of the Metropolitan Development Guide without identifying the date of adoption. The Metropolitan Council is currently revising the transportation policy plan, and may have adopted a new one by the time the Final Environmental Impact Statement is published. In addition, if the statement on page 79 regarding the advantages of a transit line located in the I-94 corridor are taken from the Guide, it should be so identified. It now reads as if MHD has concluded this is the best corridor for fixed guideway transit, with which we do not agree.



There are a few other items which we wish to call to your attention in the interest of improving the Final Statement:

E
1. The Minneapolis population given on page 9 is in error (see page 12).
2. The Minneapolis Land Use Plan shown on page 13 is out of date with respect to the freeway system.
3. In the section on "Government" on page 21, the reference should be to the new Hennepin County Government Center, not a new City-County Building.

To avoid any problems with the wording of the Final Environmental Impact Statement, we would appreciate an opportunity to review the revisions of the sections identified above in time for further modification before publication, if necessary.

Sincerely,

Doug Kelm
Chairman

DK/khf

cc: Willian Crawford

Item C

Reference to the sparsely populated area has been deleted. See the discussion of the Mass Transit Alternative on page 114.

Item D

Reference to the Metropolitan Transportation Development Guide-Policy Plan has been clarified throughout the FEIS.

Item E

These corrections were made.

The revised sections concerning transit were submitted to the MTC for review prior to circulation of the FEIS.

Metropolitan Council of the Twin Cities Area

300 Metro Square Building, 7th Street and Robert Street, Saint Paul, Minnesota 55101 Area 612, 227-8421

May 14, 1975

Mr. C. E. Burrill, Assistant Commissioner
Metropolitan Region
Department of Highways
St. Paul, Minnesota 55155

RE: Interstate Highway 94 (I-94) from U.S. 12/I-394
to 40th Ave. N. in Minneapolis
Draft Environmental Statement
Metropolitan Council Referral File No. 2610

Dear Mr. Burrill:

At its meeting on May 8, 1975, the Metropolitan Council considered and adopted the attached Report of the Environmental & Transportation Committee, Referral Report 75-33. This report contains comments and recommendations on the Draft Environmental Statement submitted by you on March 6, 1975.

You will note that the Committee changed recommendation #7 from that suggested by the staff on page 6 of the report.

Sincerely,

METROPOLITAN COUNCIL

John Boland

John Boland
Chairman

JB:emp
Attachment
cc: Connie Kozlak
Clayton Sorenson, Minneapolis City Engineer
A. J. Lee, Hennepin County Public Works
John Jamieson, MTC
E. Peter Gillette, District 5

Business Item 7-1
For Release 5.6.75 4:00 P.M.

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

REPORT OF THE ENVIRONMENTAL AND TRANSPORTATION COMMITTEE

TO: Metropolitan Council

SUBJECT: Review of the Draft EIS for I-94 through North Minneapolis
Referral Report 75-33

At its meeting on April 28, 1975, the Environmental and Transportation Committee considered the attached report on the Draft Environmental Impact Statement for I-94 through North Minneapolis. This document was received from the Minnesota Highway Department on March 7, 1975, for review and comment by April 30. A one month extension of this review period is currently in effect.

Copies of the staff review were sent to the Minnesota Highway Department, Metropolitan Transit Commission and the City of Minneapolis. The Highway Department did not reply prior to the meeting but representatives attended the committee meeting and answered questions. The Metropolitan Transit Commission and the City of Minneapolis made no comments on the review.

Staff proposed a change in wording for recommendation 7 to more clearly indicate that the final EIS's and final design layout would be reviewed for project approval under provisions of the Metropolitan Reorganization Act. The committee concurred and the recommendation was reworded as follows:

7) A That the Minnesota Highway Department provide copies of the final environmental impact statements and the final design layout of I-94 to the Metropolitan Council for review and project approval as required by the Metropolitan Reorganization Act of 1974.

RECOMMENDATION:

That the attached comments and recommendations as revised be forwarded to the Minnesota Highway Department as the official comments and recommendations of the Metropolitan Council on the Draft Environmental Impact Statement for I-94 through North Minneapolis.

Respectfully submitted,

Stanley Kegler
Todd Lefko
Charles Rafferty
E. Peter Gillette
Gladys Brooks
Marcia Bennett
Alton Gasper

Attachment
/vv

RESPONSE

Item A

The Metropolitan Council will be furnished with a copy of the FEIS and design issues will be coordinated with the Council.

METROPOLITAN COUNCIL
Suite 300 Metro Square Building, Saint Paul, Minnesota 55101
227-9421

MEMORANDUM April 22, 1975

TO: Environmental and Transportation Committee

FROM: Staff

SUBJECT: Draft EIS on I-94 through North Minneapolis, Referral #2610

## INTRODUCTION AND PROJECT DESCRIPTION

The passage of the National Environmental Protection Act in 1969 established the requirement that an environmental impact statement (EIS) be written for all major federally-funded projects, including highways. In addition, the Act required that a Section 4(f) Statement be prepared for any project which imposes on public park land. 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, regional 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.

In accordance with these guidelines, the Minnesota Highway Department has submitted to the Metropolitan Council for review the draft environmental impact statement for I-94 through North Minneapolis. The link is 3.7 miles long running from U.S. 12/I-394 (the Hawthorne Interchange) to 40th Avenue North in Minneapolis. Interstate 94 within this area would be an eight lane freeway with auxiliary lanes. Interchanges would be provided with I-394/U.S.12 (Hawthorne Interchange); I-335 (Plymouth Interchange); Washington Avenue and West Broadway (Broadway Interchange); and Dowling Avenue (Dowling Interchange). Right of way widths vary from 300 to 400 feet. The alignment generally runs north and south and roughly parallels Washington and Lyndale Avenues.

### Background

The original route location hearing was held on March 12, 1957. Federal location approvals were subsequently granted by the Bureau of Public Roads in 1958, 1959, 1960 and 1961. The Minneapolis City Council gave its approval in 1962 and again in 1973. City and federal approvals were given for some minor improvements (a section of frontage road, a pumping station, and some street improvements) in the vicinity of T.H.55. These facilities have since been constructed. The Federal Highway Administration approved the designs in 1964, 1967 and 1969 but rescinded approval pending preparation of an environmental impact statement. The design public hearing was held on April 21, 1971.

Metropolitan Council (continued)



The Metropolitan Council first reviewed the design layout for this link of I-94 in the Fall of 1968. Problems with alignment and interchanges became apparent and the Highway Department chose to undertake further studies (including preparation of environmental impact statements). They made a request to withdraw the referral in December of 1969.

In March of 1972 and EIS on the northern portion of this link from 40th Avenue North to I-694 was distributed to federal, state and local agencies. The Metropolitan Council made its comments during the review of the design layout.

In July of 1972 the design layout was again submitted for Metropolitan Council review. Modifications had been made which addressed many of the earlier problems; however, transit and North Mississippi Park emerged as major issues. The Metropolitan Council recommended that transit considerations be included in the design of I-94, that additional riverfront park space be provided equivalent to that taken for highway purposes, that the Highway Department provide access to the islands of North Mississippi River Park and assure access for pedestrians and bicyclists between North Mississippi River Park and Weber Park, and that the Highway Department further investigate means to reduce the impact on the flow line of Shingle Creek. (North Mississippi River Park, Weber Park and Shingle Creek are not in the area covered by this EIS).

Description of the EIS

The first chapter of the EIS described the proposed highway improvements and the characteristics of the area. Since the area is developed, characteristics of population and economic development receive emphasis. The second chapter, over one-third of the document, considers the probable impact on the social, economic and natural environment. Some of the areas covered are traffic movement, natural features, soil erosion, air quality, noise and land use. Chapter 3 identifies probable adverse environmental effects which cannot be avoided. These are the acquisition of land, the concentration of exhaust emissions and the increase in noise levels within the corridor. Chapter 4 discusses some alternatives including early alignments, the proposed plan and the "do nothing" alternative. The remaining chapters 5, 6, and 7 discuss relationship between short term use of the environment and long term productivity, irreversible and irretrievable commitment of resources, and steps taken to minimize harm respectively. Since this section of I-94 does not impose upon parkland, a Section 4(f) statement is not included or required.

This EIS was prepared for the southern section of I-94. A draft EIS for the section north of 40th Avenue to I-694 was prepared and circulated in March of 1972. Separate draft statements were prepared because of the different characteristics of each. The northern section involved 4(f) lands and their consideration (North Mississippi River Park). The southern section involves considerations arising from the complexity of the Plymouth Interchange. When review of this draft environmental impact statement is complete, final environmental impact statements for the two sections will be circulated together.

Schedule for Completion

The Highway Department hopes to have final environment impact statements for both sections completed for circulation in March of 1976. Following this, detailed designs will be prepared and the remaining land acquired. (Only 17 percent or 34 acres of the right of way remains to be acquired). Finances permitting, the first construction contracts will be let in late 1976 or early 1977 and construction begun. The completion and opening for traffic is estimated to be in 1980.

The Metropolitan Council will receive the final environmental impact statements and have an opportunity to review the final design layout. The Metropolitan Council also has authority under the Metropolitan Reorganization Act to approve or disapprove proposals for limited access roadways (this was effective January 1, 1975). The Metropolitan Council has not yet exercised this authority on I-94 but probably should at the review of the design layout.

Discussion of Issues

Transportation

Since Metropolitan Council review of the design layout, staff has had conversations and meetings with staff of the Minnesota Highway Department, the Metropolitan Transit Commission and the City of Minneapolis regarding the issue of transit in I-94. As a result of a meeting in Minneapolis, the Highway Department prepared and distributed a technical document on transit potential in I-94 corridor. Staff did some analysis of the document and came to the conclusion that the number of buses expected (77 in the peak hour in 1990) could operate quite well in the expected traffic flow of the eight-lane facility. The Metropolitan Transit Commission, City of Minneapolis and Minnesota Highway Department have come to similar conclusions.

The draft transportation policy plan is consistent with these findings and indicates express bus transit in the period 1975-1980 and freeway metering and preferential bus access by 1990. The Metropolitan Transit Commission and Minnesota Highway Department are currently discussing modifications to the design layout that would add ramps for preferential bus access similar to those found on I-35W. The Highway Department is also considering freeway metering and has mentioned including the necessary wiring for metering at the time of construction.

B The draft EIS, quite understandably, does not reflect these new developments on transit in I-94 nor does it disucss the recent transportation policy plan. The sections of the final EIS that describe transit should, however, be undated and revised accordingl

Environmental

For our purposes, the EIS provides a fairly satisfactory analysis of the freeway's impact on the environment. However, there are two items which we feel should be given further consideration: The Bassett Creek crossing and the air quality effects.

RESPONSE

Item B

The material referring to transit has been updated and rewritten.

-4-

1 Bassett Creek runs through a tunnel in the area where the freeway will cross it. The tunnel is very old and a cause of upstream flooding. The Bassett Creek Flood Control Commission, in a special flood control feasibility study, has identified several flood control alternatives including rerouting the tunnel along I-94. Two other significant alternatives are rerouting the tunnel along the Third Avenue Distributor, and completely opening the creek and restoring it to natural conditions in a parkway. In regard to the latter, the Metropolitan Regional Recreation Open
C Space System Plan identifies this portion of the creek as a proposed trail corridor.

The type crossing provided by I-94 will, to a large extent, determine the flood control solution, and whether or not a parkway is built. The Flood Control Commission, the City of Minneapolis, and the Corps of Engineers (sponsors of the flood control project) have the responsibility for selecting the flood control solution for this reach of the creek. We urge the Minnesota Highway Department to continue to coordinate closely with these agencies to select a mutually acceptable solution.

2 We presume that the Minnesota Pollution Control Agency will provide more technical appraisal of the air quality issues and discussion. However, we suggest that assessment also include (a) discussion of HC and $NO_x$ in addition to CO; (b) assessing for an eight hour averaging
D period for CO and the appropriate time averaging periods for HC and $NO_x$ and (c) discussion of the effect of the freeway on traffic volume in the Minneapolis Central Business District and corresponding air pollution implications for the CBD. These items will provide a better understanding of the air quality effects.

Housing

Construction and operation of this segment of I-94 through North Minneapolis will increase noise levels in the adjacent residential neighborhoods. The majority of land immediately to the west of the freeway corridor is now being used for housing or is planned to be used for the construction of new housing in the immediate future through redevelopment programs. Most of this existing housing from the Hawthorne Interchange to Broadway is for use by low and moderate income families and thus the impact of the traffic noise on these housing developments is of particular concern since low and moderate income persons typically have less mobility and availability in housing locational choice than do higher income persons.

Much of the adverse environmental impact of the proposed traffic noise has been minimized by depressing the roadway and by using noise barriers along this stretch. This design is a substantial improvement over previous designs. However, two housing locations appear to be adversely affected.

RESPONSE

Item C

Since the DEIS was circulated, the cooperative deep tunnel has been investigated more thoroughly.

This has involved meetings with the City of Minneapolis and the Corps of Engineers. The discussion on drainage and the deep tunnel has been updated and rewritten.

Item D

(a) Carbon monoxide is the only transportation related Priority I pollutant in the Minneapolis-St. Paul Air Quality Control Region.

(b) This information is provided for CO in the discussion on air quality.

(c) The DOT computerized emissions program SAPOLLUT indicates a 6% reduction in CO, nitrous oxides and hydrocarbons in the CBD by 1985 when compared to the no-build alternative.

The MPCA has reviewed the Air Quality Report and concurs that the proposal is consistent with the State Implementation Plan. (See MPCA determination in the Appendix.)

1. The public housing development north and south of T.H. 55 immediately west of I-94 is impacted by the noise wall.

2. A Section 236 housing development immediately west of 7th Street North at 12th Avenue North receives noise in excess of FHWA noise standards.

In the case of the public housing near T.H.55, the noise wall itself because it encroaches on property and rises with the elevated T.H.55 bridge is impacting housing. This impact and possible solutions to the problem should be considered.

E In the case of the Section 236 development, the draft EIS indicates that an exception to applicable noise standards will be requested. It is recommended that other solutions to reduce noise levels be considered before seeking an exception for this area.

Although the plans submitted with the draft EIS do not show a pedestrian/bike bridge, it is understood that a pedestrian linkage between the residential neighborhood and the industrial area to the east will be provided in the vicinity of 17th Avenue North. This linkage is vital to connect the housing areas with the jobs located across the freeway.

RECOMMENDATIONS

F 1). That the Minnesota Highway Department be commended for their efforts to coordinate with organizations, agencies and governments in assessing the environmental impacts of this project and to minimize those impacts through substantial revisions in design.

2). That the final EIS update the sections pertaining to transit in light of recent developments including the new transportation policy plan.

3). That the Minnesota Highway Department continue to coordinate closely with the Bassett Creek Flood Control Commission, the City of Minneapolis and Corps of Engineers in determining the future of Bassett Creek and the manner in which I-94 should cross the creek.

G 4). That the assessment of air quality include (a) discussion of HC and $NO_x$ in addition to CO; (b) assessing for an eight hour averaging period for CO and the appropriate time averaging periods for HC and $NO_x$, and (c) discussion of the effect of the freeway on traffic volume in the Minneapolis Central Business District and corresponding air pollution implications for the CBD.

5). That in the case of the public housing development north and south of T.H.55 immediately west of I-94, the Minnesota Highway Department consider the impact of the noise barrier and possible solutions.

RESPONSE

Item E

Noise abatement techniques are being coordinated with the MHRA. This may result in additional acquisition of housing units once acceptable noise abatement is agreed upon.

The limitations of noise abatement in the Section 236 development (northwestern part of area 2) is discussed under Noise Impacts.

Item F

This comment is appreciated.

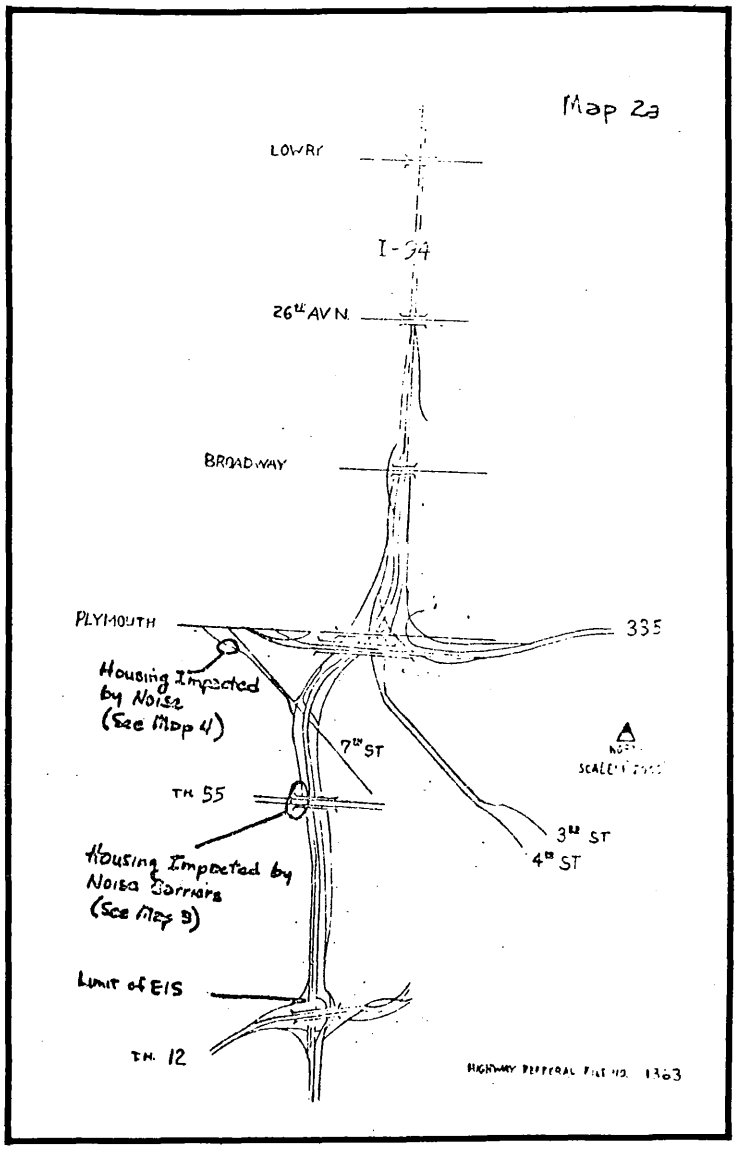
Item G

These have been discussed previously.

6). That in the case of the Section 236 housing development immediately west of 7th Street North at 12th Avenue North, the Minnesota Highway Department consider other solutions to the excessive noise before seeking an exception to FHWA noise standards.

G

7). That the Minnesota Highway Department provide copies of the final environmental statements on I-94 to the Metropolitan Council and submit for review and approval the final design layout.



METROPOLITAN WASTE CONTROL COMMISSION

350 METRO SQUARE BLDG.
7TH & ROBERT STREET
SAINT PAUL, MINNESOTA 55101
612 222-8423

April 2, 1975

Mr. C. E. Burrill
Assistant Commissioner - Metropolitan Region
Minnesota Department of Highways
St. Paul, MN 55155

Dear Mr. Burrill:

The Metropolitan Waste Control Commission has reviewed the draft environmental statement on the proposed Interstate Highway I-94 from US 12/I-394 to 40th Ave. N. in Minneapolis and offers the following comments.

A The drainage system alternatives for the proposed section of I-94 should be identified in great detail. The report indicates that the proposed alternatives for the drainage will have direct discharge of storm and runoff water to the Mississippi River. However, since the report has no data on the quality and quantity of the proposed discharge, it is not possible to assess the impacts of the effluent to the water quality of the river. This segment of the river is classified as Class 1C, 2B and 3B in WPC-25 and the applicable water quality standards are 100 mg/l for chloride, 0.5 mg/l for oil and 250 mg/l for hardness, respectively. It should also be noted that the quality of this class of water should meet in all respects both the mandatory and recommended requirements of the Public Health Service Drinking Water Standards for Class IV raw water supplies.

B The proposed discharge may well be considered as a point source as defined in the National Pollutants Discharge Elimination System (NPDES) permit program. Since the discharge may have pollutants such as deicing chemicals, oil, lead, sulfate, tar, etc., the effluent should meet the limitations and requirements of the Minnesota Pollution Control Agency.

C The combined sewer system in the area is already overloaded and is currently under process of separation, therefore, the Commission is not in the position to recommend any additional hydraulic load and/or pollutants to the combined system.

D We believe the Highway Department should provide an adequate analysis of the alternative means for the drainage system by assessing the environmental impact of the proposed discharge to the Mississippi River in a greatly elaborated fashion.



The Commission is not in a position to comment favorably upon this project until additional data is provided on the above matters.

Very truly yours,

METROPOLITAN WASTE CONTROL COMMISSION

RJ Dougherty

Richard J. Dougherty
Chief Administrator

RJD:SMK:kla

cc: L.E. Dye, Chief Engineer, MWCC
M.K. Dorton, Director, Governmental Programs, MWCC

RESPONSE

Item A

In response to comments received on the DEIS a more extensive water quality study has been made. This study summarized in this FEIS, contains additional information on potential effects of the construction and operation of I-94 on the water bodies in the project area.

Item B

The MPCA has made no such indication in their comments to the DEIS.

Item C

There is no such proposal as part of I-94.

Item D

As discussed in Section III, Water Quality, the proposed highway drainage will have no significant impact on the Mississippi River water quality.

# Bassett Creek Flood Control Commission

7800 Golden Valley Road
Golden Valley, Minnesota 55427

March 26, 1975

Mr. Paul G. Velz
Road Design Engineer
Minnesota Highway Department
St. Paul, Minnesota 55155

Re: 330 FHWA-Mn-EIS-75-01-D Draft Environmental Statement for
Interstate Highway I-94, Minnesota Project I-094-3( )
State Project Number 2781 from US/I-394 to 40th Avenue North,
City of Minneapolis, Hennepin County

Dear Sir:

We have reviewed the draft environmental impact statement for the above referenced project as requested in your letter of March 6, 1975. We wish to make note of the following corrections and comments regarding this environmental impact statement.

It has been noted that throughout the draft environmental impact statement that Bassett Creek is improperly referred to as Bassetts Creek and correspondingly, the Bassett Creek Flood Control Commission is improperly referred to as the Bassetts Creek Flood Control Commission. These corrections should be made throughout the report.

Description of Proposed Highway Improvements and Its Surroundings. On page 10 it is stated that in the area around the proposed Plymouth Interchange lies within the Bassett Creek floodplain which is incorrect. The area around the proposed Plymouth Interchange presently lies within the Bassett Creek Watershed and is drained by Bassett Creek. In the vicinity of the proposed Plymouth Interchange, Bassett Creek flows through an underground conduit. This conduit is discussed on page 11 and it is properly indicated that the proposed highway embankment will cross the existing Bassett Creek conduit structure. It is understood that the proposed crossing has not yet been designed because of the possibility of a flood control project for Bassett Creek which may require the repair or replacement of the existing conduit or an open channel alternative.

Alternates and their Effects. On page 78 reference is made to the drainage alternatives for the proposed project. Please note that the Bassett Creek Flood Control Commission wishes to be kept advised of the decision-making process regarding these drainage alternatives. Since the selection of the drainage alternative will have an affect on the current flood control studies for Bassett Creek, the Commission feels that



cooperation between the Minnesota Highway Department and the Bassett Creek Flood Control Commission is essential. It would seem to be appropriate to discuss briefly the possibility of a cooperative drainage facility to carry the drainage of the proposed project as well as the drainage from Bassett Creek in terms of the resulting economic benefit to the public and the savings in resources as compared to the separate construction of these facilities.

Please furnish the Commission with a final copy of the environmental statement.

Sincerely,

Richard J. O'Fallon

Richard J. O'Fallon, Chairman
BASSETT CREEK FLOOD CONTROL COMMISSION

RJC/am

RESPONSE

The discussion of the Bassett Creek conduit and the proposed cooperative drainage facility has been rewritten to include corrected and updated information. Refer to pages 35-36.

MINNEAPOLIS HOUSING AND REDEVELOPMENT AUTHORITY
217 SOUTH THIRD STREET MINNEAPOLIS MINNESOTA 55401
RICHARD A BRUSTAD EXECUTIVE DIRECTOR PHONE 612-348-2511

May 13, 1975

Mr. Paul G. Velz
Road Design Engineer
State of Minnesota
Department of Highways
State Highway Building Room 612
John Ireland Boulevard
St. Paul, Minnesota 55155

Dear Mr. Velz:

SUBJECT: Draft Environmental Impact Statement
Interstate 94
State Project 2781

The Authority has completed its review of the Draft Environmental Impact Statement for the construction of Interstate 94, from the Hawthorne Interchange to 40th Avenue North, and has the following comments which should be considered prior to the preparation of the final statement.

The Authority recognizes the importance of the construction of this primary link in the Twin Cities Metropolitan transportation system, but is of the opinion that predicted noise levels which exceed the established FHWA standards would be detrimental to the environment of the adjacent residential land uses. Therefore, methods of noise abatement such as those depicted in the report must be implemented and fortified to reduce freeway noise levels to FHWA standards.

A The construction of I94 in the vicinity of the Authority's Minn. 2-2, 2-3 and 2-5 housing developments will create a negative environmental impact in that freeway related noise levels are predicted to exceed the FHWA standard by as much as 19 decibels. Due to the location of those residential structures within these housing developments which are immediately adjacent to the proposed freeway, including the most southeasterly structure in the Minn. 2-3 project and those structures adjacent to Olson Highway, acceptable noise barrier techniques cannot be implemented to reduce the adverse environmental impact to tolerable levels. Therefore, the acquisition of these properties is imperative in order that effective noise barriers might be constructed to reduce the impact on the remainder of the development.

Noise levels in the area of the existing residential development in the Grant Urban Renewal area adjacent to 7th Street on the west between 11th and 12th Avenue and in the residential area adjacent to the proposed freeway on the west from 21st to 23rd Avenue North exceed the FHWA standards. The Highway Department is requesting an exception to the federal noise levels in these areas. Modification and extension of the noise barriers in the

COMMISSIONERS RICHARD H JEFFERSON, CHAIRMAN WALTER F BOCHNAK EMILY L PEAKE DONALD P EARLY
CLIFFORD A CARLSON LEO A BERNAT MARY GRACE FLANNERY



A area of these residential land uses should be implemented in an effort to reduce the predicted noise levels to a maximum of 70 decibels without exceptions.

B The detailed design of the proposed interchanges, pedestrian walkways and bridges, vehicular bridges and signalizations will have an impact on the environment which cannot be assessed from the data which is presented within this report. The Authority desires to continue to work with the Highway Department staff to minimize the adverse impact of this proposed construction.

A copy of the Final Environmental Statement is requested.

Sincerely,

Richard A. Brustad
Executive Director

RAB:MS:maf

RESPONSE

Item A

This is the area discussed on page 88-89. At the request of MHRA, it is likely that an additional 44 housing units will be acquired to provide room for a noise mound topped with a wall. Noise levels will be between 60 and 70 dBA in 1995 in this area with a noise barrier at the corner of Emerson Avenue North and 7th Street North. At this location, stop-and-go traffic on local streets a short distance from the residences cause the excessive noise conditions. This traffic is not on I-94. Even with an extended noise barrier, acceptable design noise levels cannot be met and an exception will be requested.

Item B

Design features continue to be coordinated with the MHRA.

# MINNESOTA HISTORICAL SOCIETY

690 Cedar Street, St. Paul, Minnesota 55101 • 612-296-2747

21 March 1975

Mr. Paul G. Velz, Road Design Engineer
Minnesota Department of Highways
Highway Building
St. Paul, Minnesota 55101

Dear Mr. Velz:

RE: 330
FHWA-Mn-EIS-75-01-D
Draft Environmental Statement for
Interstate Highway 94
Minnesota Project I 094-3( )
State Project 2781
From U.S. 12/I-394
To 40th Avenue North
City of Minneapolis
Hennepin County

The project listed above has been reviewed by the Survey and Planning and Highway Archaeology sections of the Minnesota Historical Society as per your request of 6 March 1975. The reviewers concur with statements and findings expressed on pages 59, 60 and 87 of this Draft regarding designation and disposition of historic and archaeological materials. The Engineer is advised to notify Leslie Peterson, Highway Archaeologist, should any materials of this nature be noted during the construction phase of the above listed project.

Respectfully,

Russell W. Fridley

Russell W. Fridley
State Historic Preservation Officer

RWF/fr

cc: Leslie Peterson, Highway Archaeologist; Minnesota Historical Society; Building 27, Fort Snelling; St. Paul, Minnesota 55111. Phone 726-1630.

Alan R. Woolworth, Chief Archaeologist; Minnesota Historical Society; Building 27, Fort Snelling; St. Paul, Minnesota 55111.

Charles W. Nelson, Supervisor - E.I.S.; Minnesota Historical Society; Building 25, Fort Snelling; St. Paul, Minnesota 55111.

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RESPONSE

The statements and findings referred to are now found on pages 48 and 49 of the FEIS. However, the storm sewer work near the Plymouth Avenue river crossing discussed in the DEIS is no longer the preferred drainage alternative. Further consultation with the MHS regarding the deep tunnel has resulted in the determination of no adverse effect on the St. Anthony Falls Historic District and preparation of the Section 4(f) Statement on the historic district in Section VIII. Letters documenting this determination are included in the Section 4(f) Statement.

# City of Minneapolis

March 24, 1975

Mr. Paul G. Velz
Road Design Engineer
State of Minnesota
Department of Highways
St. Paul, MN. 55155

Dear Mr. Velz: Re: 330 FHWA-Mn-EIS-75-01-D
Draft Environmental Statement of Interstate Highway 94, Minnesota Project I 094-3 ( )
State Project 2781, From U.S. 12/I-394 to 40th Ave., North, City of Minneapolis
Hennepin County

The Minneapolis Heritage Preservation Commission has formerly met and discussed two aspects of I-94 with State Highway staff.

(1) One item discussed is the proposed storm drain from proposed I-94 and T.H. 335 to Mississippi River near Bassett's Creek. The storm drain will affect no buildings in the St. Anthony Falls Historic District. The HPC has, therefore, no objections to the construction of this element.

(2) The second matter of concern was St. Joseph's Church in North Minneapolis. This structure is included in a 1969 survey Significant Architecture in the History of Minneapolis and, thus, included in the list of candidates for heritage preservation designation by the City. After a meeting between our Catalogue and Guidelines Committee and Highway Department staff, the Commission determined that St. Joseph's could not be saved.

A

The Heritage Preservation Commission has catalogued no other buildings that would be affected by the construction of I-94 as described in the Draft Environmental Statement.

The Minneapolis Heritage Preservation Commission requests a copy of the Final Environmental Impact Statement.

Sincerely,

Roy N. Thorshov
Chairman

RNT:GB:ad

HPC
Heritage Preservation Commission 888 Pillsbury Bldg Mpls Mn 55402 tele 348-2

RESPONSE

Item A

The matter of St. Joseph's Church has been coordinated with the SHPO and is further discussed in Section I, Description of the Surrounding Area.

Public Works Phone 935-3381 320 Washington Av. South, Hopkins, Minnesota 55343

HENNEPIN COUNTY

No Response Necessary

Mr. Paul G. Velz
Post Design Engineer
State of Minnesota
Department of Highways
St. Paul, Minnesota 55155

Dear Mr. Velz:

Re: 330; FHWA-Mn-EIS-75-01-D; Draft Environmental Statement for Interstate Highway I-94; Minnesota Project I 094-3 ( ); State Project No. 2781; From US/I-394 To 40th Avenue North; City of Minneapolis Hennepin County

Hennepin County has no comments on the Draft Environmental Impact Statement for the above referenced project; however we do request a copy of the Final Environmental Impact Statement, when available.

Very truly yours,

Herbert O. Kiossner, P.E.
County Engineer

HOK:jfe

cc: D. S. Spielmann
J. M. Wold

*Minorities, Women and Other Protected Classes are Encouraged to apply for Employment at Hennepin County*

**mpirg** Minnesota Public Interest Research Group

3036 University Avenue Southeast, Minneapolis, Minnesota 55414 (612) 376-7554

16 June 1975

Mr. Paul G. Velz
Chief Design Engineer
Minnesota Highway Department
Highway Building
St. Paul, Mn. 55155

Dear Mr. Velz:

Thanks very much for the draft copy of the environmental impact statement on I-94 (FHWA-Mn-EIS-75-01-D). Our comments on the draft are enclosed.

Please send us a copy of the final EIS when it is published.

Yours truly,

Tim Mc Keown,
Research Associate

enclosure

Anoka Ramsey Community College • Bemidji State College • Carleton College • College of St. Benedict • College of St. Catherine • College of St. Mary • Concordia College–Moorhead • Concordia College–St. Paul • Gustavus Adolphus College • Hamline University • Macalester College • Mankato State College • Metropolitan Community College • Moorhead State College • St. Cloud State College • St. Olaf College • Southwest Minnesota State College • University of Minnesota–Duluth • University of Minnesota–Minneapolis • University of Minnesota–Morris • University of Minnesota–St. Paul • Winona State College

**mpirg** Minnesota Public Interest Research Group

3036 University Avenue Southeast, Minneapolis, Minnesota 55414 (612) 376-7554

COMMENTS ON DRAFT EIS I-94

June 13, 1975

Traffic

A Systems Planning and Analysis Report M-37--November, 1970, is the basis for 1995 traffic volume estimates.

Since this estimate has been performed, the population projections for the seven-county area have been lowered considerably. The capital and operating costs for autos have also increased appreciably, while transit service has improved. Should not these changing conditions be reflected in traffic projections which incorporate these factors?

Existing Physical Setting

B The discussion fails to deal with the physical setting in the actual project area. Noting for example that "Minneapolis is noted for its many lakes and excellent park system" is not nearly as helpful as knowing exactly how many parks are in the project area; knowing that there are 22 lakes within the city is similarly not as valuable as knowing the number and location of any lakes in the project area.

Commenting Agencies

C Comments were not requested from Minneapolis Parks and Recreation Board. In view of the close proximity of two parks to the facility, this seems to be a rather strange omission from the list of commenting agencies.

Objective of the Proposed Improvement

D The section discusses population trends in Minnesota from 1940-1970. The relevance of this information to the evaluation of a highway designed to handle 1995 traffic loads is not apparent. What is needed instead of the 1940-1970 data is a presentation on population projections from 1970-1995. Metropolitan areas (not just core cities) may begin to experience significant out-migration. If this were to occur in the Twin Cities area, it certainly would have an effect on the need for construction of I-94.

Anoka Ramsey Community College • Bemidji State College • Carleton College • College of St. Benedict • College of St. Catherine • College of St. Mary • Concordia College-Moorhead • Concordia College-St. Paul • Gustavus Adolphus College • Hamline University • Macalester College • Mankato State College • Metropolitan Community College • Moorhead State College • St. Cloud State College • St. Olaf College • Southwest Minnesota State College • University of Minnesota-Duluth • University of Minnesota-Minneapolis • University of Minnesota-Morris • University of Minnesota-St. Paul • Winona State College

RESPONSE

Item A

Revised traffic projections are made periodically to reflect changing conditions in population, employment, vehicle registration, land use, and fuel consumption. More recent traffic projections are being used for the design stage where a more detailed level of analysis is needed.

Item B

This discussion has been rewritten and the additional graphics should make this discussion clear.

Item C

The MPRB has participated in the development of the detailed proposal for mitigation measures for the use of parklands for I-94. This is discussed in the Section 4(f) Statement on parklands in Minneapolis which is in Section VIII.

E The report states that I-94 will "provide substantial benefits to both the highway user and non-user," but fails to note that there are also costs to the non-user. Increased noise levels, decreased air quality, possible reduction in property values are all costs that are associated with this project.

Section 4(f) Compliance

F A check with Minneapolis Parks and Recreation revealed that I-94 will utilize land adjacent to Perkins Hill Park that was purchased from the Board around 1968 (the land presumably is still being used for recreational purposes). If this is indeed the case, it would seem that a 4(f) statement on the taking of land from Perkins Hill Park is necessary, since the purchase evidently was subsequent to enactment of 49 U.S.C. § 1653(f).

Air Quality

G The report states that "the MPCA has verbally concurred that proposed I-94 is consistent with the State Air Implementation Plan." A check with Mr. Stephen Madole of MPCA staff revealed that no such verbal agreement has been made by the MPCA.

Noise Analysis

There is no mention of state of Minnesota noise standards and whether proposed I-94 will generate noise levels in violation of these standards.

H The "summary of noise area analysis" on p. 38 fails to take into account the presence of two parks in the study area. Perkins Hill Park and Farview Park should be included in segment 8 (W. of I-94 from 23rd Ave. N. to 40th Ave. N.) but were not considered. The area should be designated as FHWA land use category "a" rather than "b". Noise levels in this area would be in violation of the FHWA standards on p. 37 unless a variance were granted.

Land Use

The discussion of multiple uses of highway right-of-way by using the airspace for urban renewal projects is attractive, but it must also be pointed out that the health impacts of air and noise emissions from the traffic could be significant.

Economic Effects

I The discussion on effects on retail trade fails to note that facilities which promote suburb-to-city shopping trips are inconsistent with a policy of energy conservation, and that more rational public policy would be to encourage sub-regional travel rather than regional movements.

Item D

This discussion has been rewritten and is entitled Need for the Proposed Action. It discusses current and future trends and planning for the metropolitan area. Land use plans for the cities involved, as well as the entire metropolitan area have developed assuming the eventual completion of I-94.

Item E

These impacts are recognized throughout this Statement.

Item F

A section 4(f) Statement on the use of parklands in Minneapolis for I-94, including Perkins Hill Park, is in Section VIII of this FEIS.

Item G

Refer to the response to the MPCA on page 152.

The discussion of economic impact during construction fails to note that the positive effects on the local economy must be weighed against dislocations in business activity caused by relocation from the right-of-way.

J Safety

The discussion on safety fails to note that mass transit modes are far safer than any form of highway.

Discussion of Alternatives

The discussion of the mass transit alternative states that the trend toward more automobiles per family and more and longer trips has continued. We request that precise quantitative data on these trends be presented to substantiate this claim.

The report remarks that "total dependence on the personal automobile will diminish in the future". From an energy policy standpoint, it would be desirable if this dependence were to be lessened. Investing public funds in highways of course does nothing to lessen this dependency. Therefore, the "assumption" that the automobile will
K remain the primary mode of transportation in the foreseeable future is more in the nature of a self-fulfilling prophecy.

The report references the 1973 system development plan of the Twin Cities Metropolitan Transit Commission. To our knowledge this report has never been approved by the Metropolitan Council as the definitive guide to regional transit development in the Twin Cities. It is therefore inappropriate to cite this document as substantiation for the policy decision to limit transit usage in the corridor to express buses in mixed traffic.

In reality, the basic question with regard to the transit alternative is whether, in light of a revised traffic forecast, an ambitious upgrading of bus service combined with some upgrading of arterials would be sufficient to handle area transportation demands. This question is not addressed in the draft impact statement.

Irreversible and Irretrievable Commitment of Resources

L The report discusses the fact that the highway will provide increased accessibility to recreation areas. The report does not mention that I-94 will also increase development pressure on suburban land, and foster the spread of low density residential areas.

Weed Control Along Right-of-Way

M **The report does not mention what technique--if any--will be used to control weeds and other vegetation along the right-of-way. If use of herbicides is contemplated, this should be fully discussed in the report.**

Item H

The noise impact section of this FEIS has been updated and expanded. See Section II, Noise Impacts.

Item I

Since regional activities and opportunities are located in the St. Paul and Minneapolis CBD's, the Metropolitan Council has determined that there should be express transit service to the CBD's from the subregions as well as travel within the sub-regions.*

Item J

It is true that mass transit modes are, in general, safer than vehicular modes of travel. However, the I-94 corridor is not proposed as a mass transit corridor by either the Metropolitan Council or the Metropolitan Transit Commission.

Item K

The discussion on mass transit as an alternative to I-94 has been rewritten. The Metropolitan Transportation Development Guide-Policy Plan is the basis for much of the discussion.

*Metropolitan Transportation Development Guide-Policy Plan, Final Draft approved by the Metropolitan Council January 8, 1976, page 17.

Item L

See the response to Item D.

Item M

Herbicides are used in the spot spraying of specific problem areas to control noxious weeds. An anti-drift emulsion is used with an invert sprayer to control wind drift and spraying is not done on days when wind velocity could be troublesome. The operation is supervised by personnel with a license to spray herbicides so that it is done in an acceptable manner.

INDEX TO COMMENTS RECEIVED ON THE DRAFT ENVIRONMENTAL IMPACT STATEMENT FROM 40th AVENUE NORTH IN MINNEAPOLIS TO TH 152 IN BROOKLYN CENTER (FHWA-Mn-EIS-72-02-D)


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UNITED STATES
ENVIRONMENTAL PROTECTION AGENCY
REGION V
1 NORTH WACKER DRIVE
CHICAGO, ILLINOIS 60606

June 7, 1972

Mr. Paul G. Velz
Road Design Engineer
State of Minnesota
Department of Highways
St. Paul, Minnesota 55101

Dear Mr. Velz:

Reference is made to the Draft Environmental Impact Statement (EIS) for S.P. 2781 (I-94) Minnesota Project I 094-3( ) from 40th Avenue North to junction I-694 and upgrading I-94 to junction T.H. 152. I apologize in the delay of submitting our comments and hope that we can meet your deadlines in the future. Our comments on the subject EIS are as follows:

A General. The EIS does not indicate whether another Draft Impact Statement will be prepared when the final alignment is selected. We suggest that this be done since there is insufficient detailed information in this EIS on how environmental effects will be minimized by proper design for each individual alignment.

B Air Pollution. The EIS provides insufficient information and inadequate treatment of the impact this project will have on the air quality of the area. Traffic information necessary include:

1. Projected traffic volumes in 5 year intervals up to 20 years.
2. Peak hourly volumes, where they occur, and duration of peaks.
3. Average traffic speed for peak and non peak hours.
4. Relative numbers of various types of vehicles.

Section VIII that shows a comparison of carbon monoxide concentrations between 1979 projected traffic on urban streets and 1990 traffic on freeways requires additional explanation. The relationship between speed and emissions is not referenced. Data from the Office of Air Programs Publication No. AP-42 entitled "Compilation of Air Pollutant Emission Factors" is available from the Superintendent of Documents, Washington, D. C. 20402 and should be utilized. If residential complexes such as apartment buildings or private homes are located within

## RESPONSE

### Item A

One of the functions of this FEIS is to address issues raised during the DEIS process. Through the review and comment process, alternatives were eliminated because of potential adverse impacts that could not feasibly be mitagated. This statement discusses the reasons for the elimination of each of these previous alternatives.

### Item B

The section of this statement which discusses air quality has been completely revised and updated subsequent to the completion of an air quality assessment study. As a part of this study, ambient air quality was sampled, and calculations of future air quality both with and without proposed I-94 were made. The report was furnished to EPA for comment and they are in basic agreement with its conclusion.

### Item C

Minnesota's specifications for highway construction require that the contractor on any project comply with all applicable air quality maintenance standards. Contractors must also ensure that runoff from construction sites does not pollute streams or other water bodies and that all debris is disposed of in an acceptable manner.

Mr. Paul G. Velz
Department of Highways
St. Paul, Minnesota

the general project area, detailed information should be included to allow for evaluation of vehicular emissions exposure to the residents of the area. Consequently, the choice of 500 meters for diffusion calculations should be reexamined. The effect of continuous exposure to residents cannot be evaluated unless distances from the homes to the freeway are specified.

**B** Whether or not the freeway-associated pollutants will exceed the concentration levels specified in the National Ambient Air Standards is not the only air quality consideration which should be made. The amount of freeway associated pollutants should also be evaluated with respect to the total pollutant burden of the local atmosphere. Consequently, existing levels of ambient air quality in the vicinity of the roadway should be presented as well as summaries of annual frequency of wind speed and direction and various stability classes.

**C** The statement should specify the measures to be utilized to limit emission during construction from on-site asphalt and concrete batch plants. Disposal of debris associated with the project should be done by approved means other than open burning.

**D** Water Pollution. Additional information should be presented on the usefulness and characteristics of Shingle Creek, such as flow data, the terrain adjacent to the creek, and the biota in the affected area. Based on the information presented, the desirability of lowering the flowline appears questionable. However, additional information on existing conditions plus more details on how the stream bed will be reestablished will better enable us to comment on this aspect of the project.

The precautionary measures stated for the control of water pollution are satisfactory, but it is not stated how the water quality of discharges from the project area or receiving streams will be monitored to insure compliance with applicable water quality standards. Compliance with water quality standards should be maintained at all times.

**E** Noise. Noise is only discussed in general terms. Actual expected noise levels, expressed in decibels, should be shown for each alignment to the extent where noise would no longer be objectionable to persons living or working in the project corridor. Procedures should be in accordance with the Federal Highway Administration's PPM 90-2.



Mr. Paul G. Velz
Department of Highways
St. Paul, Minnesota

In conclusion, we cannot support or oppose any of the proposed alignments at this time because of the lack of information as outlined above. We suggest this information be obtained and evaluated prior to making the final alignment selection and that another Draft Statement be prepared for the final alignment showing design alternatives to minimize environmental effects.

We appreciate the opportunity to review and comment on this Draft Statement.

Sincerely yours,

Donald A. Wallgren
Acting Chief, Federal Activities
Coordination Branch

Item D

In response to comments received on the DEIS, a revised and more extensive water quality study has been made. This study, abstracted in this Final EIS, contains additional information on potential effects, on water bodies within the project area, of the construction and operation of the I-94 proposal. There will be no significant impact on water quality.

Item E

A noise impact study, containing anticipated noise levels for various sections along the I-94 corridor, has been completed. This study is summarized in this FEIS and includes the expected noise reduction due to abatement measures. In general, highway generated noise will be abated to acceptable levels.

UNITED STATES DEPARTMENT OF AGRICULTURE
SOIL CONSERVATION SERVICE

316 North Robert Street, St. Paul, Minnesota 55101

Mr. Paul G. Velz
Road Design Engineer
State of Minnesota
Department of Highways
St. Paul, Minnesota 55101

April 6, 1972

Dear Mr. Velz:

The draft environmental impact statement for S.P. 2781 - (I-94) Minn. Proj. I 094-3 from 40th Avenue North to Junction I-694 and upgrading I-94 to Junction TH 152 in Hennepin County, that was addressed to the U.S. Department of Agriculture on March 14, 1972, was referred to the Soil Conservation Service for review and comment.

A proposed route has not been selected in the statement, but a number of alternatives have been proposed pending the results of public hearings. This makes it difficult to evaluate,but it appears adequate provisions will be made in the final design of the route selected when its location is decided to control sediment and the movement of water.

We have no adverse comments to the proposed project in any of the fields we have expertise.

We appreciate the opportunity to review and comment on this proposed project.

Sincerely,

Harry M. Major
State Conservationist

No Response Necessary

UNITED STATES GOVERNMENT

Memorandum

DEPARTMENT OF TRANSPORTATION
OFFICE OF THE SECRETARY

DATE: May 2, 1972

SUBJECT: Draft Environmental Impact Statement: Highway Project I-094-3( ), Hennepin County, Minnesota

In reply refer to: TEU-12

FROM: Assistant Secretary for Environment and Urban Systems

TO: W. V. Frybofer, Division Engineer
St. Paul, Minnesota

We appreciate the opportunity to review and comment on this draft environmental impact statement. We have no specific comments to offer on the statement.

We look forward to receiving the final environmental impact statement, including the comments received from other public agencies and the general public on the draft statement.

for Herbert F. DeSimone
Assistant Secretary

cc:
Regional Federal Highway Administrator
Homewood, Illinois

No Response Necessary

United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

E3039
ER 72-340

JUN 13 1972

Dear Mr. Velz:

This is in response to your letter of March 14, 1972, requesting the Department of the Interior's comments on the draft environmental/Section 4(f) statement for the construction and upgrading of I-94 in Minneapolis and Brooklyn Center, Hennepin County, Minnesota.

Section 4(f) Comments

Because this project may affect lands at North Mississippi Park, a field representative of this Department's Bureau of Outdoor Recreation inspected the site on April 27, 1972, in the company of involved highway and park officials. Based on that site inspection and review of the statement and other materials, we consider study alignments 7 and 10 neither reasonable nor prudent. In our opinion, alignments 9 and 5 are both feasible and prudent as alternatives which would minimize the taking of valuable parklands. At issue here is the balancing of economic costs and residential/commercial disruption against park/open space values which are not easily quantifiable in dollar terms. Although the North Mississippi Park is presently in a degraded condition due to city dumping operations and unrestricted motorcycle activity, it possesses great recreation potential as a river-oriented component of the Minneapolis parks system. We are in agreement with the Minneapolis Park and Recreation Board that Alternative 9 is environmentally less damaging than Alternative 5, due primarily to its depressed cross-section. More park lands are required than for Alternative 5, but adequate replacement lands appear to be available along the river and north of the existing park area. We recommend that the final statement include:

A

1. Choice of an alignment;

B

2. Park replacement land proposal;

C

3. The written position of the Minneapolis Park and Recreation Board, relative to the choice of alignment, adequacy of any replacement land proposal or compensation, maintenance of

RESPONSE

Item A

At the time of the circulation of the DEIS for comments, the preferred alternative was labeled as Alignment Study 7. Because of the review process and further coordination with the City of Minneapolis, Study 7 has been modified to minimize parkland use and to enhance the parkland which remains. At the time that the DEIS was circulated, the proposed I-94 profile was elevated throughout much of the length of North Mississippi Park to permit a diamond interchange at 45th Avenue North, near the geographic center of the park. Since 1972, however, the proposed interchange has been moved to the future (after replacement lands are added) north end of the park which will permit I-94 to be constructed below existing ground level for much of the park length. Thus, modified Study 7, now the preferred alternative, minimizes the use of parkland while maintaining the economic viability of the community and makes possible a depressed gradeline past the park. The Department of Interior is now in agreement with the proposal as documented in their letter of 4-5-76 on the Draft Section 4(f) Statement for North Mississippi Park.

Item B

As partial mitigation for highway use of parklands, it is proposed to add approximately 18 acres of replacement land to the parklands of Minneapolis and Brooklyn Center. The proposed replacement land measures are discussed in detail in the Section 4(f) Statements.

C pedestrian and vehicular access to North Mississippi Park, safety fencing, noise control, lighting and landscaping; and

D 4. Suggestions for potential multiple use and joint development along the proposed highway.

Environmental Statement Comments

E With respect to the draft environmental statement, we feel that it evaluates a relatively short segment (4.4 miles) of the proposed I-94 with fixed termini that allow little flexibility. To allow more meaningful consideration of environmental aspects and alternatives, we suggest that the entire project segment from the Hawthorne Interchange to I-694 be evaluated in one statement, rather than in a segmented fashion.

F The aerial photograph showing the alternative alignments in the vicinity of the parks is helpful, but lacks certain information. We believe that total right-of-way widths should be shown instead of, or in addition to, centerlines, so that the effect of various alternatives is more readily apparent.

G The section dealing with the description of the project should be expanded to discuss location of any borrow areas needed for project purposes. Other sections of the statement dealing with the description of the existing environmental setting can describe the borrow area locations under preproject conditions as it relates to flora, fauna, and aesthetics.

There is often the opportunity to design and develop highway fills and borrow areas to the benefit of fishery resources and fishing opportunities. We recommend that this recreation opportunity be explored in coordination with the appropriate State agency, and that the final statement reflect the results of such coordination.

H The final environmental statement should show evidence of consultation with the State Liaison Officer for Historic Preservation to make sure that no historic values are threatened by the project. The appropriate State official to contact is the Director, Minnesota Historical Society, 690 Cedar Street, St. Paul, Minnesota 55101. In addition, the environmental statement should recognize the possible effect of the project on archeological resources, indicating a survey has been made and giving the results thereof.

2

Item C

On July 14, 1975, the MPRB concurred with the concept plan showing the alignment and treatment of I-94 past North Mississippi and Charles C. Webber Parks. This concept plan (attached in the Section 4(f) Statement on Minneapolis parklands) showed proposed treatment of noise abatement, pedestrian and bicycle access, landscaping, the proposed channel change, and replacement land location and treatment. Prior to this concurrence, the MPRB signed a Memorandum of Intent in August, 1974. This memorandum outlined the measures to be followed in the design of I-94 past North Mississippi and Webber Parks and specified the parcels to be used for replacement lands. A copy of the memorandum is also in the Section 4(f) Statement.

Item D

Multiple use and/or joint development along proposed I-94 will continue to be a matter of joint coordination in the design of the proposed noise abatement treatment, and the turning over to the MPRB control of all remnant lands available after construction along the proposed pedestrian/bicycle trails.

Item E

The FEIS combines both DEIS's and evaluates the proposal in its entirety.

In our opinion, the section on the relationship between short-term uses of the environment and long-term productivity should consider the open-space value of North Mississippi and Webber Parks as essential to the long-term quality of life, and therefore, the productivity of land and human resources in the Minneapolis area. On this basis, alternatives 7 and 10 appear less desirable, since in the long run local residents must not only travel but live and recreate in the area.

Inasmuch as the proposed highway is located close to the Mississippi River and crosses Shingle Creek some flooding problems may arise. Some diking appears necessary to protect the depressed sections of highway against flooding. We believe the measures proposed for conducting the flow of Shingle Creek through the construction area to the Mississippi River are adequate. Also, it appears that adequate consideration has been given to the removal of other storm runoff. Hydrologic problems which might possibly arise in the future during the time of extreme flood seem to be offset by the more desirable features which are the result of the depressed highway construction. We do not believe that the construction would cause any harmful effects to the ground water system.

No data on the geology of the area of the highway construction are provided in the draft environmental statement. We do not believe, however, that any environmental problems will result from geologic conditions.

The final position on the Section 4(f) determination will be made by the Secretary of the Interior when we are asked by the Department of Transportation to review the final combined statement.

Sincerely yours,

Deputy Assistant Secretary of the Interior

Mr. Paul G. Velz
Road Design Engineer
Department of Highways
State Highway Building
St. Paul, Minnesota 55101

3

Item F

With the exception of the preferred alternatives, none of the alternatives referred to in this letter from the DOI are any longer considered as acceptable alignments for I-94. The requested information is shown on the various exhibits in Section VIII.

Item G

Because the proposed profile of I-94 is depressed below the natural groundline throughout most of its length, it is not anticipated that any borrow areas are needed. Preliminary soils investigations indicate that the soils to be excavated for I-94 are suitable for use in building embankments. In addition, the excess excavation will be used for the construction of noise abatement mounds.

Item H

See the response to comment A in the Department of Interior - National Park Service letter.

The remnants of the shingle mill which once operated along Shingle Creek in Minneapolis have been located and will be avoided during construction. Any other items of potential historical or archaeological significance discovered during construction will be protected from destruction until their significance can be ascertained.

United States Department of the Interior

NATIONAL PARK SERVICE
NORTHEAST REGION
143 SOUTH THIRD STREET
PHILADELPHIA, PA. 19106

IN REPLY REFER TO:

D30
NER(CP)

MAR 31 1972

Mr. Paul G. Velz
Road Design Engineer
State of Minnesota
Department of Highways
St. Paul, Minnesota 55101

Re: Draft Environmental Statement for S.P. 2781 - (1-94) Minn. Proj. I 094-3 ( ) From 40th Avenue North to Junction I 694 and upgrading I-94 to Junction TH 152

Dear Mr. Velz:

We have reviewed the above draft combined Environmental/Section 4(f) Statement and offer the following comments:

A

1. It appears that no consideration, whatsoever, has been given to any historical or archeological values that may exist in any of the highway alternatives.

2. Should such a site or sites be present and should they be listed on the National Register of Historic Places, a Section 4(f) involvement would exist.

3. It is recommended that you consult with the State Liaison Officer for Historic Preservation in order to assert if any historic or archeological values are threatened in your proposals. For our review purposes we must have evidence of this consultation and a statement to the effect or an endorsed letter should appear in the environmental statement.

As far as we can determine, the proposals will not adversely affect any existing or proposed units of the National Park System. There are some historic sites in the City of Minneapolis, and we cannot be sure if these will be affected.

Sincerely yours,

Bruce J. Miller
Deputy Assistant Director, Cooperative Programs

National Parks Centennial 1872-1972

RESPONSE

Item A

This recommendation has been followed. Coordination with the SHPO has been subsequently carried out and is documented in Section VII of this document.

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
AREA OFFICE
1821 UNIVERSITY AVENUE, WEST, GRIGGS – MIDWAY BUILDING
ST. PAUL, MINNESOTA 55104

AREA OFFICES
Chicago, Illinois
Columbus, Ohio
Detroit, Michigan
Indianapolis, Indiana
Milwaukee, Wisconsin
St. Paul, Minnesota

REGION V
REGIONAL OFFICE
CHICAGO, ILLINOIS

MAY 23 1972

IN REPLY REFER TO:
PP/RCL

Paul G. Velz
Road Design Engineer
Minnesota Department of Highways
St. Paul, Minnesota 55101

Dear Mr. Velz:

Subject: Review of Draft Environmental Statement for Interstate Highway 94 in North Minneapolis and Brooklyn Center. From: 40th Avenue No. in Minneapolis. To: T.H. 152 in Brooklyn Center

Although the draft statement covers interstate proposals for Brooklyn Center as well as Minneapolis, our office wishes to declare specific interest in the portion within Minneapolis. The proposed portion of the project we refer to calls for the construction of an eight-lane freeway through north Minneapolis (north of 40th Avenue) which encroaches upon one and possibly two city parks and runs parallel to the Mississippi River to the northern city limits.

The statement appears to be considerably more comprehensive than the draft submitted earlier this year for I-394 north of the central business district. HUD concerns are noted as follows:

1. Noticeable changes in ambient noise level and increased air pollution.

A An anticipated increase in noise level and air pollution in the corridor area is acknowledged. The fact that the freeway would reduce the severity of these conditions on existing paralleling routes and streets does not appear to be an adequate response to the problem within the corridor area itself. Although a generalized discussion of noise pollution abatement is presented, it is not clear what specific design provisions are proposed for the project under review (e.g., planning, location, spacing, and sizing of noise barrier walls, earth mounds, berms, landscaping, tree planting, shrubs, and other vegetation barriers, or possibly noise easements). It is possible that if traffic speeds are "zoned" and depressed sections are used "wherever feasible", these problems will be minor; however, it would be desirable to have some assurance on this point. Unfortunately, it appears that no noise measurement equipment has been used to detect existing noise or that similar highway and roadside conditions on existing expressways have been examined in

RESPONSE

Item A

The air quality and noise analysis section of the Statement have been completely revised to reflect revised methodologies. Specific abatement proposals are presented.

order to provide a quantitative estimate of noise impacts or to predict potential problems pertinent to each of the alignment alternatives. Also, it would be helpful if the maps of the alternatives were to indicate which portions are to be depressed, which elevated, and which are to be at surface level.

A

Attachment
Attached for your information is a copy of the Joint HUD-VA Freeway Noise Statement.

2. Destruction of recreational and open space land covered by Section 4(f) of the DOT Act.
It is noted that construction of the proposed freeway necessitates encroachment on public land designated as park land, thus requiring Section 4(f) involvement. We further note that the North Mississippi Park is a high priority passive park area with future potential as an open space resource, since it is oriented toward and accessible to the Mississippi River. Generally speaking, there is too little open space orientation and access to the River in north Minneapolis due to competing demands on land use by industry and highways. We are concerned that the alignment alternative proposed in Study 7 may infringe upon and substantially impair such potential value. Development of the highway too close to the river may also be in conflict with the Metropolitan Council's open space plan recommendation for a river recreational trail system along this segment of the Mississippi, which is referred to in the Environmental Statement. In terms of compensation, there appears to be no discussion of specific plans for replacement of quantitatively and qualitatively equivalent land for the park lands taken. It is not clear from the Environmental Statement whether the MHD has found or is ready to make available compensation in the form of reasonably nearby and amenable replacement park lands as required by Section 4(f) of the DOT Act. If "remnant lands" are available, it would be desirable if they were specifically identified and discussed. Otherwise, further studies and efforts in cooperation with the Park Board would be in order.

B

3. Cutting off of residential and commercial areas from recreational and scenic amenities.
One important issue related to the taking of park land is the question of adequate access to North Mississippi Park and River by pedestrians and bicyclists from nearby neighborhoods. Although the Environmental Statement indicates that "ample access" will be provided, we are concerned that the freeway interchange at 45th Avenue, the main entry into the Park, is not sufficient except for automobiles. Also, discussion of the southerly access from Soo Avenue is not clear. Apparently these are the only two access points proposed. A separated series of access points for non-motorized vehicles and pedestrians could improve accessibility to a reasonable level.

C

Item B

Relevant portions of this proposal have the concurrence of both the Minneapolis Parks and Recreation Board and the Brooklyn Center Department of Public Works. This is discussed in Section VIII of this Statement.

Item C

Proposed access to North Mississippi Park has been expanded considerably since the DEIS was circulated. The Section 4(f) Statement on Minneapolis parklands (Section VIII) details the additional proposed access points. In addition, improved pedestrian/bicycle access is also a feature of the upgrading proposal in Brooklyn Center, where a pedestrian/bicycle crossing of I-94 is proposed along Shingle Creek; sidewalks will be constructed on the proposed Shingle Creek Parkway crossing of I-94.

4. Disturbance and possible alteration of a natural waterway.

D Another apparent impact is the lowering of the profile of Shingle Creek for approximately nine hundred feet. That the proposed project should completely disrupt the stream bed and adjoining park land seems unacceptable. We feel that further discussion and studies are needed to minimize adverse impacts on the stream and park and to assure adequate re-establishment of the stream and return of the associated vegetation. We concur with MHD that every effort should be made to retain the natural characteristics of the stream.

5. Displacement of significant numbers of people, households, businesses, and jobs.

E In addition to Park displacement, there are necessarily a substantial number of people, dwelling units, businesses, or jobs to be displaced regardless of the alternative chosen. Although provisions for assisting displacees are discussed, there appears to be no consideration of housing replacement. The information and maps submitted indicate ample alternative business development sites, but there appears to be no report on relocation feasibility for housing, which is a principle factor in evaluating alternative alignments. Also, there is no indication of coordination with the Minneapolis Housing and Redevelopment Authority or discussion of utilization of the "Housing of Last Resort" Clause of the Uniform Relocation Act of 1970. It might be noted that highway activities have a direct impact on the functions and capabilities of urban renewal and Neighborhood Development Programs in Minneapolis. At this time, it would appear that Minneapolis' housing needs, particularly for low- and moderate-income people and for sales units, is critical. More attention given to this subject would therefore be appropriate.

6. Consideration of alternatives.

F The discussion of alternatives relates only to possible highway alignments. Although the affects of noise, traffic, air pollution, and the physical barrier are given considerable attention, there is no indication that alternative grades or grade separations have been considered. Since the highway would pose a formidable physical and visual barrier as well as a source of noise and fumes, it may be asked why it is not depressed the entire length of the park. We note that for alternatives which are nearest the park (7 and 10) the profile is elevated in the vicinity of the 45th Avenue Interchange. In light of the impacts discussed elsewhere in this review, we argue that since the proposed freeway is to be depressed at Shingle Creek it may be environmentally sensible to provide for a fully or partially depressed freeway the entire length of the park.

Item D

It is true that the proposal requires disruption of the stream bed. The ultimate effect, however, of this disruption will be to enhance the parklands affected. The design of the channel change has been developed in consultation with the MDNR, and MPRB resulting in a recommendation that a waterfall be constructed to an adequate height to prevent rough fish from the Mississippi from migrating upstream to spawn. This measure is incorporated in the proposed channel change. Other research has indicated that, with proper design of the relocated stream bed, habitat for aquatic organisms will be quickly re-established. The slopes from natural groundline down to the level of the relocated channel will be terraced with rock and landscaped immediately after construction to minimize erosion potential. Thus, the natural characteristics of the stream will be quickly re-established.

Item E

Section II, Impacts, has been substantially revised since the Draft EIS was circulated. There has been considerable coorcination of the proposal with the MHRA. See Section II, Social and Relocation Impacts.

7. We note there are other alternatives also not discussed or considered in the Statement. For example, the MHD in cooperation with the City or Park Board could offer some kind of deck, lid or partial cover, or form of air rights development for park land and commercial spaces displaced, or tunnel as they are doing with Highway 55 at Minnehaha Park in response to expressed environmental concerns. It would seem that this alternative should be examined. Another alternative not discussed would be to build up existing roads and increase mass transit service. **G**

8. Accommodation of provisions for future public transit and busways. In reference to the last alternative, we note there is no discussion of mass transit service which might be accommodated within the proposed corridor. Recent information sources indicate that the Metropolitan Transit Commission in conjunction with the Citizens Transit Council, the Metropolitan Council, the City and County, and MHD are proposing a demonstration express-bus-on-metered-freeway project on I-35W in south Minneapolis, which will monitor automobile traffic and provide busway ramps and substations for improved public transportation. It would seem that this segment of I-94 might be planned to accommodate similar uses in the future. Is space being set aside for a possible bus express lane or some other form of future transit so that an entirely new corridor will not have to be developed at a later date? We note that the list of agencies from which comments on the Environmental Statement have been requested does not include the Metropolitan Transit Commission. **H**

9. Recommendations. In view of the above comments and recognition of the limited options available at this stage of I-94, we feel that the alternative posed by Study 10 is the best of those presented. Although it displaces the same number of businesses as alternative 7, it takes only two-thirds as much park space. As the map on industrial-commercial development sites in the Appendix and the study by MHD's consultant suggest, replacement of business and industry is a less difficult task than replacing scarce open space sites. In addition, alternative 10 would provide redevelopment land for industry. And northward expansion of the park is an even more appealing option under alternative 10 than under alternative 7. Essentially the same number of housing units are taken by both alternatives. Although the Vollmer recommendations and Study 9 are considerably more appealing in terms of housing and open space preservation, they require more businesses and jobs than may be acceptable or beneficial to the community. Other alternatives either appear to take too much park land or too many homes. Alternative 10 would appear to be the most reasonable **I**

Item F

When the comments from HUD were solicited, an interchange was proposed at 45th Avenue North which would have required that I-94 be at ground level or above throughout much of North Mississippi Park. The proposed interchange has since been moved to the north end of the proposed replacement land to be added north of North Mississippi Park. This relocation of the proposed interchange permits I-94 to be depressed below existing ground levels past most of North Mississippi Park.

Item G

These alternatives are discussed in the Section 4(f) Statements included in this FEIS. The MPRB does not appear to be in favor of any sort of lid or deck. The presence of the Mississippi River makes any proposal to tunnel I-94 under the parklands very expensive. A no-build alternative utilizing upgraded existing routes has been investigated, as suggested, but cannot provide sufficient capacity for future traffic demands without extensive acquisition of right-of-way. Because this alternative would remove the commercial/industrial tax base of northern Minneapolis, it is not acceptable to the city. The no-build alternative is also not consistent with the planning of the Metropolitan Council, which proposes that I-94 function as a major north-south route for both private vehicles and mass transit.

I compromise. We would hope that in addition, the highway may be depressed the entire length of the park development, that adequate specific noise abatement techniques and procedures are used in the design and development of the roadway, that adequate compensation in the form of replaced park land is provided, and that flexibility is provided in the design for possible future transit projects which might benefit from the freeway corridor.

J Reference is made to the fact that the Minnesota Highway Department will in the near future be submitting for review a draft environmental statement for Interstate 94 south from 40th Avenue to the Hawthorne interchange. The HUD Area Office in St. Paul is assisting the Minneapolis Housing and Redevelopment Authority on a number of housing and renewal projects in this vicinity and has a number of serious concerns related to this segment of the highway project. It would seem that members of the Minnesota Department of Highways and HUD Area Office staff should meet in the near future in order that activities of mutual concern might be coordinated to the greatest extent possible.

Sincerely,

Thomas T. Feeney
Area Director

Enclosure

*ATTACHMENT TO LETTER FROM HUD*

April 20, 1972

Joint HUD-VA Freeway Noise Statement

As a result of concern expressed by the real estate boards and other interested parties, the St. Paul Area HUD Office and VA have done extensive additional study with respect to freeway noise. This review has included an in-depth market study.

The results of this study reaffirm our opinion that freeway noise is a serious problem and our market study indicates that it definitely has an effect on real estate values. The amount of loss in value varies greatly and is governed by several factors including the severity of the noise at each specific property, the price range of the property, the elevation in relation to the freeway, and other factors.

The policy of the HUD and VA Offices on existing properties affected by freeway noise will be to judge each property individually and every effort will be made to issue a commitment on these properties reflecting conditions as they exist in the estimate of value. In some extremely bad cases the properties will be considered to be unacceptable. All of the properties recently rejected will be reconsidered and commitments will be issued wherever possible.

**The HUD and VA Offices will continue to study freeway and other noise pollution and its effect on residential properties. Any further determinations in this regard will be made at a later date.**

Item H

Preferential treatment for buses operating in mixed traffic, in the form of freeway metering and special bus access ramps is one of the features of the proposal. While the MTC did not comment on the DEIS, the proposal has been developed in close coordination with the MTC, and a study made of use of I-94 as a transit corridor indicates that the operation of express buses in mixed traffic will be adequate within the forseeable future.

Item I

Study Number 7 has been modified so that it now requires only 8.13 acres of permanent highway usage of land from North Mississippi Park. This revision makes Study 7 competitive with Study 10 in comparing parkland to be used. At the same time, Study 7, as modified, avoids taking as many jobs as would Study 10. Other suggested improvements--depressing I-94 past the park, providing adequate noise abatement and replacement land, and accommodating transit into the I-94 proposal--have all been incorporated into modified Study 7.

Item J

A number of meetings between the MHD and HUD have been held.

DEPARTMENT OF THE ARMY
ST. PAUL DISTRICT, CORPS OF ENGINEERS
1210 U. S. POST OFFICE & CUSTOM HOUSE
ST. PAUL, MINNESOTA 55101

IN REPLY REFER TO
NCSED-PB

8 May 1972

Mr. Paul G. Velz
Road Design Engineer
Minnesota Department of Highways
St. Paul, Minnesota 55101

Dear Mr. Velz:

Reference is made to your letter of 14 March 1972 inclosing a draft copy of an environmental impact statement for State Project 2781 (I-94), Minnesota Project I 097-3( ).

The statement has been reviewed and it appears to cover adequately the aspects of the environment which are affected by the proposal and which fall within our purview.

Sincerely yours,

RODNEY E. COX
LTC, Corps of Engineers
District Engineer

NO RESPONSE NECESSARY

OFFICE OF ECONOMIC
OPPORTUNITY

EXECUTIVE OFFICE OF THE PRESIDENT
WASHINGTON, D.C. 20506

July 13, 1972

Mr. Paul G. Velz
Road Design Engineer
State of Minnesota
Department of Highways
St. Paul, Minnesota 55101

Re: Draft Environmental Statement
S.P. 2781- (I-94) Minn. Project
I o94-3 ( ) From 4oth Avenue
North to Junction I 694 and
Upgrading I-94 to Junction TH 152

Dear Mr. Velz:

Phillip Sanchez, the Director of the Office of Economic Opportunity, has asked me to respond to your letter regarding the draft environmental statement on the above mentioned project.

This office in coordination with our Regional Office, and the affected community action agencies have carefully reviewed this statement. On the basis of information from this review, there are two alternatives. One, build the highway through a residential, industrial and commercial site, thus having to relocate persons and businesses or two, build the highway on park land thereby reducing recreational facilities available to the community.

A If we are to deal with these given alternatives, then we must determine which is the most harmful, or least desirous from a social aspect. It is obvious that number one is. As such, our concern with the statement is that if number one alternative is selected, adequate consideration should be given to relocation assistance provided the residents and businessmen. In view of this possibility, the relocation assistance to be offered should be addressed in more detail in the draft environmental statement.

We appreciate the opportunity to comment on this draft statement.

Sincerely,

Arthur J. Reid, Jr.
Director
Intergovernmental Relations

RESPONSE

Item A

The relocation assistance section of the Final EIS has been substantially updated and expanded to reflect additional information obtained since the Draft EIS was circulated for comments. Information regarding relocation assistance is contained on pages 94 through 98 of this statement.

STATE OF MINNESOTA

STATE PLANNING AGENCY
802 CAPITOL SQUARE BUILDING
550 CEDAR STREET
ST. PAUL, 55101

July 11, 1972

Mr. Paul G. Velz
Road Design Engineer
Department of Highways
St. Paul, Minnesota 55155

RE: S.P. 2781- (I-94)Minn. Proj. I 094-3 ( )
From 40th Avenue North to Junction I 694
and upgrading I-94 to Junction TH 152

Dear Mr. Velz:

This is to certify that the Minnesota State Planning Agency has in accordance with the Federal Aid Coordination System (FACS) procedures, reviewed the Draft Environmental Statement submitted for the above-noted project. Other state agencies which may be interested in or affected by this proposal have been notified by our office, and comments from the Minnesota Department of Natural Resources are attached.

This letter represents the final review of the Environmental Impact Statement by the State Planning Agency in its performance of the function as the State Clearinghouse. The Minnesota Department of Highways is, therefore, authorized to prepare the final Environmental Statement without further notice or review by this agency. A copy of this letter should be attached to said statement.

Sincerely,

Thomas N. Harren
State Clearinghouse

No Response Necessary

STATE OF MINNESOTA

DEPARTMENT: Pollution Control Agency

# Office Memorandum

TO : Mr. Ray Lappegaard, Commissioner
Department of Highways

DATE: June 20, 1972

FROM : Mr. Grant J. Merritt
Executive Director

RECEIVED
JUN 23 1972
COMMISSIONERS OFFICE

SUBJECT: I-94 in Hennepin County MN Project 1 094-3 ( )

We have reviewed the above project and have the following comments:

Section IV - Alternates and Their Effects

Incomplete Consideration

**A** Car pooling, use of buses, development of rapid rail transit, and increased prices for gasoline could substantially reduce the anticipated 1995 ADT.

These alternatives may prove more desirable for both environmental and national security reasons and should be explored in this section.

**B** Of particular importance in weighing alternatives is the projected growth in U. S. dependence on imported oil, and the political implications and expected balance of payments deficit resulting from this growth. Because of the lead time involved in developing more energy efficient transportation systems, continued development of the automotive transportation system could result in a national transportation mode with very high social costs after 1980.

General

**C** If construction proceeds all work should be done in such a way as to minimize the pollution of Shingle Creek, and special care should be taken to see that no spillage of gasoline or oil occurs, all debris is removed immediately, and adequate measures are taken to prevent soil erosion as soon as work is completed.

GJM/LHS:lh

RESPONSE

Item A

These considerations have all been included in revised traffic estimates which have been completed since the DEIS was circulated for comments.

Item B

These factors have been considered. However, for the reason cited in the recently completed Twin City Interstate Study Committee Report, this highway section is vital to the transportation system of the metropolitan area. The right-of-way could be used by whatever ground transportation system evolves in the future.

Item C

Construction plans for I-94 are being developed to include these precautions.

STATE OF MINNESOTA

PARTMENT Natural Resources - Planning

Office Memorandum

TO : Mr. James Alexander, Director
State Planning Agency
Attn: Mr. Tom Harren

DATE: June 29, 1972

FROM : Mr. Jerome H. Kuehn, Administrator
Bureau of Planning

SUBJECT: I-94 Hennepin County MN Project I 094-3().

The Environmental Impact Statement on the proposed I-94 freeway in Hennepin County S.P. 2781 & 2786 has been extensively reviewed within the Department of Natural Resources.

Our analysis of the project is forthwith. The alternates 7, 9, and 10, discussed within the E.I.S., suggest construction of depressed roadways in the vicinity of Shingle Creek. These alternates would therefore require the following:

1. Construction of dikes on both sides of the mainline roadways to prevent flooding during high stages of Shingle Creek and the Mississippi River.

A This proposed dike construction would parallel the Mississippi River and would require some filling upon the Mississippi River and Shingle Creek floodplains. Such filling would be undesirable due to two major reasons. They are the increased flow of water resulting from constricting the riverway within the limits of the Mississippi River and Shingle Creek and the resulting degradation of park land both physically and aesthetically.

It is therefore evident that depressing freeways in order to abate noise problems, as stated in the E.I.S., does not solve all environmental problems associated with freeway construction. As in this case and many others, new environmental problems can be aggravated by such construction proposals.

2. Lowering the Shingle Creek flowline to a maximum of 10 feet for a distance of 900 feet upstream from the confluence with the Mississippi River.

B This will require the installation of a 10 by 10 foot box culvert with a modified drop inlet and energy dissipator at the outlet. Because no design details nor elevations of this proposed lowering are given in the E.I.S., we are not able to accurately determine if undesirable stagnant effects will result from the

RESPONSE

Item A

The proposed construction does require filling within the Mississippi River floodplain; however, the construction of the Shingle Creek channel change will provide additional storage for Mississippi River and Shingle Creek flood waters. The portion of the Mississippi River floodplain to be filled is not a part of the primary floodplain. It is, instead, an area which sometimes stores backwaters from the river. The area is protected, along its upstream side, from flood waters by an earthen dike placed in the late 1800's. This dike is breached on its downstream side, allowing backwaters to enter the area. Thus, the area to be filled is not a significant portion of the Mississippi River floodplain and to fill within this area will not result in increased flow in the Mississippi. The impact of the channel change on the physical and aesthetic degradation of parkland is discussed under Item F below.

Item B

This information is no longer accurate. The current proposal is to lower the creek by the construction of a 13-foot waterfall and carry an open creek channel, along with bicycle and pedestrian pathways, under I-94. The proposed gradient of the relocated channel has been studied to determine what gradient is needed to avoid the undesirable stagnant effects referred to by the MDNR. The design of the proposed channel has been coordinated with the MDNR and recommendations of the MDNR, such as the height of the waterfall, have been incorporated into the planning.

B probable insufficient stream gradient. More design details are needed before further judgement can be made by this Department.

C Alternate 5 of the MHD proposals provides a 2500 foot bridge over residential, commercial and park land area on either side of Shingle Creek. This would eliminate any disruption of the present Shingle Creek flowline and would also not necessitate the renovation of the railroad tracks. No diking on or near flood plain areas would be required, and therefore, would have no direct affect on water resources.

Additional editorial comments and topic revisions recommended to be included in the final Environmental Impact Statement are as follows:

1. D Page 15, paragraph 2, sentence 2, wherein Shingle Creek is referred to as a "drainage watercourse", it is suggested that these words be changed to "natural stream".

2. E The first full paragraph on page 19 should be completely rewritten. As drafted, it implies that all considered alternatives call for lowering the flowline of Shingle Creek, which is not true of Study No. 5. Also, this paragraph should include a more detailed description of the existing 900-foot stream reach which may be disrupted, regarding its natural characteristics, any habitat value, and any uses made of this reach by the public under existing conditions.

3. The last paragraph on page 21 should describe what the environmental effects of lowering Shingle Creek will be, rather than merely stating such lowering is proposed for the depressed profile studies.

4. F On page 24, paragraph 3, the report should more fully justify why a depressed route is being considered on the basis of aesthetics and noise abatement in the vicinity of Shingle Creek. This appears to be an industrial - commercial area on the air photo maps, wherein noise and aesthetics may not be primary considerations. Our concern is that depressing the roadway in this area results in a detrimental effect on the creek which possibly could be avoided.

5. G On page 27, first full paragraph, first sentence, it is suggested that the words "from a transportation viewpoint" be added between the words "undesirable" and "there".

Item C

Alternate 5 is no longer considered an acceptable alternative for the I-94 proposal. This is due to two reasons. First, the elevated design of Alternate 5 makes it difficult to provide adequate noise abatement for the homes and businesses which would remain after I-94 construction. Secondly, Study 5 would require the acquisition for highway right-of-way of an additional 216 residences plus two nursing homes with a total of about 100 residents. Also required are 53 businesses employing 401 persons full-time and 53 persons part-time.

Item D

This recommendation has been followed.

Item E

The existing characteristics of Shingle Creek have been inventoried during the development of the I-94 proposal. The major findings of these studies are contained in this FEIS in Section I, (Characteristics of the Surrounding Area) and in Section II, (Water Quality, Wetlands and Stream Modifications).

H If in the final analysis of the project indications are made for highway construction which will encroach on either the Mississippi River or Shingle Creek floodplains and encroach on present park lands, it is recommended mitigation measures be fully discussed and implemented as a part of the plans to compensate for environmental and recreational damage which will result from the proposed construction. It is vitally important that recommendations stated above be fully considered. The Department of Natural Resources expresses its concern that these problem areas be resolved before this project results in another "Minnehaha Creek situation".

BPH:daf

cc: Archie D. Chelseth
Milt Krona
Larry Seymour
Warren Pladsen
Art Peterson
Wayland Porter
Al Whitman - Minneapolis Parks and Recreation Department
Al Hultine - MHD Office of Road Design

Item F

While it is true that the land to the west of I-94 in the vicinity of Shingle Creek is predominantly industrial and commercial in usage, the primary reason for proposing a depressed profile for I-94 in this area is to mitigate the potential impact of the freeway on the parklands which lie to the east. Placing I-94 in a cut section past the park has much less of a visual impact on the park than does placing it at existing ground level or on an elevated profile. A depressed section is also more amenable to noise abatement.

Item G

This material has been completely rewritten.

Item H

This FEIS contains considerable additional information concerning proposed mitigation measures developed since the circulation of the DEIS for comments.

NO RESPONSE NECESSARY

Note: Since the March 20, 1972 response from the Metropolitan Council, there has been continuing coordination with the Council.

Metropolitan Council of the Twin Cities Area

300 Metro Square Building, 7th Street and Robert Street, Saint Paul, Minnesota 55101 Area 612, 227-9421

March 20, 1972

Mr. Paul G. Velz
Road Design Engineer
Department of Highways
State of Minnesota
St. Paul, Minnesota 55101

Re: Draft Environmental Statement for I-94, 40th Avenue North to I-694
Metropolitan Council Referral File No. 1196

Dear Mr. Velz:

The Metropolitan Council received from the Minnesota Highway Department the Draft Environmental Statement for Interstate Highway 94 (I-94) in Minneapolis and Brooklyn Center, Hennepin County, Minnesota Project I 094-3 ( ), State Projects 2761 and 2786, from 40th Avenue North to Junction I-694 and upgrading I-94 to Junction TH 152.

Should the Council need more information before completing its review, the staff will contact your office.

Thank you.

Sincerely yours,

METROPOLITAN COUNCIL

by
Albert J. Hofstede
Chairman

AJH:gmp
cc: George T. Pennock, Metropolitan Council District 5
James L. Dorr, Metropolitan Council District 10

Design public hearings were held to receive community input into the proposed project. The proposal north of the Hawthorne interchange and south of 40th Avenue North was discussed in a design hearing held on April 21, 1971. The remainder of the Minneapolis segment, 40th Avenue North to 53rd Avenue North, was discussed at a hearing on April 25, 1972. The Brooklyn Center segment was discussed at a hearing on April 24, 1972.

A summary of the comments received and their disposition is given in the Table below.

TABLE 12 DISPOSITION OF COMMENTS RECEIVED AT THE PUBLIC HEARINGS

| Concern | Disposition |
|---|---|
| The local business communities of West Broadway and Camden questioned the lengthy delays in bringing the project to the construction stage. | It is anticipated that the completed I-94 project will be open to traffic in 1981. |
| Objections to the presence of a freeway in established neighborhoods. | I-94 has been aligned to skirt the edges of neighborhoods wherever feasible and to provide for a delineation between differing land uses. |
| Pedestrian accessibility for the elderly and the young. | Pedestrian crossings are being provided in several locations, along with sidewalks on all roadway bridges over I-94. |
| Noise levels and air pollution due to the operation of I-94. | Measures to abate highway noise and predicted air quality are discussed in Section II, Impacts, of this Statement. |
| Preservation of industrial and commercial properties along Lyndale Avenue in the Camden area. | I-94 has been aligned to preserve the integrity of the Camden commercial and industrial area, as discussed in Section I and Section III of this Statement. |
| Elevation of I-94 past residential areas. | I-94 mainline will be depressed below the existing ground level throughout most of the project length. |

AGENCIES COMMENTING ON THE POTENTIAL IMPACT OF I-94 ON SITES OF HISTORICAL SIGNIFICANCE


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LEGISLATIVE REFERENCE LIBRARY
STATE OF MINNESOTA

# MINNESOTA HISTORICAL SOCIETY

690 Cedar Street, St. Paul, Minnesota 55101 • 612-296-2747

12 September 1974

Mr. Clement P. Kachelmyer
Preliminary Design Engineer
Minnesota Highway Department
Design Room 612
Highway Building
Saint Paul, Minnesota 55155

RE: S.P. 2781 - (T.H. 94)
From Hawthorne Avenue to 40th Avenue North
In Minneapolis

Dear Mr. Kachelmyer:

The project listed above has been reviewed by the Survey and Planning and Archaeology Sections of the Minnesota Historical Society as per your request of 30 August 1974. It is the finding of this review that there is one property, the Basilica of Saint Mary at Hennepin and 16th Street, which is eligible for inclusion in the National Register of Historic Places located within the area of the undertaking's potential environmental impact. The Criteria of Effect set forth in Section 800.8 of the Advisory Council on Historic Preservation's procedures for the protection of historic and cultural properties has been applied and it was determined that the undertaking will have no effect on this property.

Respectfully,

Russell W. Fridley

Russell W. Fridley, ~~Director~~
Minnesota Historical Society &
State Preservation Officer

RWF/fr

# MINNESOTA HISTORICAL SOCIETY

Fort Snelling Branch (Building 25), Fort Snelling, St. Paul, Minnesota 55111 • 612-726-1171

February 13, 1976

Mr. Clement P. Kachelmyer
Preliminary Design Engineer
Room 612
Minnesota Highway Department
St. Paul, Minnesota 55155

Dear Mr. Kachelmyer:

RE: S.P. 2781-09 and S.P. 2786-01 (T.H. 94)
From T.H. 152 in Brooklyn Center
to 40th Avenue North
Minneapolis, Minnesota

Pursuant to my responsibilities under the National Historic Preservation Act, Executive Order 11593, and Advisory Council Procedures 36 CFR 800, the project area described above has been reviewed for the existence of historic, archaeological, architectural, and cultural sites on or eligible for inclusion on the National Register. The reason for this review, as you are aware, is to determine what affect the proposed construction will have on such sites.

A survey of the project area for sites of architectural, cultural, or historical value was conducted on July 1, 1975, and resulted in a determination that there are no sites in the area eligible for inclusion on the Register. The project area was also surveyed under the Highway Archaeology program in 1969, 1970, and 1971. That survey determined there are no archaeological sites in the area eligible for inclusion on the Register. Moreover, there are no sites in the area already on the Register which will be affected by the project. The Earle Brown Farm Historic Site in Brooklyn Center, while it is on the Inventory of Minnesota Historical Society will not be affected by the proposed highway construction.

I hope that the preceding information will be sufficient for your purposes. If not, please do not hesitate to contact me.

As always, I appreciate the close attention you give historic preservation values in your planning process. It remains a pleasure to work with you in implementing the environmental review process.

Sincerely,

Russell W. Fridley

Russell W. Fridley
State Historic Preservation Officer

RWF/jsc

# MINNESOTA HISTORICAL SOCIETY

Fort Snelling Branch (Building 25), Fort Snelling, St. Paul, Minnesota 55111 • 612-726-1171

22 December 1975

Mr. C.P. Kachelmyer
Preliminary Design Engineer
Minnesota Highway Department
Room 612E
Highway Building
St. Paul, Minnesota 55155

Dear Mr. Kachelmyer:

RE: S.P. 2781 (T.H. 94)
From I-394 to 40th Avenue North
Storm sewer tunnel
Minneapolis, Minnesota

In response to your letter of October 27, 1975, both the Survey and Planning and the Archaeology sections of the Minnesota Historical Society have reviewed the project described above. The purpose of their review was to ascertain the location of sites of archaeological, architectural, historical, or cultural significance in the area of the project which are on or eligible for inclusion on the National Register of Historic Places.

It became quickly apparent to the reviewers of the tunnel project that the tunnel would penetrate the Saint Anthony Falls Historic District. To establish the exact nature of the consequent effect on the District an archaeologist and an architectural historian visited the site. It is their opinion, with which I concur, that there will be an effect on the Historic District but that that effect will not be adverse.

I am anxious to point out, additionally, that the tunnel outfall is in an area of early flour and lumber mill activity. Evidence of these structures and their tail-races are visible in many parts of the District -- although not in the area of the proposed tunnel. Should structural remains be discovered during the tunneling operation I expect that you will notify me immediately so that competent staff may examine them in order to determine their significance.

If I may be of additional assistance please do not hesitate to contact me.

Thank you again for your attention to historic and archaeological values in your planning process.

Sincerely,

Russell W. Fridley

Russell W. Fridley
State Historic Preservation Officer

RWF/fr

Founded 1849 • The oldest institution in the state

Advisory Council
On Historic Preservation
1522 K Street N.W.
Washington, D.C. 20005

March 2, 1976

Mr. E. Dean Carlson
Division Administrator
Federal Highway Administration
Suite 490, Metro Square Building
St. Paul, Minnesota 55101

Dear Mr. Carlson:

On February 2, 1976, the Advisory Council received an adequately documented determination from the Federal Highway Administration (FHWA) that SP 2781 (I-94) Bassett Creek Relocation Tunnel, Minneapolis, Minnesota, would not adversely affect the Saint Anthony Falls Historic District, a property included in the National Register of Historic Places. After review of your determination, the Executive Director notes no objection to the determination of no adverse effect, provided that should structural remains of the early four and lumber mill activity be discovered during the tunneling operations construction operation will be halted at that location and Mr. Russell Fridley notified immediately so that his staff may examine them in order to determine their significance.

In accordance with Section 800.4(d) of Advisory Council's "Procedures for the Protection of Historic and Cultural Properties" (36 C.F.R. Part 800), you may proceed with the undertaking.

A copy of your determination of no adverse effect, along with supporting documentation and this concurrence, should be included in any environmental assessment or statement prepared for this undertaking in compliance with the National Environmental Policy Act.

Your continued cooperation is appreciated.

Sincerely yours,

John D. McDermott
Director, Office of Review and Compliance

# SECTION VIII

# SECTION 4(f) STATEMENTS

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# SECTION 4(f) STATEMENT

# PARKLANDS IN MINNEAPOLIS

MINNEAPOLIS PARKLANDS

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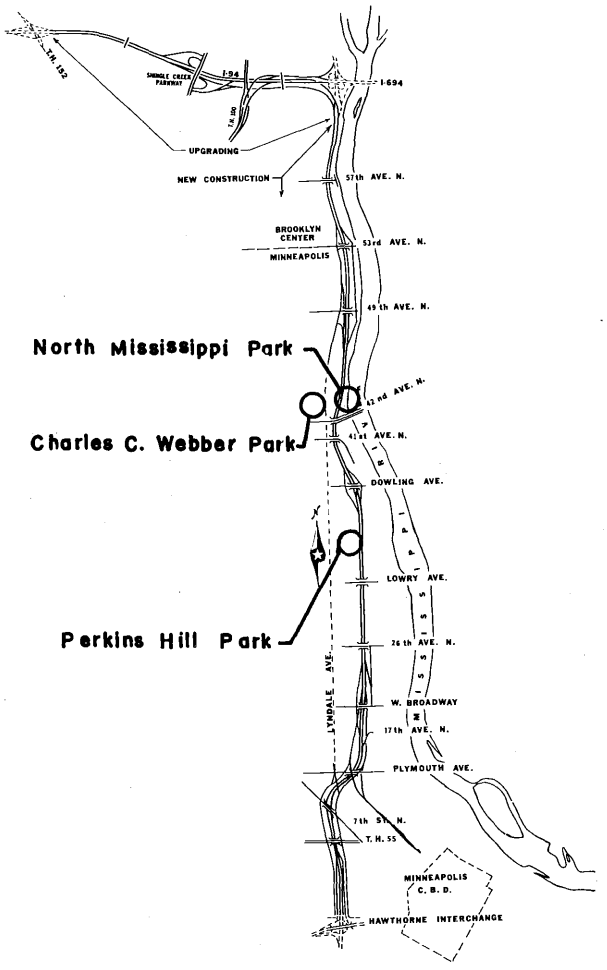
# INTRODUCTION

This statement will discuss the proposed use of 20.29 acres of parkland in Minneapolis, Minnesota, for the proposed construction of a 6.2 mile segment of Interstate Highway 94 (I-94). This statement describes three parks, Perkins Hill, North Mississippi, and Charles C. Webber Parks, as they relate to the highway proposal. It then summarizes the studies made of the alternatives to the use of parklands. Also discussed are measures which will be undertaken to enhance the usage of the parks affected by the proposed project.

## Project Identification




The proposal consists of constructing a portion of I-94 between the western edge of the Minneapolis Central Business District (CBD) and Brooklyn Center, a first tier suburb north of Minneapolis. The southern limit of the project is U. S. Highway (U S ) 12/I-394 in Minneapolis, while the northern limit of new construction is existing I-694, part of the north ring route of the metropolitan area. Also proposed at the same time is the upgrading of inplace I-94 from the Mississippi River westerly to T H 152.

I-94 is either complete or under construction in Minnesota, with the exception of the following:

> a segment east of St. Paul, Minnesota,
>
> and the segment of I-94 discussed herein in Minneapolis and Brooklyn Center.

The proposed I-94 alignment is generally north-south and roughly parallels existing Washington and Lyndale Avenues. From U S 12/I-394 to about 42nd Avenue North the proposed roadway would provide a favorable separation between the residential district to the west and the commercial-industrial area east to the Mississippi River. North of 42nd Avenue North, the alignment would run closer to the west bank of the river.

Project Status

The segment of I-94 discussed herein has been in the planning stages for approximately twenty years. Location public hearings were held in 1957 and 1958. The Federal Highway Administration (FHWA), the designated federal lead agency, approved the location of the proposed highway in 1958, in 1960, and again in 1961. In 1964, the Minneapolis Park and Recreation Board (MPRB) approved the alignment through the North Mississippi Park area. Construction was scheduled to begin in 1967. Shortly before the letting date, it was determined that certain segments of the proposed seven-county Metropolitan highway system would not be constructed as previously planned. This placed an additional traffic burden on proposed I-94 and it was necessary to provide more lanes to accommmodate this traffic demand. This action delayed the construction of I-94 until after the National Environmental Policy Act and Section 4(f) requirements were enacted. Through the public involvement phase, studies were initiated to find a solution acceptable to all concerned.

The Draft Environmental Impact Statement (DEIS)/Section 4(f) Statement (FHWA-Mn-DIS-72-02-D) on the portion of the project north of 40th Avenue North was made available to the public and to the Council on Environmental Quality on March 14, 1972. The DEIS (FHWA-Mn-EIS-75-01-D) on the portion between U S 12/I-494 and 40th Avenue North was made available on February 11, 1975. A Section 4(f) Statement discussing the Brooklyn Center Section 4(f) lands affected by this proposed construction is being circulated concurrently with this statement on Section 4(f) lands in Minneapolis.

Right-of-Way

Right-of-way (R/W) acquisition for the highway project was begun in the early 1960's. To date, approximately $22 million has been spent on right-of-way. The available figures are broken down as follows:

Between U S 12/I-394 and 40th Avenue North about 75% of the acreage necessary has been acquired at a cost of about $18 million.

Between 40th Avenue North and I-694, about 55% of the acreage required has been acquired at a cost of close to $4 million.

On March 29, 1968, the Minnesota Highway Department (MHD) acquired 1.46 acres of Perkins Hill Park (a 4.45 acre park) from the Minneapolis Park and Recreation Board (MPRB), formerly the Board of Park Commissioners of the City of Minneapolis. None of the lands from either North Mississippi Park or Charles C. Webber Park have been acquired.

Coordination with Other Agencies

Meetings have been held with the Minneapolis Park and Recreation Board, the Minnesota Department of Natural Resources, the Department of the Interior's Bureau of Outdoor Recreation, and local citizens and businesses in order to elicit pertinent information and concerns. The U. S. Departments of Agriculture and Housing and Urban Development have been contacted regarding the project, and have offered no comments.

Agency with Jurisdiction over Parklands

The parklands discussed in this report are under the jurisdiction of the MPRB. Final authority for park planning and development rests in the MPRB. The MPRB is an autonomous, elected agency with the power to acquire and develop property. It operates independently of the Minneapolis City Council and the Mayor.

In addition to review by the MPRB, the final plans will also be submitted to the Minneapolis City Council for concurrence. This review by the affected municipality is required in Minnesota.

Proposed Use of 4(f) Lands

On the following page is a listing of all proposed usage of Minneapolis parklands for the subject project.

LEGISLATIVE REFERENCE LIBRARY
STATE OF MINNESOTA

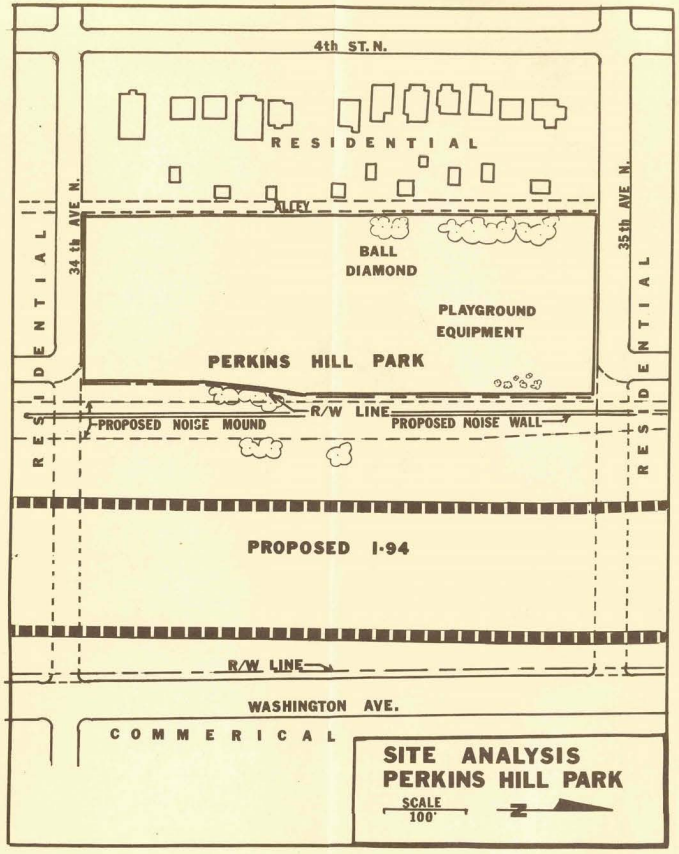
Proposed Use of 4(f) Lands

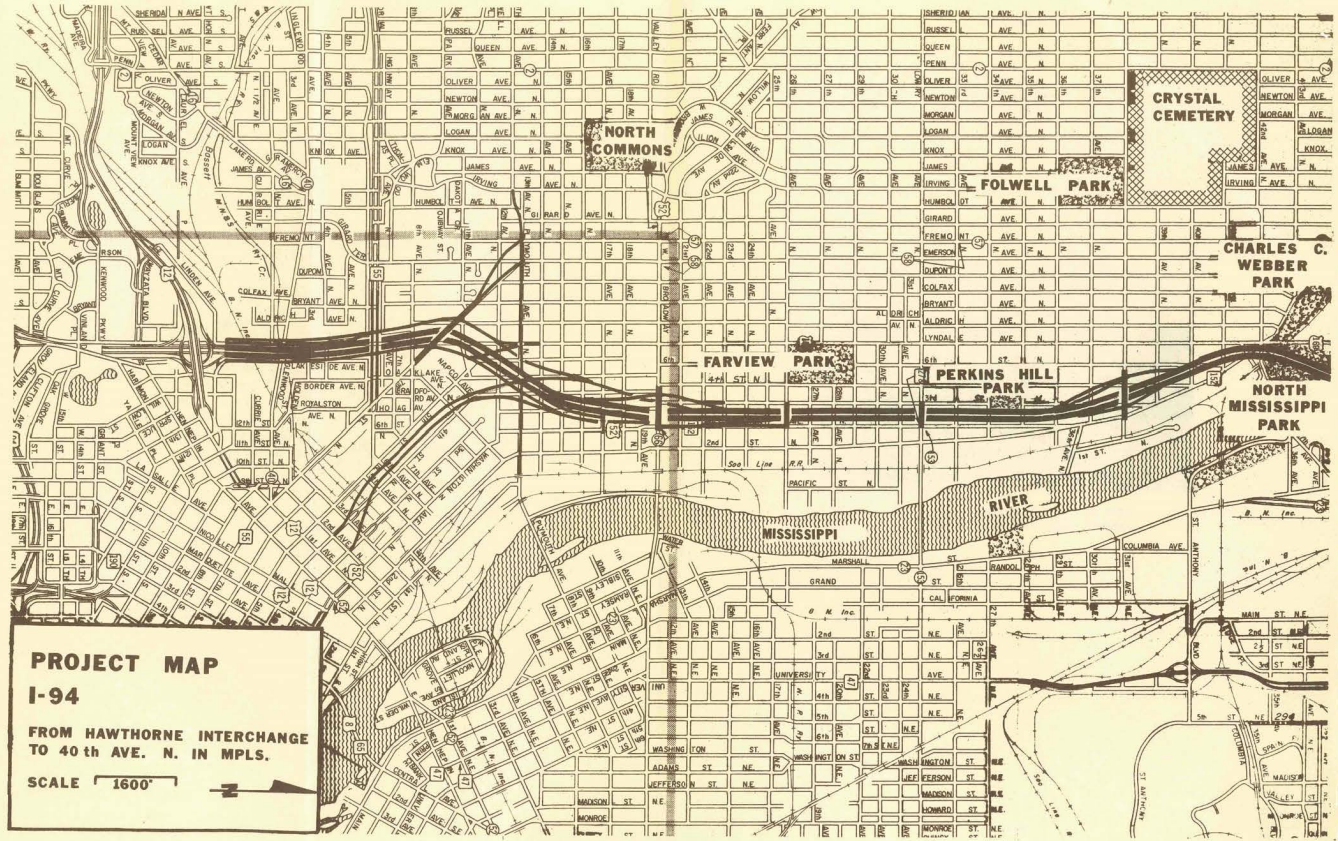
| Park | Size | Proposed Use | Comments |
|---|---|---|---|
| Perkins Hill | 4.45 acres (prior to 1968) | 1.46 acres of permanent highway R/W. No construction easements necessary. | On June 14, 1968 the MPRB was paid $73,260 for the R/W. All improvements and equipment have been removed from the lands purchased. Mitigation measures include improvements made to the existing park by the MPRB with the funds received in 1968 and proposed noise abatement. |
| North Mississippi | 40.3 acres | 8.13 acres of permanent highway right-of-way required plus 8.4 acres of temporary construction easement. | Planned mitigation measures include direct access between North Mississippi and Charles C. Webber Parks, improved landscaping, removal of debris, reshaping of man-made earth forms to more natural configurations, noise abatement, improved access for pedestrians, bicyclists and motorists, and the addition of a minimum of 14.8 acres of replacement land. |
| Charles C. Webber | 24.9 acres | 1.4 acres of temporary construction easement needed to construct channel change in Shingle Creek. | Involvement in Webber Park is due solely to mitigation measures for North Mississippi Park. These measures result in temporary use of 1.4 acres of parklands and a channel change in Shingle Creek. |

## PERKINS HILL PARK

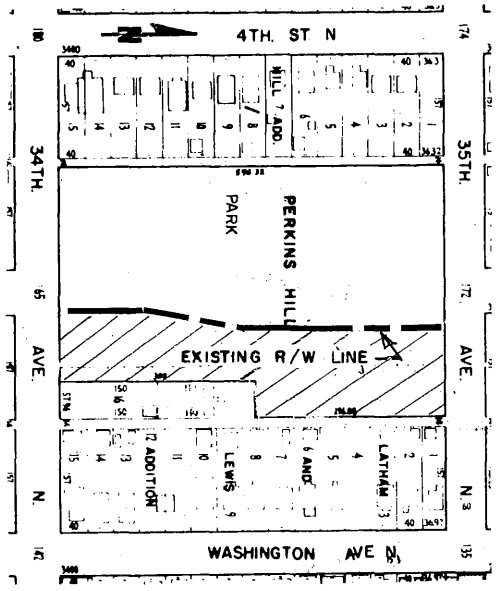
This part concerns Perkins Hill Park in the area of Minneapolis commonly known as North Minneapolis. A discussion of North Mississippi Park follows on pages 223 through 238 , and a discussion of Charles C. Webber Park is on pages 239 through 251.

*VIEW OF THE PLAYGROUND EQUIPMENT IN PERKINS HILL PARK, LOOKING NORTH*


4th ST. N.
RESIDENTIAL
ALLEY
34th AVE N.
35th AVE N.
RESIDENTIAL
RESIDENTIAL
BALL DIAMOND
PLAYGROUND EQUIPMENT
PERKINS HILL PARK
R/W LINE
PROPOSED NOISE MOUND
PROPOSED NOISE WALL
PROPOSED I-94
R/W LINE
WASHINGTON AVE.
COMMERICAL
SITE ANALYSIS
PERKINS HILL PARK
SCALE
100'


NORTH COMMONS
FARVIEW PARK
FOLWELL PARK
CRYSTAL CEMETERY
CHARLES C. WEBBER PARK
PERKINS HILL PARK
NORTH MISSISSIPPI PARK
MISSISSIPPI RIVER
PROJECT MAP
I-94
FROM HAWTHORNE INTERCHANGE TO 40th AVE. N. IN MPLS.
SCALE
1600'

## Interrelationship with the Highway Proposal




Perkins Hill Park is a neighborhood playground in North Minneapolis. The existing east property line abuts the proposed I-94 right-of-way corridor.

On December 15, 1965, the FHWA (formerly the Bureau of Public Roads) authorized the MHD to begin acquisition of right-of-way from 34th Avenue North to 53rd Avenue North. On March 29, 1968, the MHD acquired approximately 1.46 acres of the park from the MPRB for highway purposes through condemnation proceedings. The MPRB was paid $73,260 which was used to make improvements to the remaining 2.99 acres. (This is discussed further under Ownership.) Although these proceedings were completed several years ago, it was recently determined that in order to comply with the intent of the Section 4(f) law, a discussion of Perkins Hill Park should be included in this statement.

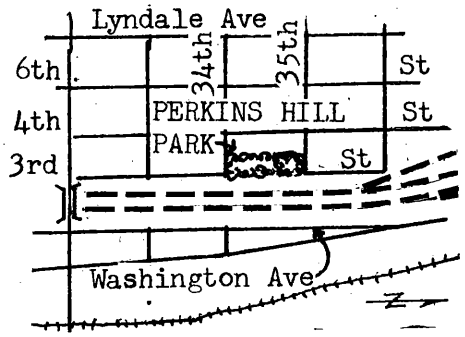
The selected I-94 corridor lies between Washington Avenue and 3rd Street North in the vicinity of Perkins Hill Park. The proposed mainline roadway will have eight lanes plus auxiliary lanes for safe weaving movements between the West Broadway and the Dowling Avenue interchanges. The design for the freeway includes provisions for future metering of traffic to provide preferential treatment of buses in mixed traffic (similar to provisions in operation on I-35W in Minneapolis.) The mainline roadway will be depressed about 25 feet below the adjacent ground at the R/W line. The width necessary for these features is about 340 feet and includes the aforementioned 1.46 acres acquired in 1968. It is anticipated that no additional land will be needed from Perkins Hill Park.

Size

Perkins Hill Park is currently 2.99 acres in size, and originally was 4.45 acres. Its shape is rectangular and covers about one-half of a city block.

Location

The park is bounded on the south by 34th Avenue North and on the north by 35th Avenue North. The west property line is bounded by a paved alley separating the park from the homes fronting 4th Street North. The east line is currently bounded by the land acquired in 1968 which was cleared of park improvements by the MPRB and is lying vacant awaiting the construction of I-94.




Type of 4(f) Land

Perkins Hill Park is a publicly owned park. For the purpose of applying Section 4(f) it is considered to be of local but not national or state significance.

Activities and Facilities

Perkins Hill Park is a neighborhood playground and as a neighborhood park facility, it is one of the basic elements within the Minneapolis park system. Improvements made on the park by the MPRB have been designed and intended to serve youngsters primarily of the preschool and grade school age. The open space land also provides service to people of all ages within the surrounding neighborhood.

In the north half, there is a ball diamond (with no backstop), with playground and basketball equipment at the far north end. The south half is hilly, and serves as a green grassy area. Most of the park is barren of trees except for approximately one-half dozen shade trees located at the northwest perimeter of the park near the playground equipment.

There are no more improvements proposed for Perkins Hill Park. It will remain within the Minneapolis Park System as permanent neighborhood open space.

Usage

According to the MPRB, the area which the park serves contains a population of 3500 -- all of whom live within a walking radius of the park. The primary users are youngsters of the preschool and grade school age.

Relationship to Other Parks in the Vicinity

There are four other City parks within a mile of Perkins Hill park: namely, Farview, Folwell, Webber, and North Mississippi Parks (refer to Project Map, page 216).

According to the MPRB planning guidelines* Farview and Webber Parks are also considered neighborhood park playgrounds. Farview is about 5 blocks away (refer to the Project Map, page 216) at 26th Avenue North and Lyndale Avenue North. Farview is approximately 21 acres (or 4 city blocks) in size. Webber Park is about a mile from Perkins Hill Park. It is discussed elsewhere in this statement on pages 239-251.

Folwell Park is considered a community park-play field providing diversified outdoor and indoor recreation facilities for the young people and adults in a one-mile radius. It is about a mile from Perkins Hill Park and about 27 acres in size.

North Mississippi Park is classified by the MPRB as a regional park serving persons from many different neighborhoods. This is discussed in more detail later (refer to pages 223-238).

Access

Access to the park for the primary users who come from the north, west, and south will not be changed. City sidewalks run along both sides of nearby streets. To the west is a paved alley and parking is allowed on the streets to the north and south.

In the past, there was no direct access from the east. The primary park users do not come from this direction since the land-use is either commercial or industrial. However, the proposed Lowry Avenue and Dowling Avenue bridges will make access to the Perkins Hill Park possible from the east.

*Minneapolis Community Facilities and Proposed Capital Improvements; State of the City-1975 series, prepared June, 1975, by the Minneapolis Planning and Development Department, page 9.

| | |
|---|---|
| Ownership | The park is under the control and jurisdiction of the Minneapolis Park and Recreation Board. On September 1, 1948, the State of Minnesota conveyed approximately 4.45 acres at this location to the City of Minneapolis. The land had been forfeited for non-payment of taxes and thereby became the property of the State of Minnesota. On March 29, 1968, the MHD purchased the easterly 1.46 acres from the MPRB. Since 1968, this land has been cleared of park equipment by the MPRB and is lying vacant awaiting the construction of I-94. |
| Restrictions Affecting the Title | There are no known covenants, restrictions or conditions affecting the title to the park property. There have been no federal funds used in either the acquisition of or improvements made to Perkins Hill. Improvements were made by the MPRB with funds received July 14, 1968 for the taking of the 1.46 acres acquired for highway use. There are no deed restrictions or reversionary clauses prohibiting the usage of the property for other than park purposes. |
| Unusual Characteristics | There are no known unusual problems, conditions or features of the park that either reduce or enhance the value of the area. A field investigation was made November 17, 1975, which found no significant vegetation and minimal cover for any wildlife. |
| Land Required for Highway Purposes | Approximately 1.46 acres of the original (prior to 1968) 4.45 acre parks is necessary for the construction of I-94. This land is to the east of the existing park. |
| Facilities Affected | Prior to the taking, the 1.46 acres were used for park and playground purposes. This acquired portion of the park has approximately 30 shade trees. There were children's playground equipment such as swings, a ladder, a horizontal bar, a sandbox, and a picnic table, all of which were relocated. There were no permanent buildings on property. The $73,260 paid to the MPRB in 1968 was in compensation for both land and trees acquired and for relocation of playground equipment. |

## Other Probable Impacts

### Noise

A Noise Analysis report has been prepared for I-94. Ambient noise levels were measured at 54 dBA in the vicinity of Perkins Hill Park. The predicted noise level without noise abatement would be about 76 dBA. Incorporating noise walls and/or mounds would decrease the noise level to 68 dBA, a difference of 8 dBA. The current applicable FHWA design noise level is 70 dBA for residences, picnic areas, playgrounds, active sports area, and parks.

The MPRB supports the noise abatement plan and has expressed the desire to participate in design details.

### Air

An Air Quality Analysis has been made for Perkins Hill Park using the Environmental Protection Agency's (EPA) HIWAY dispersion model and worst case meteorological conditions. Carbon monoxide concentrations in parts per million (PPM) have been predicted based on traffic projections for 1980, 1985 and 1990. They are:

| Year | 1-Hour | 8-Hour |
|---|---|---|
| 1980 | 7.8 ppm | 4.8* ppm |
| 1985 | 6.0 ppm | 3.7 ppm |
| 1990 | 4.2 ppm | 2.6 ppm |

Minnesota air quality standards are 30 PPM of carbon monoxide for a 1-hour period and 9 ppm over an 8-hour period. Federal air quality standards for carbon monoxide limit concentrations to 35 PPM for a 1-hour period and 9 ppm over an 8-hour period. All standards are not to be exceeded more than once a year.

### Water

There are no bodies of water in the park which would be affected by the quality of the runoff draining from the proposed facility. Erosion occurring during construction will be controlled by temporary erosion control measures that are specified in the plans and specifications or that are directed by the construction engineer.

All proposed mitigation measures are discussed on pages 263-273.

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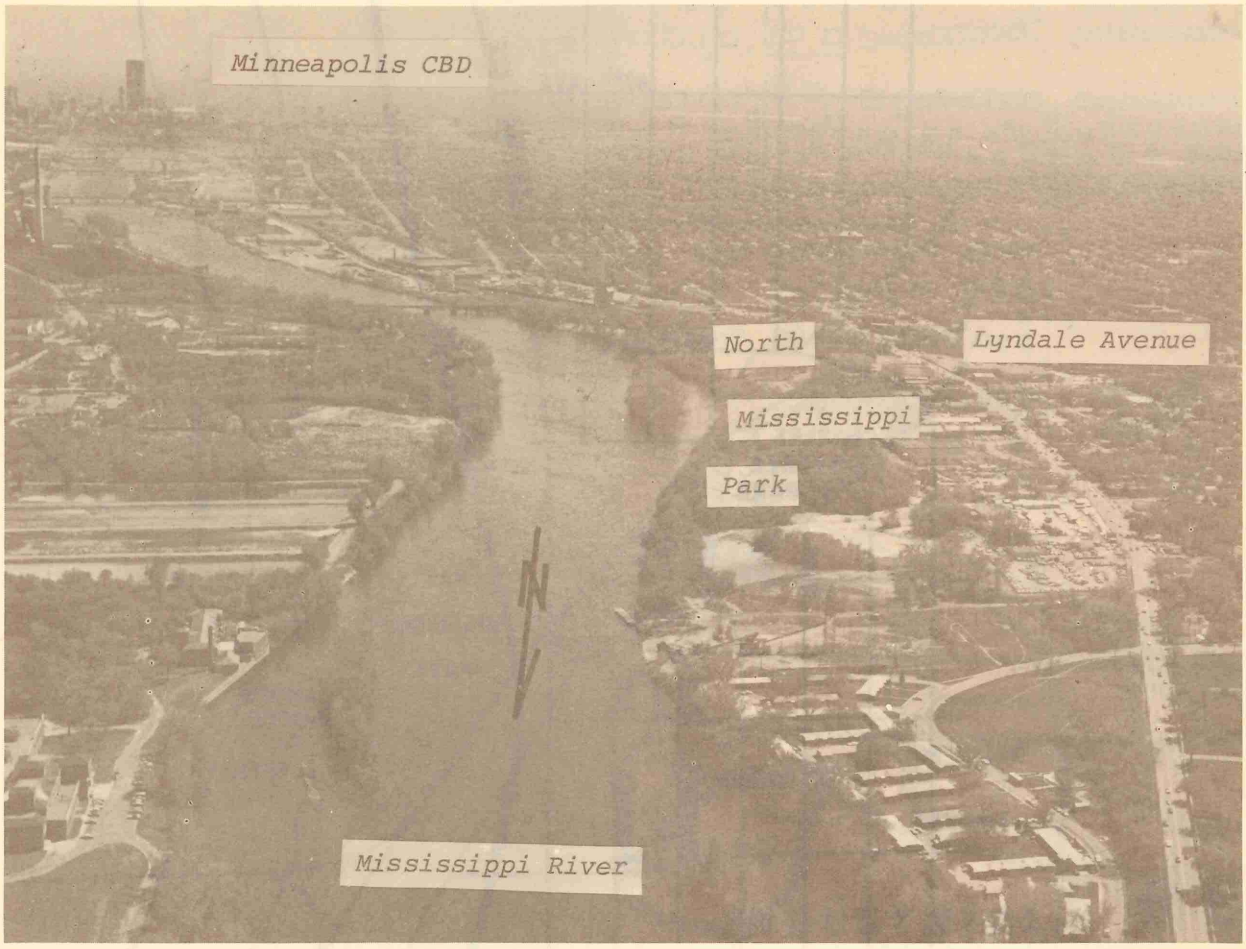
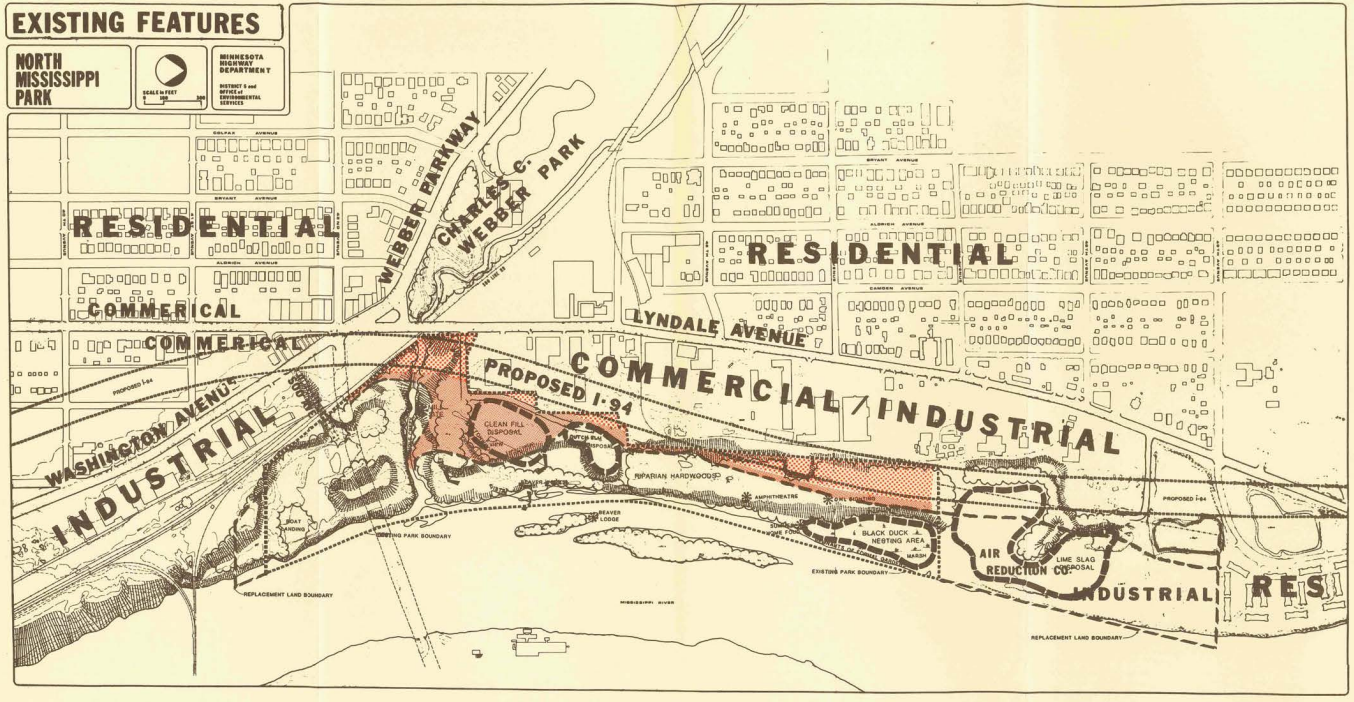
*Background concentrations have been added to the concentrations provided in the Draft Section 4(f) Statement. The background concentrations were not available until the air monitoring was completed for I-94 which was after the Draft Section 4(f) Statements were circulated.

# NORTH MISSISSIPPI PARK





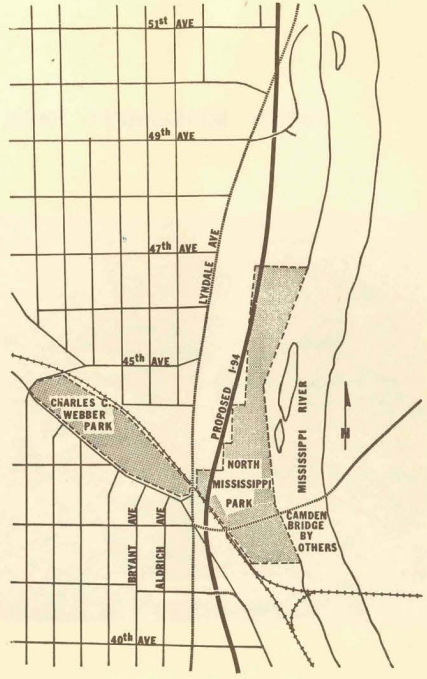

EXISTING LIMITS OF NORTH MISSISSIPPI PARK

PERMANENT R/W REQUIRED FOR I-94

TEMPORARY CONSTRUCTION EASEMENT REQUIRED

REPLACEMENT LAND BOUNDARY

STEEP SLOPES



# NORTH MISSISSIPPI PARK

North Mississippi Park is the second of the Minneapolis city parks which is affected by proposed I-94 construction. The others are Charles C. Webber Park, discussed on pages 239 through 251, and Perkins Hill Park, pages 215 through 221.

## Relationship to Proposed I-94 Construction

North Mississippi Park is located along the western bank of the Mississippi River between approximately 41st and 47th Avenues North. The park is bounded on the west by the industrial and commercial properties which front on Lyndale Avenue and by the Mississippi River on the east.

It is proposed that I-94 would be located between the industrial properties and the western edge of the park, using approximately 8.0 acres from North Mississippi Park for permanent highway right-of-way.

An additional 8.4 acres of North Mississippi Park is proposed for use as temporary construction easements.

The map to the left shows the location of the park in relationship to the existing street system and the proposed I-94 corridor.

## Size and Location

North Mississippi Park covers 40.3 acres. The park is located in the northern part of Minneapolis, four miles north of the Minneapolis CBD, in an area known locally as the Camden neighborhood.

North Mississippi Park is primarily a river front park, with approximately 3600 feet of Mississippi River frontage. Width of the park varies from less than three-hundred feet to over nine-hundred feet.

Type of 4(f) Lands

North Mississippi Park is a publicly owned, wooded, semi-natural area located within an urbanized setting. The MPRB has defined North Mississippi Park as regional in attraction.

For the purposes of applying Section 4(f), North Mississippi Park is considered to be of local but not of state or national significance.

Available Activities

Presently available activities are oriented toward enjoyment and observation of the Mississippi River and the outdoors. Such activities would include walking and bicycling, watching wildlife, photography, picnicking, fishing and boating, and the study of trees and plants.

Snowmobiling and motorcycling have been discouraged in the park by the installation of barriers across the pathways at several points.

Facilities Available Existing

Physical improvements to the park include a boat launch area with a bituminous surfaced parking lot at the southern end of the park, south of the Camden Bridge.

Numerous improvements have been made to the park by the Neighborhood Youth Corps. These are:

a system of wood-chip surfaced trails,

picnic facilities, including garbage cans, rudimentary benches, and fireplaces and council rings,

enhancement of a large man-made mound by the installation of steps and open air shelters,

*ONE OF THE TRAILS CONSTRUCTED BY THE NEIGHBORHOOD YOUTH CORPS*

*A COUNCIL RING CONSTRUCTED BY THE NEIGHBORHOOD YOUTH CORPS*

an amphitheater,

bridges over Shingle Creek and an unnamed, intermittent stream, and

barricades to control use of the area by motorcyclists and snowmobilers.

## Planned Improvements

The MPRB plans to keep North Mississippi Park in a near-natural state and will make only those repairs and improvements that are necessary and consistent with the natural character of the park.

The MPRB's Five Year Master Plan for park Improvements* proposes funding for improvements on the proposed replacement lands to be added to North Mississippi Park.

Although preliminary at this time, planned improvements include a marina, possible rearrangement of the existing boat-launching area, multi-use trails, swimming facilities, and parking. All I-94 planning and design has been and will continue to be developed in close coordination with the Park Board staff.

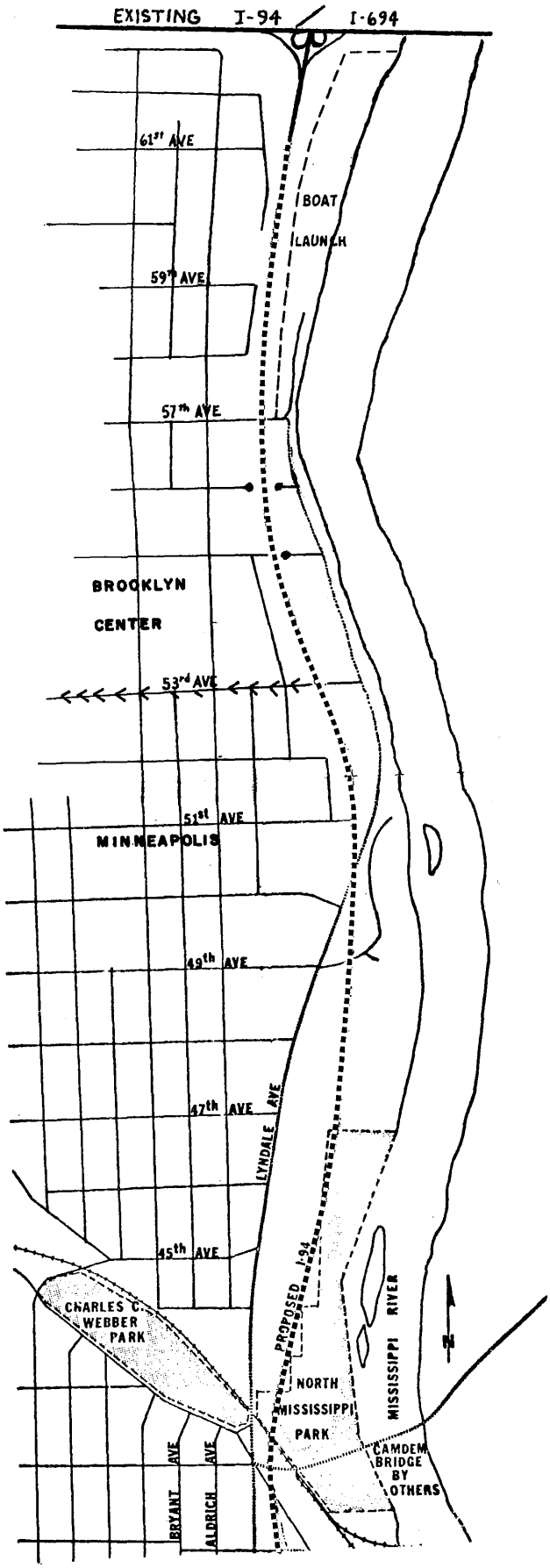
## Usage

Because of the casual nature of the activities available in the park, it is difficult to estimate the number of users for each activity. However, certain features of the park, particularly the boat launch and picnic areas, appear to receive a great deal of use.

Future usage of North Mississippi Park is expected to increase as a result of the proposed park improvements. Also, access to the park will be improved by the highway proposal and will further encourage park use.

*Summer, 1975, by the Minneapolis Park and Recreation Board.

## Relationship to Similar Lands




Charles C. Webber Park is adjacent to North Mississippi Park in the area of Lyndale Avenue and Webber Parkway. Webber Park extends northwest along Shingle Creek while North Mississippi Park extends north along the Mississippi River.

Webber Park focuses more on active sports than does North Mississippi Park. Webber Park's facilities include a swimming area, skating area, games area, and other provisions for organized sports, while North Mississippi Park has none of these. Webber Park does have trees and open space and a waterway--Shingle Creek--running through it, so Webber Park is capable of supporting some uses similar to those occuring in North Mississippi Park.

## Other Public River Access

Approximately eleven blocks north of North Mississippi Park is an area that has been developed as a boat launch. Located between I-94 and the Mississippi River, the launch site is on land controlled by the MHD, which has granted a temporary use permit allowing the MDNR and the Brooklyn Center Jaycees to develop the site.

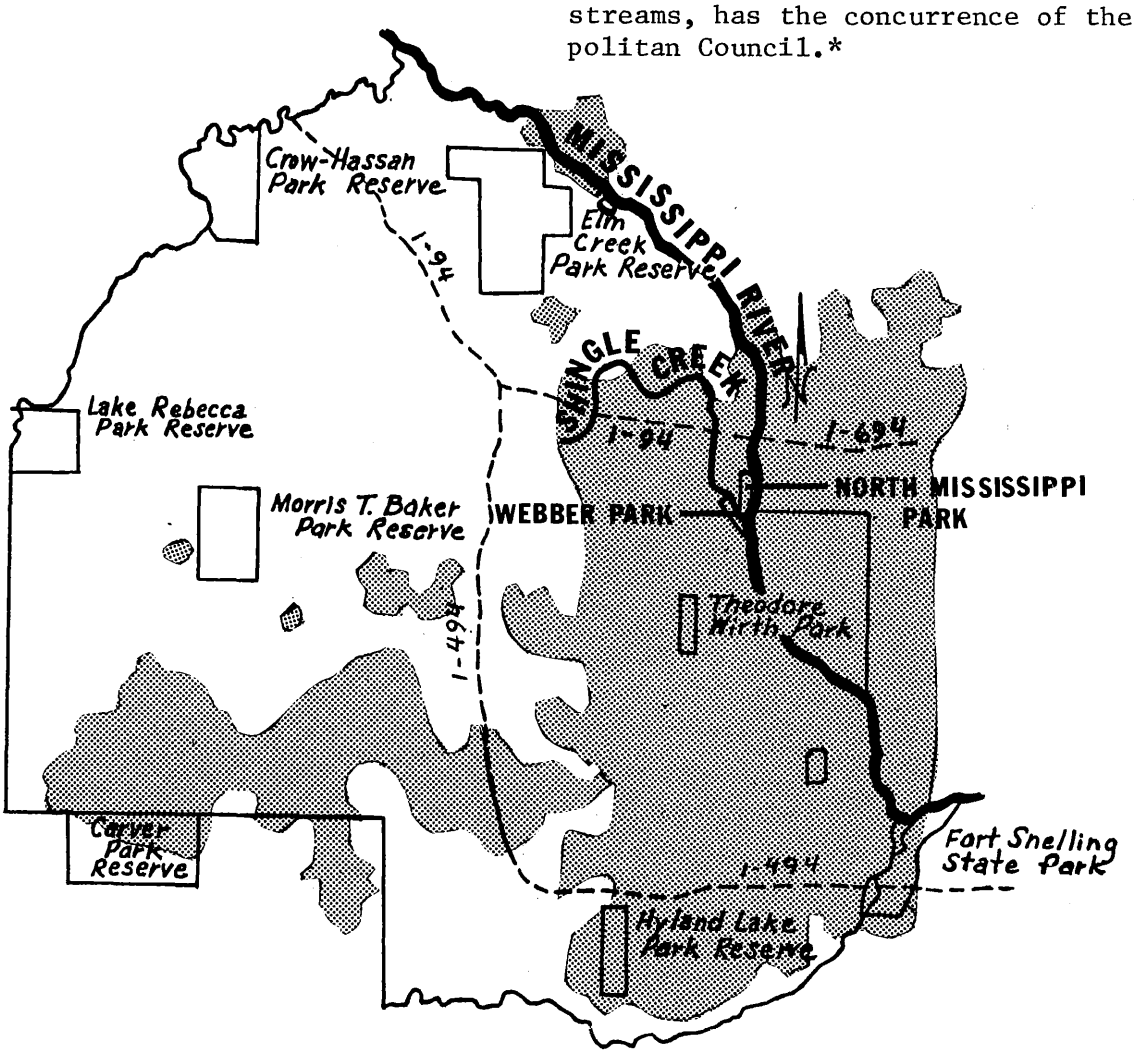
Improvements at the site include an access road, a parking lot, a boat-launching ramp, rudimentary fireplaces, and garbage cans. These improvements were made in 1972 by the Jaycees. There are no unusual characteristics of the site which either enhance or detract from its use.

Proposed I-94 construction requires that the entrance to the site be moved one block farther south; however, recreation land use at the site will remain unchanged after the I-94 construction is completed. With the exception of improvements to the access road, no facilities within the site will be affected by the proposed construction.

The MHD, the agency with jurisdiction over the site, has determined it to be of minor significance in the metropolitan-wide system of river front parks. For the purposes of applying Section 4(f), the site is not considered to be of local, state, or national significance. This determination has been reviewed by the FHWA Division Administrator and has received his concurrence.

Hennepin County Trail System

Shingle Creek and the Mississippi River have been designated as potential corridors for a system of multiple-use trails to link the Hennepin County Park Reserves. The trail system, designed to follow major streams, has the concurrence of the Metropolitan Council.*




*PARK AREAS TO BE CONNECTED BY PROPOSED HENNEPIN COUNTY MULTI-PURPOSE TRAIL SYSTEM. SHADED AREAS INDICATE URBAN AREAS IN 1973 AS DEFINED BY THE METROPOLITAN COUNCIL.*

*The Metropolitan Council has been given the authority by the Minnesota State Legislature for planning the development of the seven-county metropolitan area and has been designated by the Governor as the Metropolitan Planning Organization and the A-95 Clearinghouse Agency. The Council also serves as the 3-C Planning Agency for the metropolitan area.

## Access

### Existing Access

All existing access to North Mississippi Park is shown on the pullout map on page 224. Vehicular access to the existing boat-launching area and parking lot is possible from Soo Avenue at the southern end of the park at approximately 42nd Avenue North. Access is also possible via an access road to the gravel pit located about two blocks north of the north end of the park. Vehicular access to the park is complicated by the congested traffic conditions on Lyndale Avenue throughout most of the day, and also by the steep grades on Soo Avenue.

Pedestrian access is available at all of the locations listed above and requires crossing Lyndale Avenue at grade.

The southern access (Soo Avenue) is facilitated by the traffic control signals at the intersection of Lyndale and Washington Avenues.

### Proposed Access

Additional and improved vehicular access is proposed at the following locations:

from relocated Soo Avenue, and

from 49th Avenue North, which would provide access to the replacement lands to be added to the north end of the park.

These locations are shown on the pullout map on page 289.

Pedestrian-bicycle access is proposed at the locations listed above, plus an intermediate crossing at approximately 45th Avenue North and a crossing at relocated (proposed) Shingle Creek north of the Camden Bridge.

All access points--both vehicular and bicycle/pedestrian--will provide for grade separation between park-oriented traffic and the Soo Line Railroad tracks and I-94.

Ownership

North Mississippi Park is publicly owned with the City of Minneapolis owning 17.64 acres and the MPRB owning 22.70 acres. The MPRB has control over planning and operation of the entire 40.34 acres and is considered to be the agency having jurisdiction for the purposes of applying Section 4(f).

Previous to 1952, 14.16 acres of what is now North Mississippi Park was considered to be part of Charles C. Webber Park. In 1952, the City and the MPRB bought 26.18 acres of tax-delinquent land bordering the Mississippi River and created North Mississippi Park.

Restrictions and Funding

There were no state or federal funds used in the acquisition of North Mississippi Park. Improvements have been made using local funds and by the Neighborhood Youth Corps.

There are no deed restrictions or reversionary clauses affecting the usage of the parklands.

Unusual Characteristics -- Functional

North Mississippi Park borders the Mississippi River and is one of few publicly-owned recreational river frontages in the northern part of Minneapolis. It is, therefore, a signficant element in the Minneapolis parks system.

*MISSISSIPPI RIVER IN THE BACKGROUND FROM THE MOUTH OF SHINGLE CREEK*

The unusual characteristics of the park have been inventoried and a summary of the findings is presented below. The existing facilities map, on page 224 illustrates the significant items of interest.

Mississippi River Critical Area Designation
The Metropolitan Council of the Twin Cities Area has recommended to the Minnesota Environmental Quality Council that the Mississippi River within the Minneapolis-St. Paul area be designated as a critical area. Critical areas, as explained by the Minnesota Critical Areas Act of 1973, are those requiring special standards and guidelines for development.

*SHINGLE CREEK, LOOKING TOWARD LYNDALE AVENUE BRIDGE AND STEPS BUILT BY THE NEIGHBORHOOD YOUTH CORPS*

Four land-use classifications apply to critical areas, varying from rural open space, urban open space, urban developed, to urban diversified. In the area of North Mississippi Park, the land bordering the river is classified as urban diversified. Proposed guidelines governing land classified in this manner have been applied in determining the potential effects of the highway proposal. The proposed I-94 construction meets all applicable standards.

Water Systems There are three water bodies which are major focal points of the park. These are the Mississippi River, Shingle Creek, and a marsh north of 45th Avenue North.

The marsh area was formed in the late 1800's when a dike was constructed to protect property adjacent to the river. The marsh covers over two acres and is outside of the I-94 construction area. Its source of water is storm sewer runoff from the areas to the west. This source of water to the marsh will be perpetuated during and after the proposed I-94 construction. This marsh is important as wildlife habitat and is discussed further below.

Wildlife A field review was made of North Mississippi Park to evaluate its suitability as wildlife habitat. Because of the surrounding urbanization, the park is marginal wildlife habitat.

Although the park is marginal habitat, it is still a unique habitat area because it consists essentially of undisturbed floodplain vegetation in an urban area. Various bird and mammal species use the area as either permanent or migratory habitat. Permanent resident species include red and gray squirrels, chipmunks, ring-necked pheasants, and rabbits. Seasonal or intermittent residents include songbirds, such as cardinals, downy woodpeckers, black-capped chickadees, and warblers; beaver, muskrats, and an owl.

The two-acre marsh area north of 45th Avenue North is a nesting site for black ducks. From all indications, this marsh is the only such nesting site in north Minneapolis and MPRB officials have expressed a strong interest in preserving this marsh. The marsh will not be affected by construction of proposed I-94.

Applying the criteria of Circular 39, by the U. S. Department of the Interior's Fish and Wildlife Service, this marsh would be classified as Type 7, wooded swamps.

Habitat for squirrels is marginal, for there are few oaks in the park and the squirrels are feeding on boxelder seeds for at least part of their diet.

A great horned owl, seen in the park, is feeding on the squirrels and rabbits. This bird may be nesting in the area. Beaver are feeding on the cottonwood saplings along the river bank. As of Spring, 1975, the beaver were lodged approximately 1/2 mile upstream of the park.

## Vegetation

Principal tree species found within North Mississippi Park are cottonwood, elm, boxelder, willow, ash; bur, white, and red oak; and red and silver maple. These are common trees along river bottoms. One basswood tree was noted in the area. The understory plants are primarily elderberry, redosier dogwood, currant, buckthorn, hawthorn, smooth sumac, chokecherry and blackberry. An exception to the native materials is found in the central portion of the park several hundred feet from proposed I-94, where bush honeysuckles, day lilies and other ornamental plantings remain as evidence of long-ago-abandoned formal gardens.

Most of the trees to be removed by I-94 construction are of poor form and in deteriorating condition due to the impact of the businesses which abut the western edge of the park. Many of these trees have been scarred quite severly or have had their trunks covered with debris.

*DISEASED ELM DISPOSAL SITE*

The City of Minneapolis has operated a diseased elm disposal area located within the park and it will be removed by the highway construction.

The oaks, red maple, silver maple, ash, and large cottonwoods which are found in the area south of Camden Bridge in the boat-launch area are of good form and have been well-maintained by the Minneapolis Park Board. These trees will not be affected by the proposed construction.

The area which the MPRB wishes to retain in a natural state (north of 45th Avenue North and south of the Air Reduction pond--see pullout map) has as its only developed features a walking trail and a few park benches. Trees range from dead or dying to healthy, well-formed specimens. The area is a haven for songbirds and waterfowl and will be protected from mechanical damage during construction.

## Other Features

During early settlement of the area water power from Shingle Creek was first used to run shingle mills, then flour mills. At one time, many sawmills were situated along the banks of the Mississippi in present North Mississippi Park in North Minneapolis. As suitable timber became more scarce, the sawmills were closed, until now, remnants of their occupancy are scarcely visible.

*FLUME FROM FLOUR MILL WHICH OPERATED FROM 1859-1890*

Anchor logs, used to control log booms during the sawmilling days, jut out from the shoreline just underneath the water level, and are visible when the level of the river is low.

Part of the foundation of the Shingle Creek Mill, along with the flumes, are all that remain of this period of the Creek's history. Pieces of other foundations can be found along the Mississippi River in the northern part of the park. These foundations are all that is left of a summer home and gazebo built in the late 1800's. These items are located several hundred feet from proposed I-94. The proposed construction avoids any encroachment on these remains.

*REMAINS OF THE FLOUR MILL*

The area that is now North Mississippi Park was temporarily occupied by homeless persons of the depressions of the 1880's and 1930's. Occasional traces of these periods can be found throughout the park. During the late 1930's, much of the shingle mill was razed for scrap metal. Proposed I-94 avoids the remnants of this early use.

None of the local officials having jurisdiction have indicated that these other features would be considered historical or cultural features of local, state or national significance.

## Parkland Required for Highway Purposes

The pullout map on page 224 shows the extent of highway involvement in North Mississippi Park under the build alternative. 8.13 acres would be used for permanent right-of-way, plus 8.4 acres for temporary

*CLEAN FILL DISPOSAL SITE*

construction easements. The easements would be used for the following purposes:

the realignment of Shingle Creek,

reshaping of the large clean fill disposal site to more "natural" looking contours,

removal of the Dutch elm diseased tree disposal area (see existing facilities map on page 224), and

the park side of the noise abatement mounding. (The drawing on page 237 depicts a generalized cross-section of this easement.)

Facilities Affected

The facilities affected by proposed I-94 construction are those surrounding Shingle Creek. At one time, it was planned to leave Shingle Creek on its present alignment, carrying it under I-94 via a culvert. This alternative would not have included a pedestrian connection between Webber and North Mississippi Parks. The MPRB, however, wants to encourage movement between the two parks and feels that a pedestrian underpass along Shingle Creek is the best method for allowing movement between the parks. Clearances required between I-94 and the Soo Line Railroad tracks make it impractical to place the underpass along the inplace Shingle Creek Channel without placing the pedestrian walk below the normal elevation of the Mississippi River. Thus, Shingle Creek will be relocated to the north of its inplace channel. The MPRB approved the conceptual plan for this channel change on July 14, 1975.

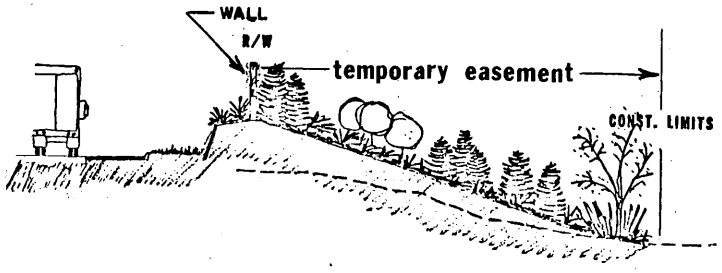
Pedestrian and bicycle traffic would be carried alongside the relocated creek under the Soo Line Railroad tracks, Lyndale Avenue and proposed I-94. (The existing and proposed creek alignments are shown on page 240.

## Physical Impacts Of I-94 on Parklands

### Noise Levels

An analysis has been made of noise expected to be generated by I-94. Noise abatement measures will be required to keep the noise levels within the standard of an $L_{10}$ sound level of no more than 70 dBA.

Ambient noise levels in the park range from 51-59 dBA and projected noise levels with abatement range from 65 to 67 dBA.




The MPRB has expressed a preference for noise abatement requiring a minimum amount of permanent right-of-way from the Park. This will be accomplished by a combination of walls and mounds as shown to the left. All land to the left of the wall would be permanent highway right-of-way, while that to the right would remain parkland. The land between the permanent right-of-way line and the construction limits would be used under a temporary construction easement arrangement.

### Water Quality

An analysis has been made of factors with potential to affect the quality of water in Shingle Creek and the Mississippi River. The major factors considered are:

Erosion during construction
Temporary erosion control measures could include use of berms, sediment basins, mulches, and rapid reestablishment of vegetation.

Removal of lime from Air Reduction Pond This removal will be done in a manner acceptable to the MPCA.

De-icing chemicals
The majority of de-icing chemicals are expected to enter the stream during spring run-off when high flows will ensure rapid mixing and dilution. Highway runoff will not severely affect the existing water quality.

Chemical spills

A procedure to contain chemical spills will be developed.

Air Quality

An air quality analysis has been made for North Mississippi Park using the EPA HIWAY dispersion model, worst-case meteorological conditions, and traffic projections for 1980, 1985, and 1990. Carbon monoxide concentrations in parts per million have been predicted as:

| | 1-hour | 8-hour |
|---|---|---|
| 1980 | 15.6 ppm | 8.2 ppm* |
| 1985 | 12.6 ppm | 6.7 ppm |
| 1990 | 9.0 ppm | 4.7 ppm |

Minnesota air quality standards are 30 PPM of carbon monoxide for a 1-hour period and 9 ppm over an 8-hour period. Federal air-quality standards for carbon monoxide limit concentrations to 35 ppm for a 1-hour period and 9 PPM over an 8-hour period. All standards are not to be exceeded more than once a year.

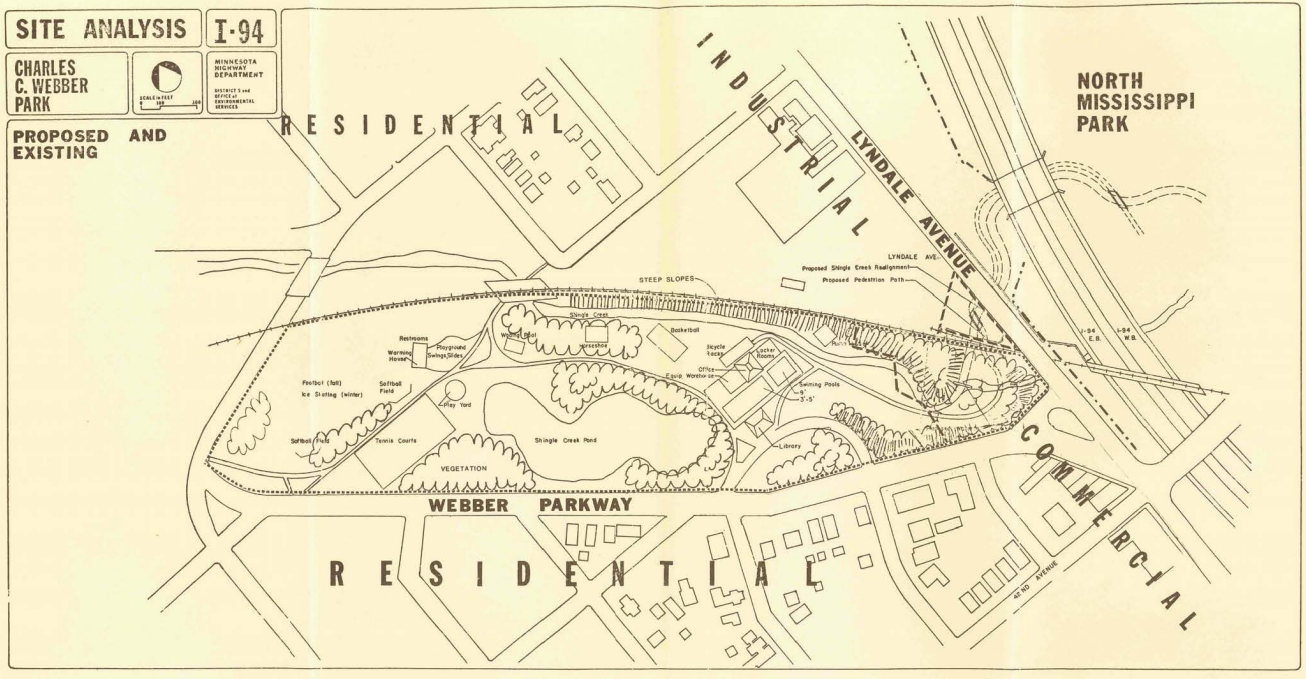
All proposed mitigation measures are discussed on pages 263-273.

*Background concentrations have been added to the concentrations provided in the Draft Section 4(f) Statement. This background concentrations were nto available until the air monitoring was completed for I-94. This monitoring was not completed until after the Draft 4(f) Statements were circulated for comments.

# CHARLES C. WEBBER PARK

*North Mississippi and Charles C. Webber Parks in their Camden neighborhood setting.*

LEGISLATIVE REFERENCE LIBRARY
STATE OF MINNESOTA

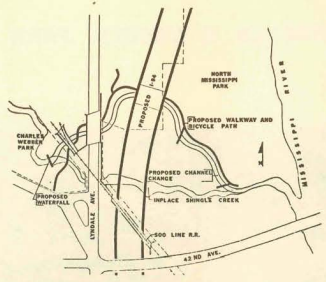



Existing limits of Charles C. Webber Park

Temporary construction easement required

Replacement land boundary

Steep slopes



*above: Shingle Creek within Webber Park at approximately the spot where the proposed channel change will begin.*

## CHARLES C. WEBBER PARK

Charles C. Webber Park is the third of Minneapolis parks discussed in this statement. The others are North Mississippi Park, discussed on pages 223 through 238 and Perkins Hill Park, discussed on pages 215 through 221.

### Interrelationship With Highway Project

The construction affecting Webber Park consists of realigning the Shingle Creek channel and the creation of an approximately thirteen-foot waterfall. This channel change necesitates a temporary construction easement on 1.4 acres of Charles C. Webber Park. The channel change is proposed solely as a means of mitigating the impact of I-94 on North Mississippi Park. Relocating the channel will permit a pedestrian/bicycle trail to be built under I-94, establishing continuity between Webber and North Mississippi Parks.

The proposed use of lands in Webber Park would be confined to the 1.4 acres which abut Lyndale Avenue. The pullout map to the left shows the relationship of the construction area to the major features of the park.

### Size and Location

Webber Park is part of an series of linear parks extending along Shingle Creek. It is located several miles north of the Minneapolis CBD and extends from approximately North Mississippi Park to Shingle Creek park.

Webber Park is bounded on the east by Lyndale Avenue, on the southwest by Webber Parkway, on the northwest by Victory Memorial Drive, and on the northeast by the Soo Line Railroad.

Total size of Webber Park is 24.9 acres.

Type of 4(f) Lands

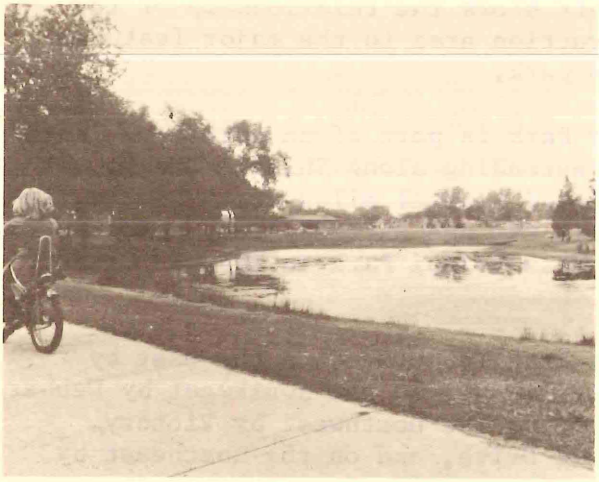
The MPRB classifies Webber Park as a neighborhood park. For the purposes of applying Section 4(f), Webber Park is considered to be of local but not of state or national significance.

Available Activities

*WEBBER LIBRARY*

Webber Park offers a variety of casual and organized activities to its users. For the athletically inclined, there are tennis, swimming, skating, softball, playground activities, and bicycling. There are also less strenuous activities available, such as viewing nature along Shingle Creek, picnicking, fishing, use of the Webber Library facilities, and strolling the pathway system. Activities available within Webber Library include adults' and children's films and children's story hours. The library is also occasionally used for meetings.

Facilities



*The pond within Webber Park. In the background are the playground and the tennis courts. This area will not be affected by the highway proposal.*

Webber Park is extensively developed. Among its facilities are: Webber Library, a part of the Minneapolis Library system; a community swimming pool and associated buildings; tennis courts, ball diamonds, a playground, pathways, and picnic areas. A pond, situated within the park, has been stocked with fish, primarily for the enjoyment of neighborhood children.

The MPRB does not plan any major changes in facilities in Webber Park. The Minneapolis public library system has tentative plans to relocate the Webber Park library to another building within the community. These plans, however, are very preliminary and no date for the possible relocation has been established.

Usage

The playground and picnic areas of Webber Park receive extensive usage from neighborhood families. An organized swimming program is conducted every summer. In 1974, the library circulated over 62,000 volumes.

Webber Park has been a center of neighborhood activities for years. Boats were formerly rented out for use on the pond, and community picnics were held on the shores of the pond. A portable bandshell was often erected to permit concerts to be held entertaining neighborhood residents.

Interest in neighborhood activities slackened in the late 1950's and the 1960's. Recently, however, Camden area residents have begun to utilize the neighborhood facilities again, and a community festival was held during the summer of 1975 at Webber Park. Several hundred people attended the community festival.

Relationship to Similar Lands

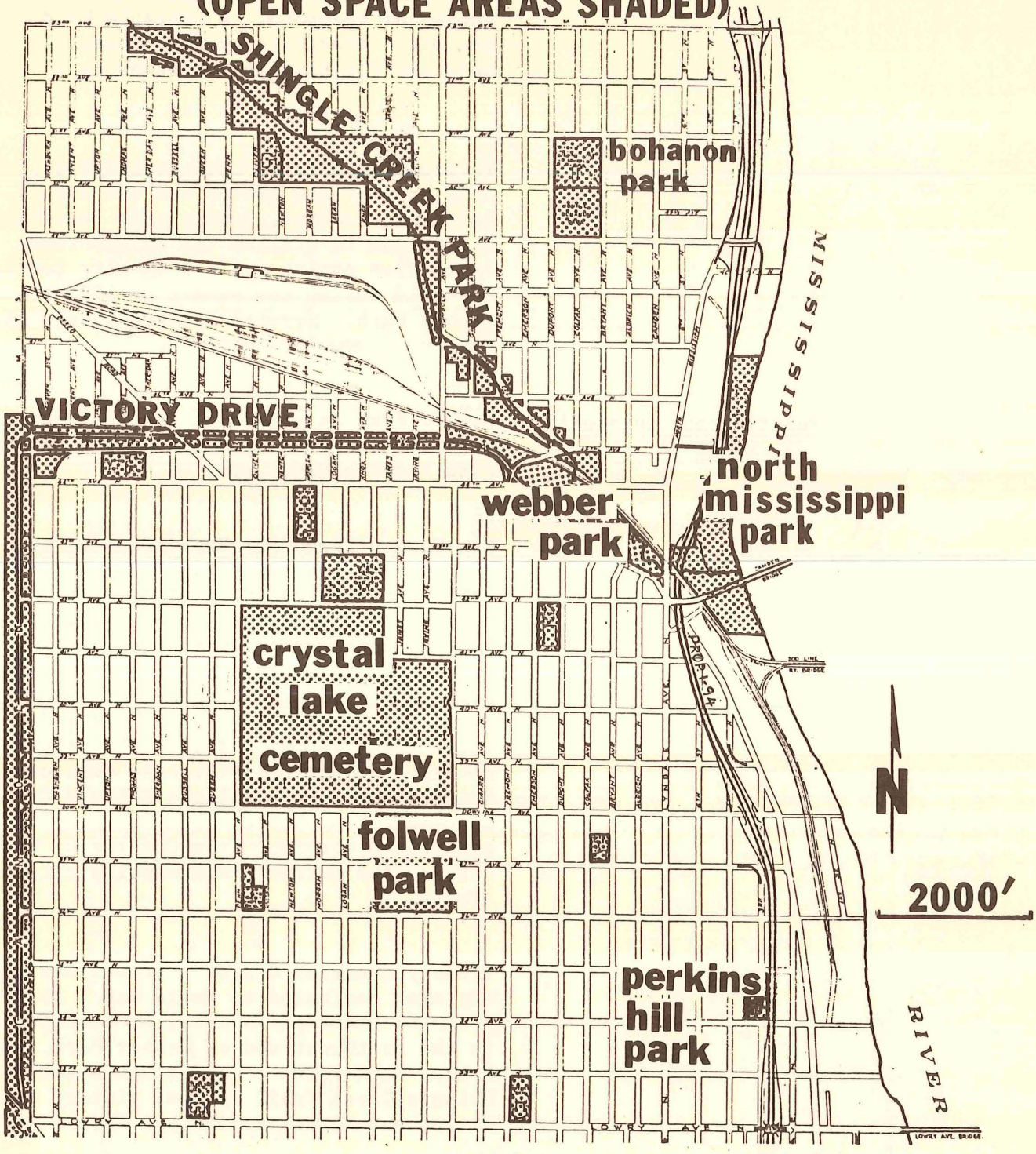
Webber Park is a part of the regional trail corridor proposed by the Hennepin County Park Reserve Districts.

The Camden Community Map (prepared by the Minneapolis Park Board), next page, shows other publicly-owned open space in the immediate vicinity of Webber Park. The nearest neighborhood parks are John C. Bohanon Park, to the north, and Folwell Park, to the south. Other open space areas are North Mississippi Park and those areas associated with the neighborhood schools and Crystal Lake Cemetery. Shingle Creek Park follows Shingle Creek northwest from Webber Park and provides a parkland corridor from Charles C. Webber Park to the northern Minneapolis city limits.

Victory Memorial Drive, a tree-lined parkway area dedicated to World War I soldiers from the Minneapolis area, is contiguous to the northwest end of Webber Park. Thus, Webber Park forms a connection between the Shingle Creek Trail System, Victory Memorial Drive, and North Mississippi Park.

# CAMDEN COMMUNITY

## (OPEN SPACE AREAS SHADED)



## Access

### Existing

Vehicular access to Webber Park is from Webber Parkway, which runs along the southwest edge of the park. A short roadway enters the park in front of the library and vehicular parking is permitted along this roadway. Other parking for park usage is along Webber Parkway and local streets.

Pedestrian access is avilable along much of the perimeter of the park, except for the northeast edge which is bounded by the Soo Line railroad tracks. Pedestrian access to the park from the east and south is possible across Lyndale Avenue. The intersection of Lyndale Avenue at Webber Parkway is not signalized. The northwestern intersection of the park access road with Webber Parkway is signalized.

Soo Line tracks crossing Lyndale Avenue stop all traffic in the area an average of twenty-five times per day.

### Proposed

Pedestrian and bicycle access between Webber Park and North Mississippi Park, is proposed by a walkway along relocated Shingle Creek under I-94, Lyndale Avenue, and the Soo Line tracks, thereby connecting the two parks. There is presently no physical connection between the parks. (See pullout map.) Other access to Webber Park will not be altered by the proposed highway construction.

## Ownership

Webber Park was purchased by the City of Minneapolis in 1908. Money for the purchase was donated by Charles C. Webber in memory of his son, who drowned while swimming in the Mississippi River. In 1909 Webber paid for the swimming pool and the field house, and in 1910 the Webber family donated the library building. Other improvements to the park have been made with City funds.

Restrictions and Funding

There have been no State or Federal monies used in the acquisition or development of Webber Park. There are no deed restrictions or reversionary clauses affecting usage of the park lands.

Unusual Characteristics

In addition to Shingle Creek, Webber Park has a small pond within its boundaries (See pullout map on page 240 for location). This pond was once used for boating and swimming; now, it has been stocked with fish for the enjoyment of neighborhood children. This pond is the only such body of water in the Camden neighborhood.

An inventory of wildlife and vegetation in Webber Park has been made and the major findings are presented below:

> A wide variety of trees and shrubs exist in Webber Park. Vegetation to be removed by I-94 are cottonwood, elm, silver maple, Douglas fir, white spruce, red cedar, northern white cedar, boxelder, hackberry, black locust, butternut, European white poplar, and willow trees. Shrubs in the construction area are red-berried elder, buckhorn, honey suckle, Siberian peashrub, and woodbine.
>
> The value of Webber Park as wildlife habitat is very low, except for the brushy area of Shingle Creek just west of Lyndale Avenue. This area may provide some protective and breeding cover for songbirds, a few small mammals, and some reptiles and amphibians. The rest of the park consists of well-manicured lawns and scattered tall trees which may provide a limited amount of food and cover for gray squirrels.

The vegetation near Shingle Creek within the proposed channel change construction area includes a well-formed butternut, a species of considerable value. It is possible to construct the channel change without removing this tree. The tree will be protected from possible damage during construction.

Land Required For Highway Purposes

The pullout map shows the area of Webber Park proposed for use for highway purposes. The area is approximately 1.4 acres and is required as a temporary construction easement only. The construction to be done within Webber Park consists of realigning Shingle Creek, changing the Creek profile by means of a drop structure, constructing a railroad bridge and a pedestrian/bicycle bridge over relocated Shingle Creek, and related earthwork. The involvement in Webber Park is proposed solely for measures to mitigate the effect of I-94 construction on North Mississippi Park. It is not necessary to permanently use any land from Webber Park for highway purposes.*

Facilities Affected

The Shingle Creek area immediately west of Lyndale Avenue will be affected by the proposed construction. The alignment and profile of the creek would be changed to allow both the Creek and a paralleling pedestrian/bicycle pathway to pass underneath I-94, the Soo Line Railroad Tracks and Lyndale Avenue. This construction would disturb 1.4 acres, and would include the removal of existing vegetation.

Other facilities in Webber Park, such as the library, the tennis courts, game fields, the pond and the remainder of the vegetation will not be disturbed by proposed I-94 construction.

Physical Impacts
Noise

The existing noise level in Webber Park near Lyndale Avenue is 67 dBA. Noise abatement mounds and walls will be used to reduce the potential noise levels of I-94 to 65 dBA. The current applicable FHWA design noise level is 70 dBA for such land uses.

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*The limits of the area have changed since the Draft 4(f) Statement was circulated. A Supplement to the Draft 4(f) Statement was circulated and is attached as p.p. 249-251. The size of the affected area does not change, only the limits.

Water Quality

The proposed channel change will not significantly alter the quality of water in Shingle Creek. Factors which have been investigated include:

Potential short-term degradation during construction - Temporary measures to control erosion during construction of the channel change, including the use of berms, dikes, dams, and sediment basins, can ensure that the water quality of Shingle Creek is maintained.

Disruption of the aquatic environment - Lining the new channel with random riprap will not only blend the channel into the existing topography but will also increase habitat for aquatic organisms.

Air Quality

An air quality analysis has been made for Webber Park. Using the EPA HIWAY dispersion model, worst case meteorological conditions, and traffic projections for 1980, 1985, and 1990, carbon monoxide concentrations in parts per million (PPM) have been predicted as:

| | 1-hour | 8-hour |
|---|---|---|
| 1980 | 14.7 ppm | 8.3 ppm* |
| 1985 | 11.8 ppm | 6.7 ppm |
| 1990 | 8.4 ppm | 4.8 ppm |

Minnesota air-quality standards are 30 PPM of carbon monoxide for a 1-hour period and 9 PPM over an 8-hour period. Federal standards for carbon monoxide limit concentrations to 35 ppm for a 1-hour period and 9 ppm over an 8-hour period. All standards are not to be exceeded more than once a year.

Beginning on page 253 is a discussion of the alternatives in the location and the design of I-94 that have been studied to avoid the use of parklands for highway purposes. Pages 263-273 discuss mitigation measures proposed to enhance the use of the remaining parklands.

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*Background concentrations have been added to those concentrations in the Draft Section 4(f) Statement. The background concentrations were not available at the time of circulation of the Draft 4(f) Statement, as the air monitoring program for I-94 had not been completed.

## SUPPLEMENT TO THE DRAFT SECTION 4(f) STATEMENT

## ON CHARLES C. WEBBER PARK

**Introduction**

On March 12, 1976, a supplement to the Draft Section 4(f) Statement was sent to those agencies receiving the Draft Section 4(f) Statement discussing Minneapolis parklands. This supplement contained the following information.

**Revised Construction Limits**

Recent detailed investigation into construction staging for Interstate 94 past Charles C. Webber Park will make it necessary to change the temporary construction easement limits which were shown on page 33 of the Draft Section 4(f) Statement. The revised limits are shown on page 251 of this FEIS. The size of the easement area is approximately the same. The easement revision does not affect any other park facility, nor does it affect access to the park.

**Purpose of Revision**

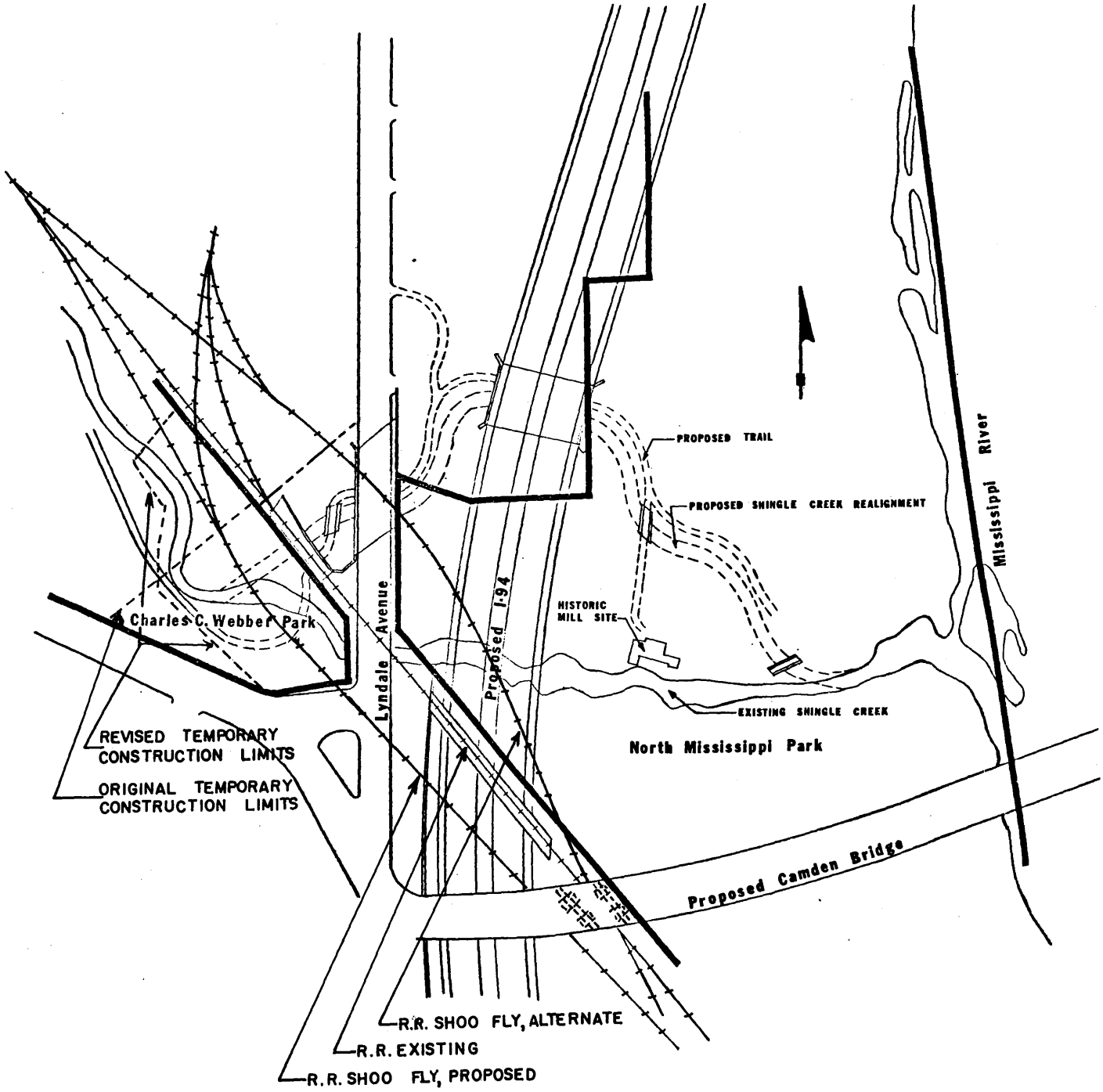
The construction easement revision is necessary to accommodate a temporary railroad track realignment "shoo-fly" while the railroad bridge across the proposed channel change is constructed. Placement of the

"shoo-fly" on the north side of the existing railroad would eliminate the proposed use of park land; however, an 8° reverse curve in the railroad alignment would be necessary. This greatly increases the undesirable possibility of a train derailment.

Coordination of the Proposed Change

The proposed revision of the temporary construction limits within Webber Park has been coordinated with the Minneapolis Park and Recreation Board Staff, and they are in basic agreement.

MAP INCLUDED WITH SUPPLEMENTAL STATEMENT ON CHARLES C. WEBBER PARK



## ALTERNATIVES TO THE USE OF 4(f) LANDS

This section will discuss both the considerations which were involved in the development of this project and the alternatives of location and design which have been developed within the prevailing constraints.

### DEVELOPMENT CONSIDERATIONS

The major considerations in the development of I-94 through the north Minneapolis and Camden areas were systems planning, physical and cultural restraints, and traffic patterns and demands. Each of these factors will be discussed further below.

#### Systems Planning

I-94 through north Minneapolis and Camden will link the Minneapolis CBD with the northern suburbs and provide a north-south corridor for both local and long distance travel. The Metropolitan Council has been given the authority by the Minnesota State Legislature for planning the transportation (as well as most other development) for the seven county metropolitan area and has been designated by the Governor as the Metropolitan Planning Organization and the A-95 Clearinghouse Agency. The Council also serves as the 3-C Planning Agency for the Metropolitan area. The Council has just completed revising the Transportation Chapter of the Metropolitan Development Guide-Policy plan to reflect changed conditions and new insights. The I-94 project, in all aspects, is compatible with these policies. The Council has consistently recommended construction of I-94 as planned.

#### Physical and Cultural Restraints

The primary physical constraints governing selection of a corridor for I-94 are:

Completed portions of I-94 at both the southern and northern ends of the proposed construction, and the Camden bridge, under construction by the City of Minneapolis, which crosses the Mississippi River at 42nd Avenue North,

the Mississippi River, with its steep banks and concomitant erosion potential;

railroad tracks, which parallel the river on both sides and which require that certain clearances and other standards be met;

the local street network, which requires interchanges at key locations and a workable system of continuity for streets not interchanging with I-94; and

financial capabilities.

Cultural Restraints The location and actual construction of a highway such as I-94 must be accomplished with minimal disruption to the community. To this end, it is desirable to avoid disrupting neighborhoods, to avoid sensitive land uses such as parks, schools, and historical sites, and to avoid damaging the economy of the area. In addition, the highway should be built within an existing transportation corridor if at all possible. The highway should satisfy the greatest transportation needs and should be built as economically as possible.

I-94 was aligned to skirt the edges of neighborhoods as much as possible while avoiding the destruction of tax-important industrial properties. At the same time, the I-94 corridor was aligned close to the existing Lyndale Avenue-Washington Avenue transportation corridor to effect as little disruption as possible to Perkins Hill, Webber, and North Mississippi Parks.

Traffic

Another consideration important in the development of I-94 is the necessity of serving the greatest number of users in the most efficient manner. At present, Lyndale Avenue and Washington Avenue are the major corridors for traffic between the Minneapolis CBD and the northern suburbs west of the Mississippi River. Recent traffic studies indicate that the average annual daily traffic (AADT) volumes on both routes are growing rapidly. The following volumes are indicative of the recent increases in traffic on these routes. (I-94 through this same area is predicted to carry a minimum of 70,000 vehicles per day in 1990).

| | On Washington Ave. at West Broadway Ave. | On Lyndale Ave. at West Broadway Ave. | On Lyndale Ave. at 57th Ave. |
|---|---|---|---|
| 1966 AADT | 16,000* | 14,000* | 10,000 |
| 1970 AADT | 21,000* | 11,000* | 13,000 |
| 1974 AADT | 25,000* | 13,000** | 16,000** |
| Estimated 1990 (No build) AADT | 48,000 | 24,000 | 30,000 |
| Estimated 1990 (with I-94) AADT | 21,000 | n/a | 4,000 |

Inplace Routes

Washington Avenue is, basically, a four-lane city street with parking permitted in some areas. The access is uncontrolled resulting in a scattered of commercial driveways and numerous at-grade intersections.

Lyndale Avenue is, basically, a four-lane city street with parking permitted in the outside lane except during peak traffic hours. It has uncontrolled access resulting in numerous at-grade intersectinons. At-grade railroad crossings just north of the Washington-Lyndale Avenue junction produce approximately twenty-five traffic stoppages per day.

Alternatives

Various alternatives have been studied for an upgraded transportation corridor in the north Minneapolis area. These possibilities have included:

alternative highway locations,

alternative design features to minimize impacts to the surrounding area, and

the no-build alternative.

*Vehicular Traffic Flow Map, City of Minneapolis Traffic Division of the Public Works Department, for the year given.

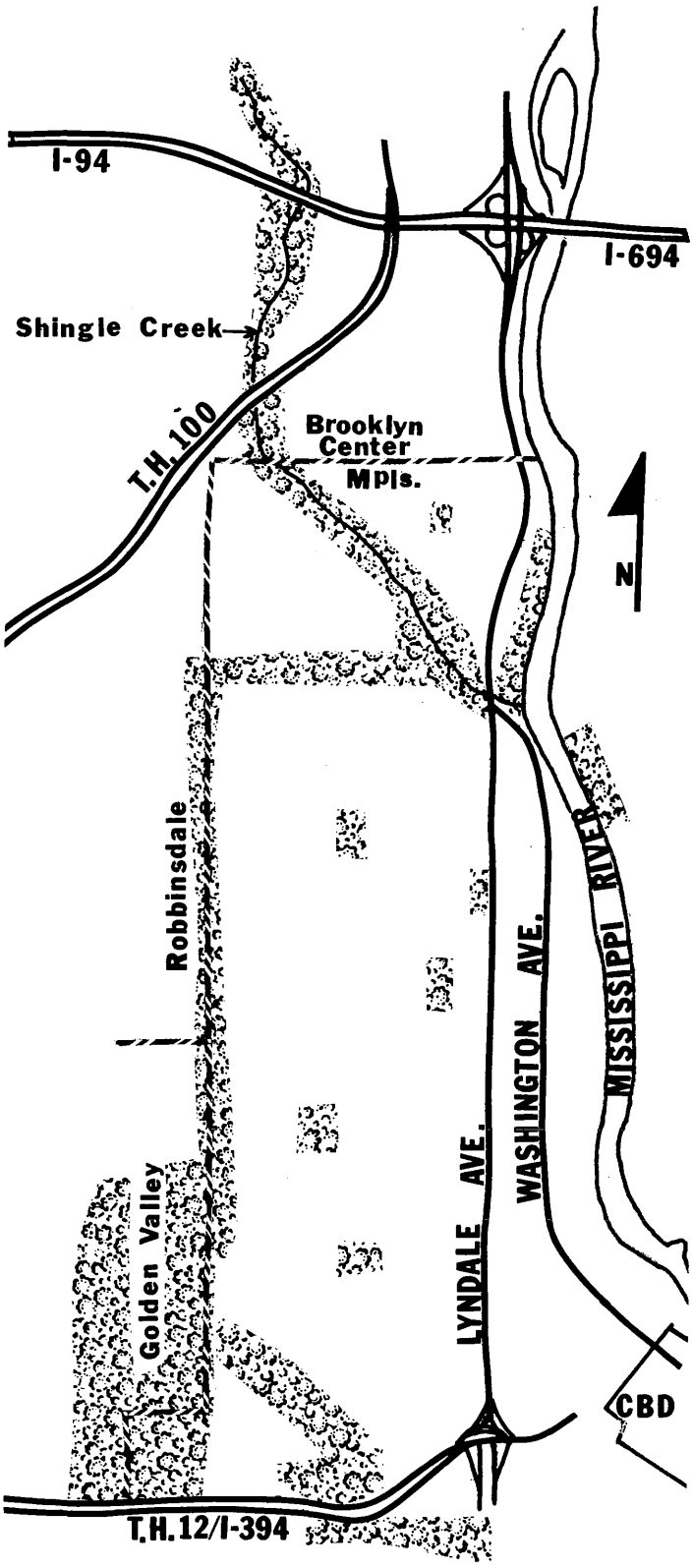
**Metropolitan Area 1974 Traffic Volumes, MHD, Office of Transportation Planning, 1975.

## Location Alternatives

Alternative locations have been studied which avoid the use of parklands altogether. These can be grouped into two broad areas:

those located in an entirely different corridor, and

those which deviate from the proposed location only in the immediate area of the individual parklands.

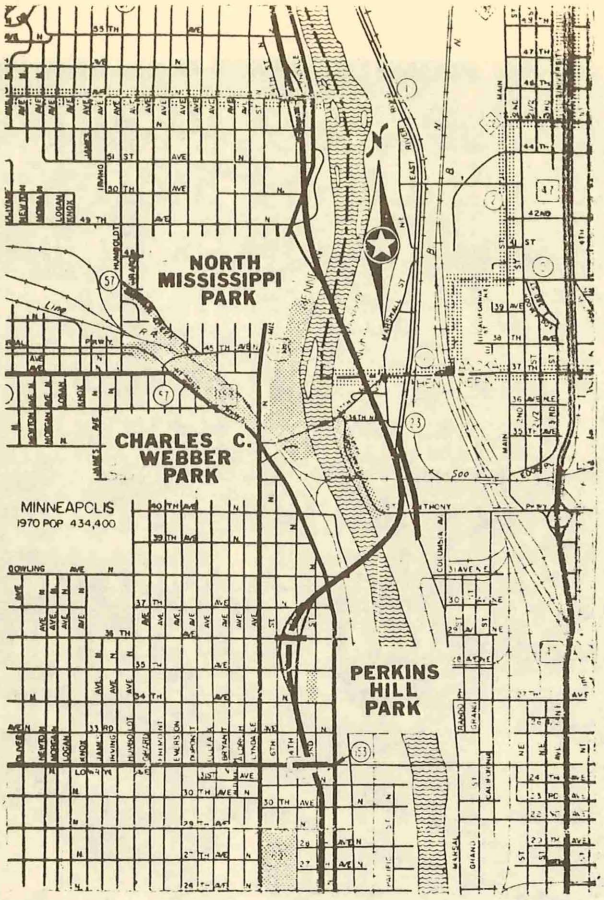



### Outside of the I-94 Corridor

Several methods of threading I-94 through North Minneapolis to avoid taking any parkland have been studied. However, much of the land surrounding Shingle Creek, the Mississippi River, Victory Memorial Drive, and the western city limits of Minneapolis is parkland. These parks form a broad, almost continuous band stretching from the Mississippi River to beyond and along the western city limits. The possibilities of shifting the highway location to the west and east are discussed below.

A new location to the west is not possible without crossing parkland at some point (see sketch to the left).

Rerouting I-94 along the east bank of the Mississippi River from just north of the CBD to I-694 is not prudent for two reasons: cost and service to the communities. One of the purposes of the I-94 project is to provide a better transportation route between the Minneapolis CBD--located primarily on the west bank of the Mississippi--and northern Minneapolis and the northwest suburbs. If I-94 were to be built on the east bank, interchanges with additional river bridges would be necessary to serve the area on the west bank. This would raise the cost of the project substantially. In addition to the potential environmental consequences of adding two major river crossings, this alternative would also affect facilities owned by the Minneapolis Water Works, Northern States Power, and the Burlington Northern Railway.




Within the I-94 Corridor

Another alternative to avoid the use of parklands is to carry I-94 on the east bank past only the parklands area as shown on the sketch to the left.

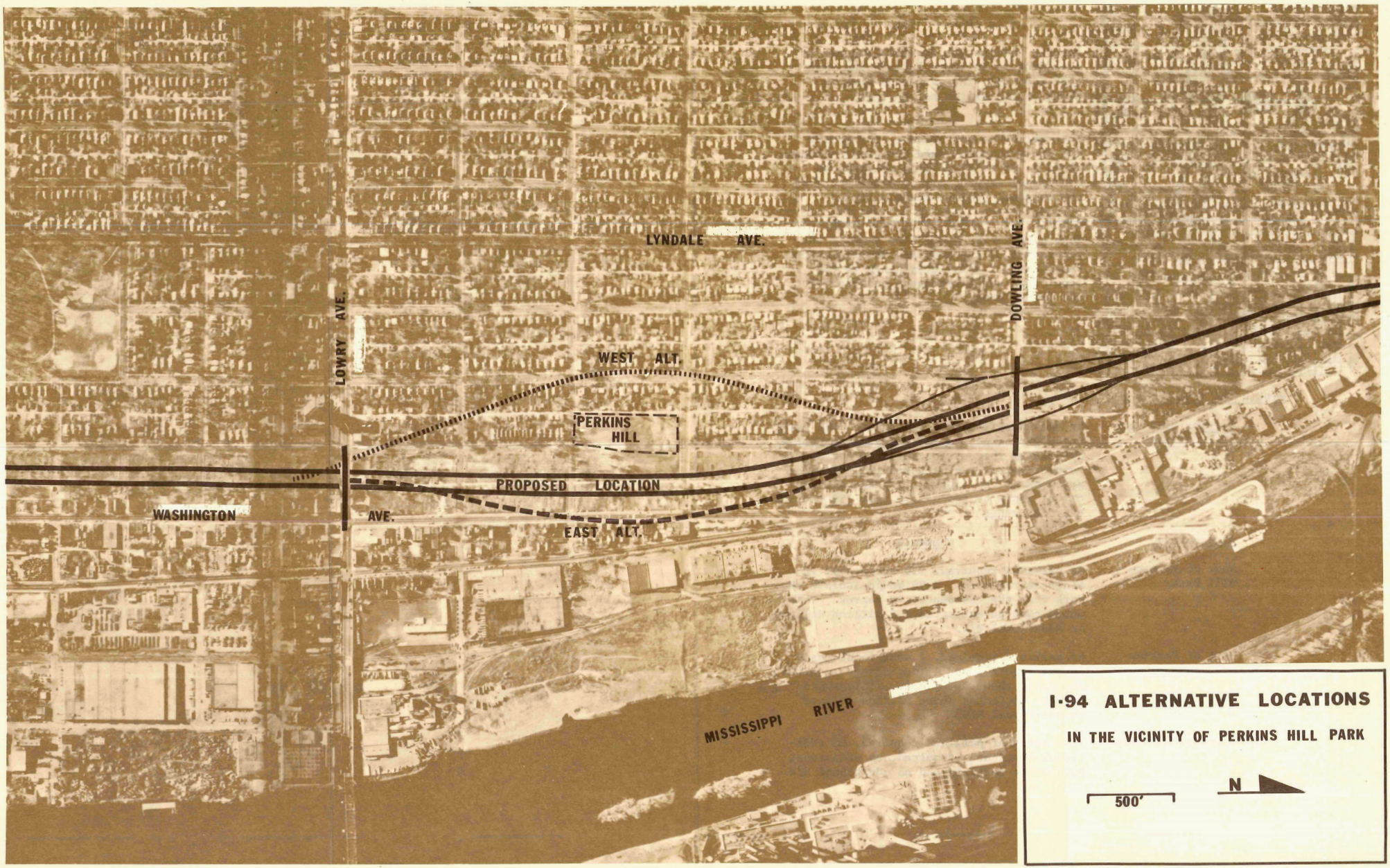
This method is not prudent, for adding two river bridges would increase estimated costs by 40 to 50 million dollars, an additional expenditure of roughly 65% of the original project costs.

This alternative would also require the relocation of the proposed Dowling Avenue interchange. This interchange is the local-land use interchange proposed for the Camden area.

Perkins Hill Park Alternatives

In the immediate area of Perkins Hill Park an east alternative and a west alternative by-passing the park on the east and west, respectively, have been studied. Considerations of the impacts of these alternatives, shown on the map on page 258 include the following:

| Alternative | Comments |
|---|---|
| West of Perkins Hill Park | No parkland required, 230 additional residences required. I-94 would isolate the park from the residences it serves. This would cost an estimated 7.5 million dollars in additional R/W. |
| East of Perkins Hill Park | No parkland required, 7 additional residences required and 11 businesses required employing about 200 people. This would cost an estimated three million dollars in additional R/W. |
| Proposed Location | 1.46 acres of parkland required, no additional residences required, no additional businesses required and no additional R/W. |


LYNDALE AVE.
LOWRY AVE.
DOWLING AVE.
WEST ALT.
PERKINS HILL
PROPOSED LOCATION
WASHINGTON AVE.
EAST ALT.
MISSISSIPPI RIVER
I-94 ALTERNATIVE LOCATIONS
IN THE VICINITY OF PERKINS HILL PARK
500'
N

North Mississippi Park Alternatives

In the immediate area of North Mississippi Park the following alignment studies have been made. Each satisfies certain desired objectives. These alternatives are shown on the map on the next page.

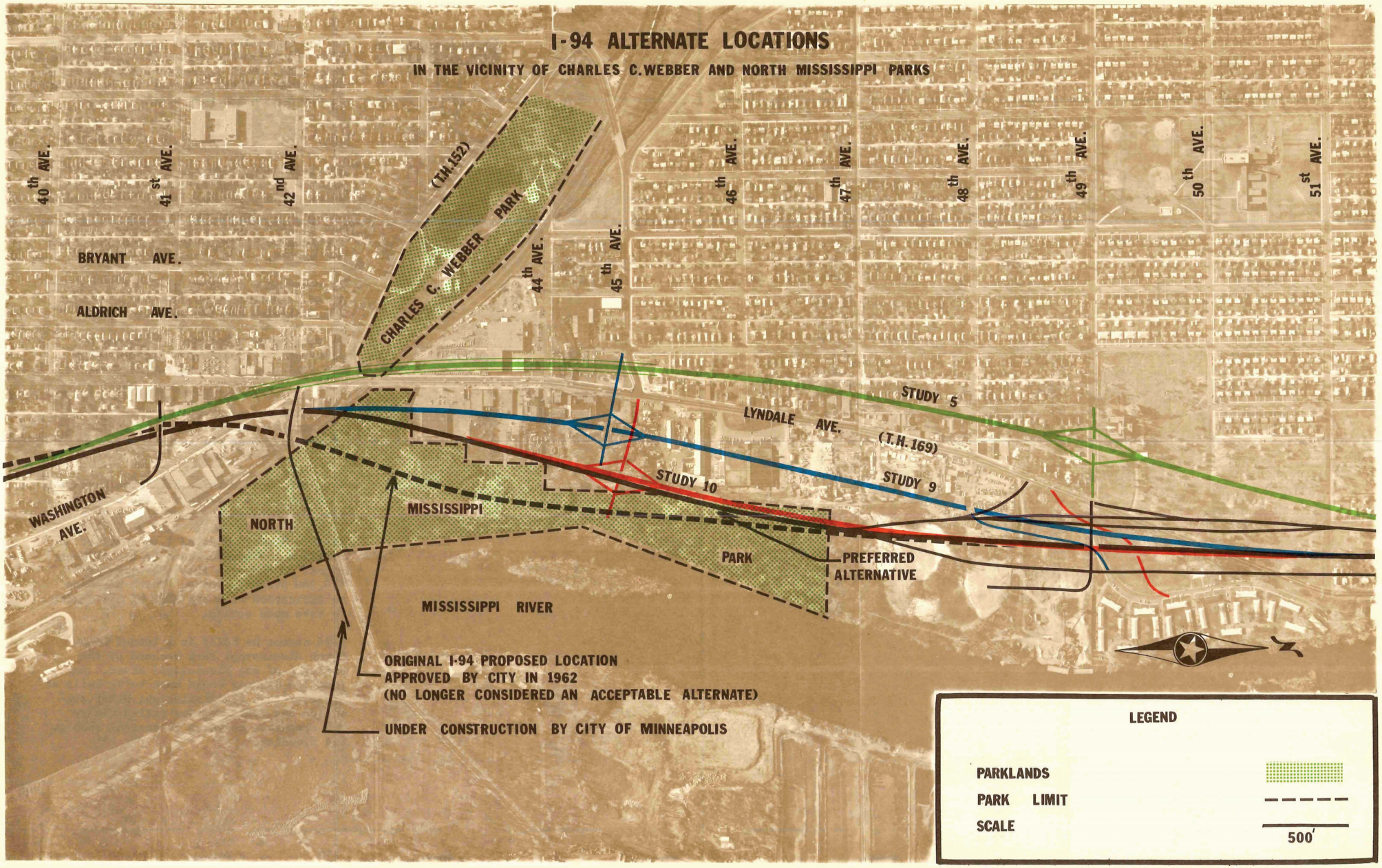
| Study | Comments |
|---|---|
| 5 | 216 residences required plus 2 nursing homes with a total of 100 residents; 2.5 acres of parkland required. 53 businesses required employing 401 persons full-time and 53 part-time. Because of necessary elevated roadways, noise standards could not be met. |
| 9 | 24 residences required plus 2.4 acres of parks. 49 businesses required involving 393 full-time and 124 part-time jobs. |
| 10 (proposed) | 24 residences required; 8.13 acres of parkland. 27 businesses required with 290 full-time and 55 part-time jobs. |

Design Alternatives

Alternative designs within the proposed alignment are tunneling under the parks or bridging over the parks.

A tunnel under Perkins Hill Park appears technologically possible. The cost of such a structure has been estimated at five million dollars. This would allow the previously acquired 1.46 acres of parkland to be reconveyed to the MPRB at a cost of not less than the original $73,260 purchase price. There has been no indication from the MPRB of the desire to take such action.

I-94 cannot be built in a tunnel below North Mississippi Park because of the presence of the Mississippi River. Any tunneled highway would have to be built at or lower than the Mississippi River elevation and would require extraordinary and expensive measures to control seepage and flooding.


I-94 ALTERNATE LOCATIONS
IN THE VICINITY OF CHARLES C. WEBBER AND NORTH MISSISSIPPI PARKS
40th AVE.
41st AVE.
42nd AVE.
44th AVE.
45th AVE.
46th AVE.
47th AVE.
48th AVE.
49th AVE.
50th AVE.
51st AVE.
BRYANT AVE.
ALDRICH AVE.
(T.H.152)
CHARLES C. WEBBER PARK
STUDY 5
LYNDALE AVE.
(T.H. 169)
STUDY 9
STUDY 10
WASHINGTON AVE.
NORTH
MISSISSIPPI
PARK
PREFERRED ALTERNATIVE
MISSISSIPPI RIVER
ORIGINAL I-94 PROPOSED LOCATION
APPROVED BY CITY IN 1962
(NO LONGER CONSIDERED AN ACCEPTABLE ALTERNATE)
UNDER CONSTRUCTION BY CITY OF MINNEAPOLIS
LEGEND
PARKLANDS
PARK LIMIT
SCALE
500'

Bridging the parks would involve unusual factors. To bridge Perkins Hill Park would take a 650 foot structure in addition to a substantial change in highway grade. I-94 would be a minimum of 20 feet above the park instead of being depressed 25 feet below the park. North Mississippi Park is a linear park, presently some 3600 feet long. I-94 will parallel the park; to bridge the park, then, would require that an additional 3200 feet of bridges be built. This would not only raise the cost of the project substantially, but would have the additional disadvantage of being a physical and visual intrusion into the parks and surrounding community and of being a source of increased noise levels in the area.

Do-Nothing Alternative

The do-nothing alternative consists of:

1. Utilizing existing streets without construction of I-94.

2. Widening and upgrading existing streets as traffic demand increases.

The do-nothing alternative would eliminate the use of parklands for the time being, by retaining the existing street system and running the future traffic on inplace streets. This would not eliminate all right-of-way requirements forever, since projected traffic volumes would eventually require that some construction (or upgrading) be done.

If proposed I-94 is not built, the 1990 ADT demands for Washington and Lyndale Avenues are expected to be about 48,000 and 25,000 vehicles, respectively. The existing streets can carry four lanes of traffic in the vicinity of the parks, when parking is prohibited. There are numerous intersections and entrances along both streets along with at-grade railroad crossings on Lyndale Avenue that are used twenty-five times per day. All of these factors result in an anticipated 1995 service level of E (unstable flow) or worse.

The consequence of utilizing existing streets, rather than constructing I-94, is an extraordinary increase in the level of community disruption, including overloading the existing arterial streets, traffic seeking less congested routes through residential areas, increasing accident potential, increasing traffic noise levels, a higher level of air pollution, and reducing the ease of access to local commercial, residential and recreational destinations.

To avoid this and still handle the traffic demand, the service level would have to be improved by extensive widening and upgrading on both routes. Neither of the existing major streets could be widened using only the existing 66-foot wide right-of-way. Acquiring additional right-of-way along the inplace route would require removing businesses and homes along both routes which is unacceptable to both the community and the city.

Conclusion

This project has been developing over the last 20 years. During that time, input from the community, various city agencies, and regional planning agencies has been incorporated into the current proposal. The preferred alignment has the concurrence of all the agencies with planning authority, including the Metropolitan Council which has included the preferred corridor alignment in its recommended highway improvements for 1975 to 1980.* To be acceptable, any alternative to the use of parklands should warrant the additional expenditure and deviation from current systems planning.

Based upon the preceding factors it is concluded that there are unusual factors present and that the cost or community disruption resulting from these alternatives to the use of parklands reaches an extraordinary magnitude.

The following discussion outlines the measures planned to mitigate harm to the parks.

*Metropolitan Transportation Development Guide-Policy Plan, adopted by the Metropolitan Council on January 8, 1976, Table 3.

## PLANNING TO MINIMIZE HARM

Planning to minimize harm to 4(f) lands has taken three directions:

- coordination with involved agencies,
- replacement of parklands, and
- highway design features

Implementation of these mitigation measures is not dependent on Federal participation.

### Coordination with Involved Agencies

The agency with jurisdiction over Perkins Hill, North Mississippi, and Charles C. Webber Parks is the Minneapolis Park and Recreation Board (MPRB).

Discussions among local policy makers resulted in a Memorandum of Intent, which formalized the measures to be taken to minimize harm to the 4(f) lands and the procedures to be followed in the acquisition and replacement of park property. The memorandum has been signed by the Presidents of the Minneapolis Park and Recreation Board and the Minneapolis City Council, the Mayor of the City of Minneapolis, and the Commissioner of the Minnesota Department of Highways. A copy of the memorandum is attached in the Appendix. Among the provisions of the memorandum are:

> That, as part of the I-94 project, the unsuitable material will be removed from the Air Reduction Company lagoon and replaced with soils supportive of vegetation.
>
> That a bicycle-pedestrian access to North Mississippi Park at Shingle Creek and a grade separation between bicyclists-pedestrians and the Soo Line Railroad tracks will be constructed.
>
> That pedestrian, bicycle and vehicular access to the park will be provided at the north and south park boundaries.
>
> That landscape screening will be provided between the park and I-94.

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STATE OF MINNESOTA

Meetings have been held with the MPRB staff to discuss design details relative to the affected parklands. These meetings have resulted in MPRB concurrence with the proposed measures to mitigate highway impacts. This concurrence was received on July 14, 1975, for North Mississippi and Webber Parks, and on November 26, 1975, for Perkins Hill Park. There are no unresolved issues at this time. Copies of these letters are in the Appendix. This coordination will continue through final design and construction.

Informal meetings have also been held with neighborhood residents, in order to gather data and to assess neighborhood concerns.

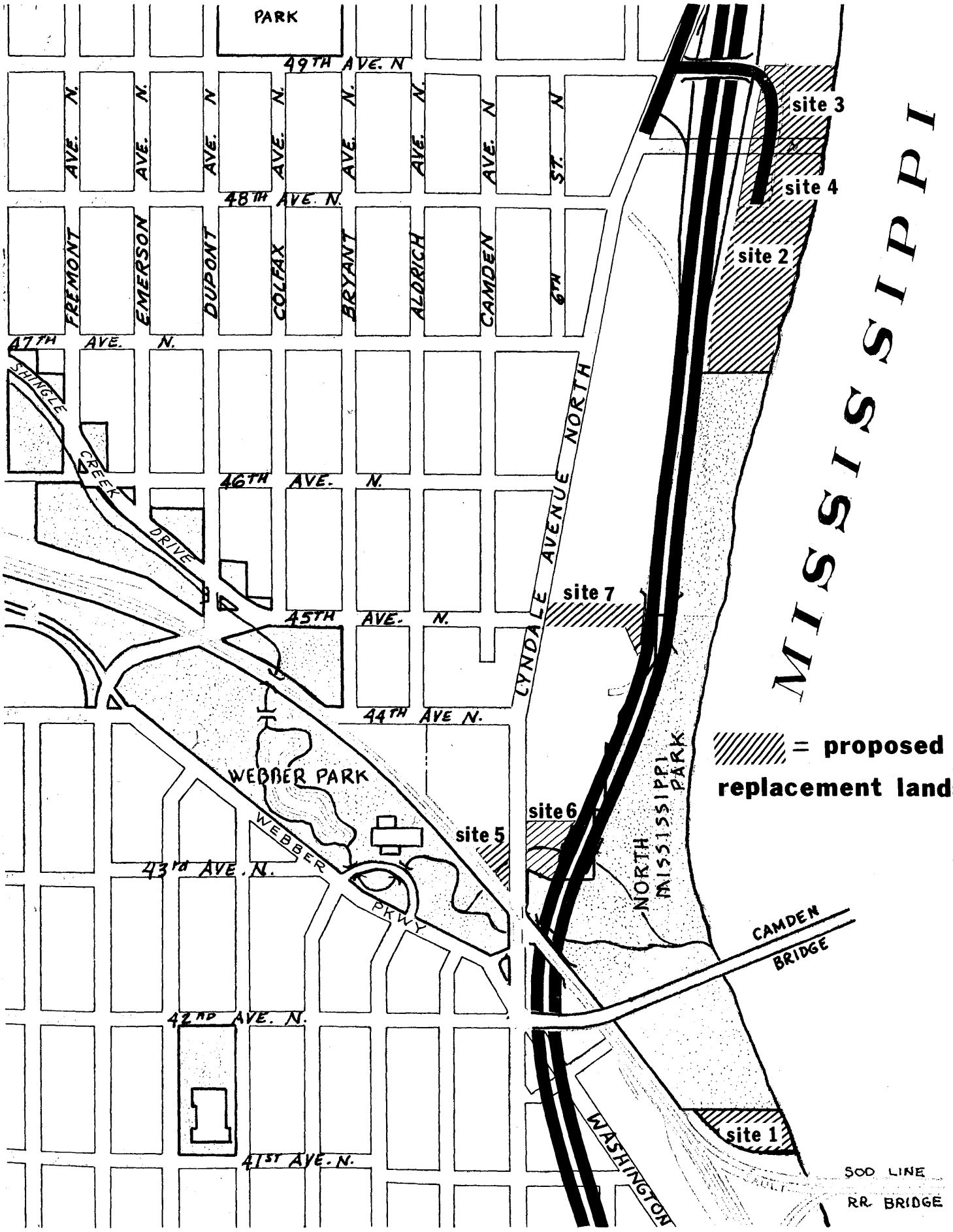
Representatives from the U. S. Department of the Interior (Bureau of Outdoor Recreation and the Fish and Wildlife Service), the Environmental Protection Agency, the FHWA and the MHD have met to review the project in the field.

The MDNR has been involved in the development of the Shingle Creek channel change.

The Minnesota Historic Preservation Officer, who is the director of the Minnesota State Historical Society, has been consulted. He has determined that there are no sites of Federal, State or local significance within the 4(f) lands.

Replacement Lands

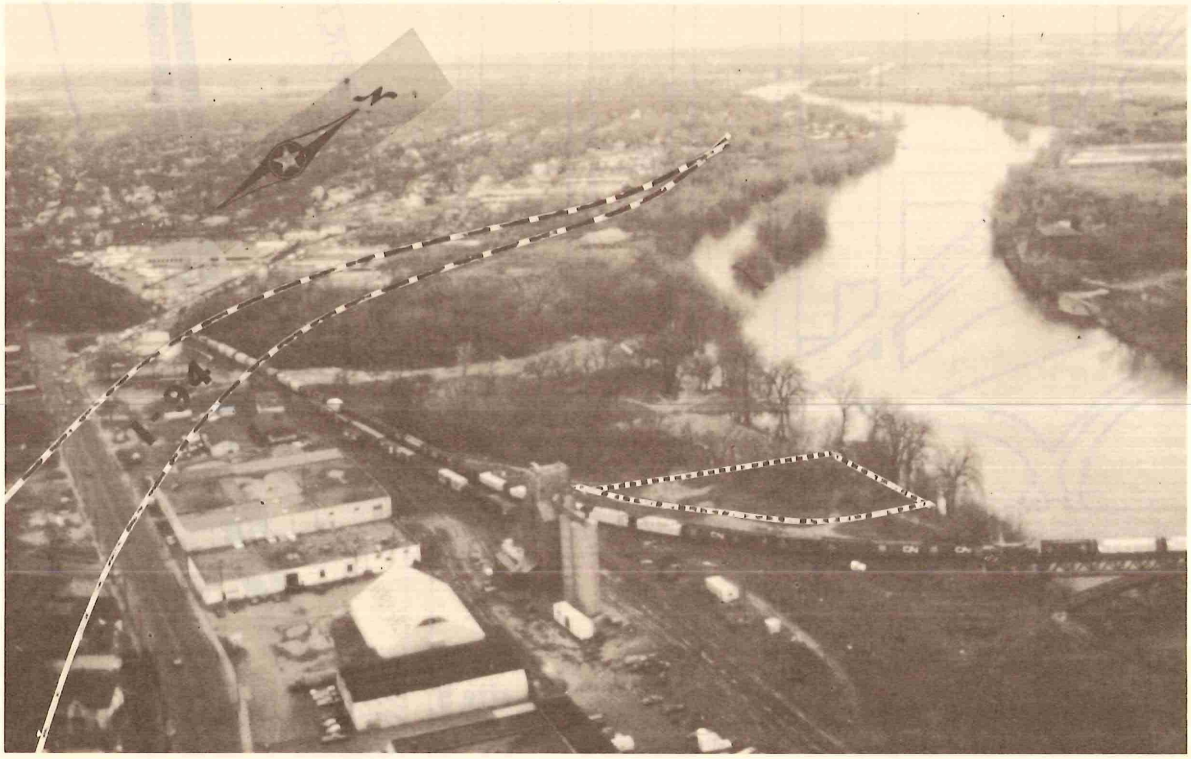
The second area of measures proposed to minimize the potential impact of I-94 is the replacement of parklands to be acquired for highway purposes with other suitable lands. The locations of these lands are adjacent to North Mississippi Park and are shown on the map on page 265. The MPRB has concurred in the proposed replacement lands, and a Memorandum of Intent stating this agreement is annexed in the Appendix.


PARK
49TH AVE. N
48TH AVE. N.
47TH AVE. N.
46TH AVE. N.
45TH AVE. N.
44TH AVE N.
43rd AVE. N.
42ND AVE. N.
41ST AVE. N.
FREMONT AVE. N.
EMERSON AVE. N.
DUPONT AVE. N.
COLFAX AVE. N.
BRYANT AVE. N.
ALDRICH AVE. N.
CAMDEN AVE. N
6TH ST. N
SHINGLE CREEK
DRIVE
CYNDALE AVENUE NORTH
WEBBER PARK
WEBBER PKWY
site 1
site 2
site 3
site 4
site 5
site 6
site 7
MISSISSIPPI
NORTH MISSISSIPPI PARK
CAMDEN BRIDGE
WASHINGTON
SOO LINE RR. BRIDGE
= proposed replacement lands

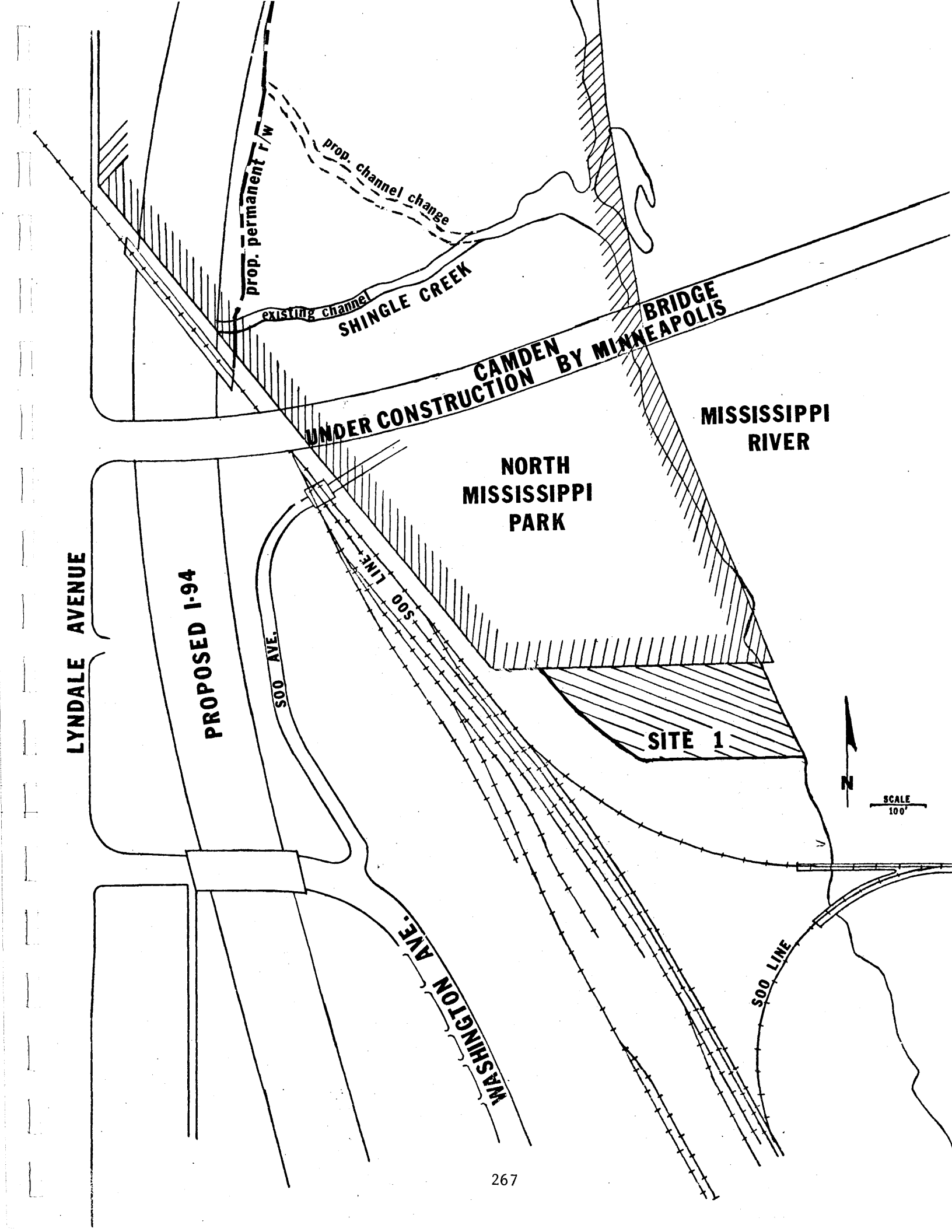
Studies indicate that there would be a total of approximately 14.8 acres of land available as possible replacement for parklands required for I-94 construction. More detailed information on each site follows.

Site #1

This 2.8 acre parcel is owned by the Soo Line Railroad. The site is immediately south of and adjacent to existing park property. The parcel is roughly triangular in shape and would add an additional 300 feet of Mississippi River shoreline to the park. Site #1 is outlined on the photo below. The street in the left foreground is Washington Avenue, just south of its junction with Lyndale Avenue. Approximately 1.7 acres of the site would be available as replacement land.



*THE MISSISSIPPI RIVER AND THE SOO LINE RIVER CROSSING FROM SITE #1*


prop. permanent r/w
prop. channel change
existing channel
SHINGLE CREEK
CAMDEN BRIDGE
UNDER CONSTRUCTION BY MINNEAPOLIS
MISSISSIPPI RIVER
NORTH MISSISSIPPI PARK
LYNDALE AVENUE
PROPOSED I-94
SOO AVE.
SOO LINE
SITE 1
N
SCALE 100'
WASHINGTON AVE.
SOO LINE

Site #2

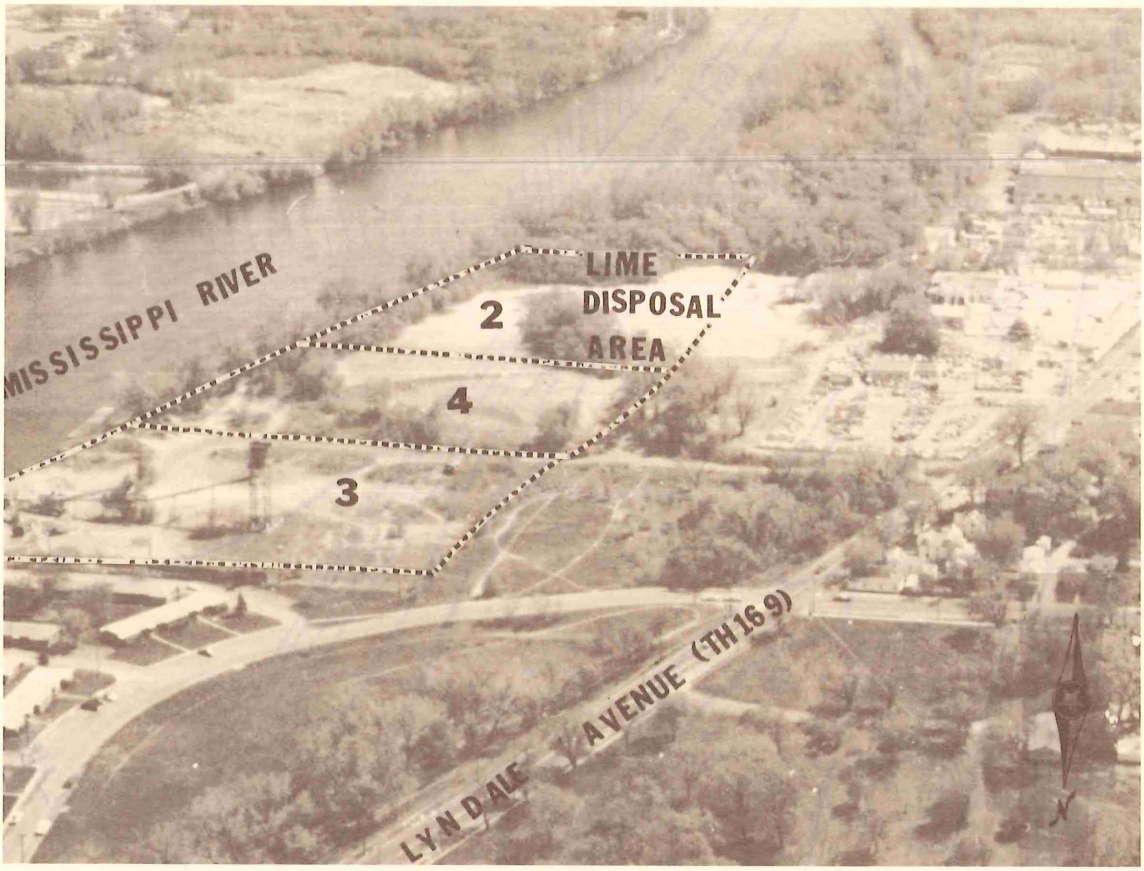
Presently owned by the Air Reduction Company of St. Paul, this parcel adds 7.3 acres of usable parkland.

The site contains a spoils lagoon from the Air Reduction Company's manufacturing process. The lagoon, filled primarily with slaked lime, is, in its present state, unsuitable for replacement land.

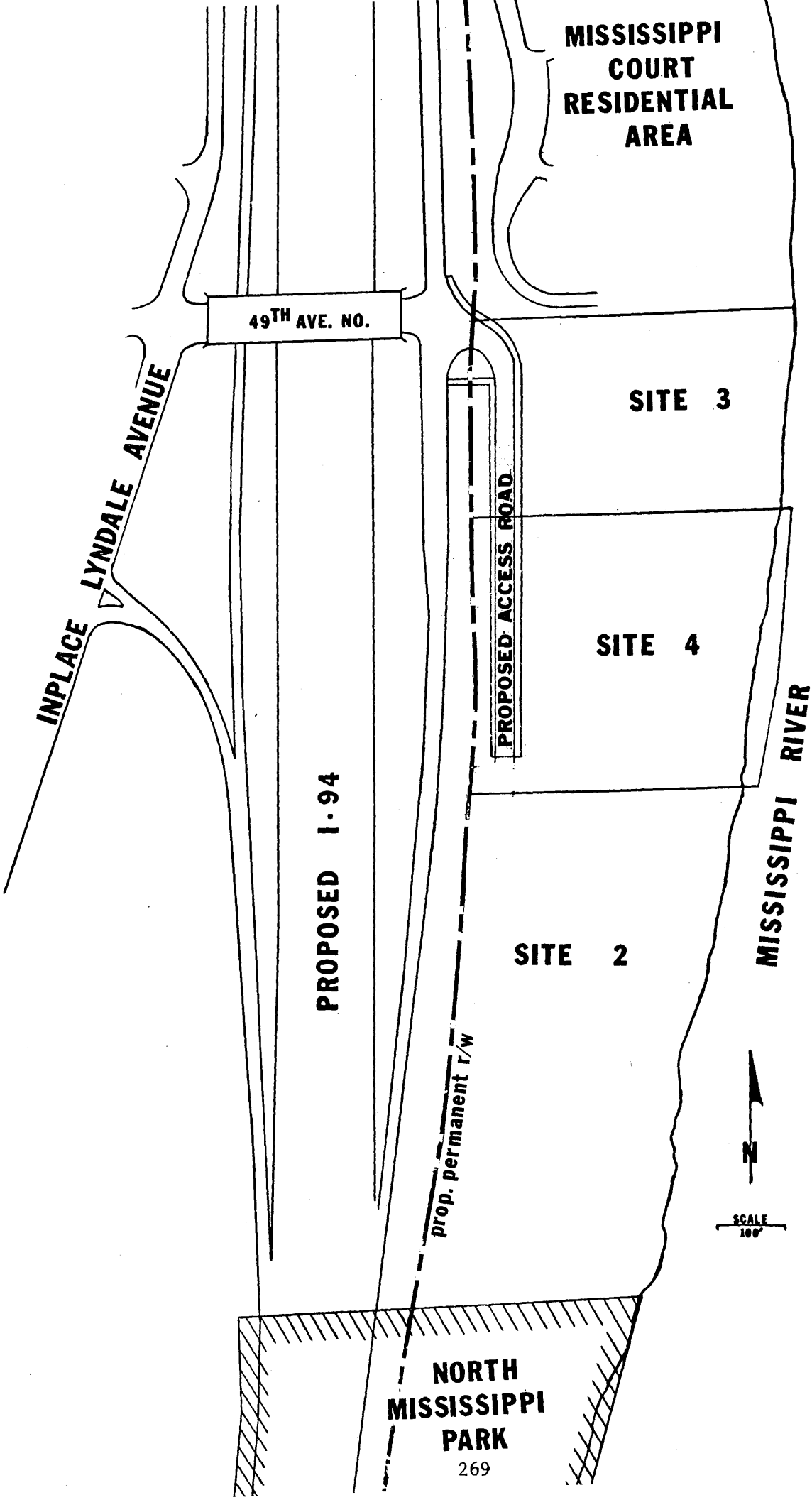
Adding the Air Reduction property to North Mississippi Park would increase the available Mississippi River shoreline by 750'.

With the exception of the spoils lagoon, the property is wooded and in keeping with the general character of the existing park properties. The lime will be removed and the lagoon will be filled with soil supportive of vegetation.

This parcel would have on it a permanent drainage easement from I-94 to the Mississippi River.




*REPLACEMENT SITES AT NORTH END OF NORTH MISSISSIPPI PARK*


MISSISSIPPI
COURT
RESIDENTIAL
AREA
49TH AVE. NO.
INPLACE LYNDALE AVENUE
SITE 3
PROPOSED ACCESS ROAD
SITE 4
PROPOSED I-94
SITE 2
MISSISSIPPI RIVER
prop. permanent r/w
N
SCALE
NORTH
MISSISSIPPI
PARK

Site #3

Site #3 consists of 3.3 acres of private property used as a gravel pit. The property is north of the Air Reduction Company property and has as its northern boundary a housing project, Mississippi Courts.

Site #3 would add 250 feet of shoreline to the Park and would also be subject to a permanent easement for drainage purposes.

Site #4

Site #4 is a 3.6 acre parcel owned by the City of Minneapolis. This parcel also is adjacent to the Air Reduction Company property. Approximately 450 feet of Mississippi River shoreline would be added to North Mississippi Park by the addition of this parcel of land. This site is not included in the total of replacement lands as it is already owned by the city.

Miscellaneous Sites

There are additional lands, to be acquired for highway construction, which will not be needed for highway purposes when the construction process is complete. These parcels will then be turned over to the MPRB. Examples of this type are sites 5 and 6 as shown in the map on page 265.

Site 5, approximately 0.37 acres, is being acquired to accommodate the proposed channel change and walkway. Site 6, 0.93 acres is also to be used for the proposed channel change and walkway. Site 7 will accommodate pedestrian and bicycle paths linking North Mississippi Park to Lyndale Avenue at 45th Avenue North. Site 7 will add 1.22 acres of parklands.

Highway Design Features

Highway design features to integrate I-94 with Perkins Hill, Charles C. Webber, and North Mississippi Parks is the last of the three areas of mitigation. Identified areas of concern and proposed solution are:

Pedestrian and bicycle access along Shingle Creek to allow movement between Webber and North Mississippi Parks. The creek channel will be moved to cross under I-94 at a

point where there is sufficient vertical clearance to carry this trail beside the creek. The underpass is proposed to be lighted with natural as well as supplemental artificial light to avoid a dark tunnel effect.

The Shingle Creek channel change will include a 13-foot waterfall as suggested by the MDNR to keep rough fish from migrating upstream. The flume and foundation remnants along the creek will not be disturbed.

Random rip-rap is planned for lining the new channel to stablize the creek bank and to provide habitat for aquatic organisms. Shrubs and trees will be planted along the channel to provide a naturalized effect and also to provide food and cover for wildlife.

Access will be improved between North Mississippi and Webber Parks for pedestrians, bicyclists and vehicles. Under the proposed construction, pedestrian-bicycle access will be provided at the following points:

along Soo Avenue,

under I-94 and Lyndale Avenue, alongside relocated Shingle Creek,

at 45th Avenue North, where a combination bicycle-pedestrian trail underpass will be built, and

at the north end of the park, where a sidewalk will be built along the proposed access road to the park.

The proposed walkway system linking the parks will add about 1200 feet of paths and three foot-bridges over relocated Shingle Creek.

The roadway elevation will be as low as possible in order to minimize physical and visual impacts on the park. The proposed profile for I-94 past Perkins Hill, Webber, and North Mississippi Parks is designed to be below the existing ground elevation. The limiting factors in establishing a gradient for the highway are: the high water elevation of the Mississippi River, the required clearances at the interchanges and Soo Line Railroad bridges, and the desire to disturb as little as possible of the park properties. Thus, where it is not possible for the highway profile to be below the existing ground elevation, the profile is kept as close to the natural groundline as possible.

Minimum right-of-way widths are made possible by urban design standards and extensive use of retaining walls.

Air Reduction Company lagoon

One parcel of replacement land which would be added to North Mississippi Park contains a lagoon filled with a mixture of chemical by-products (mostly lime) from the Air Reduction Plant manufacturing processes. The unsuitable materials from the pond and the surrounding area will be removed.

The area will then be treated in a manner acceptable to the MPRB. Possible options include creating a lagoon supportive of waterfowl breeding and canoeing or other water-related activities, or filling in the area with soils capable of growing vegetation. Studies to determine what these options would entail and their relative desirability are presently being made.

The Minnesota Pollution Control Agency (MPCA) has been contacted concerning the removal of the lime disposal pond. The lime will be removed, transported, and disposed of in a disposal site as approved by the MPCA.

Noise Abatement will be treated in a manner acceptable to MPRB and consistent with abatement for the rest of the I-94 project. A combination of walls and mounds will be used to abate highway noise. This combination will reduce the amount of parklands required for highway purposes. The MPRB has concurred in the noise abatement plan for Perkins Hill Park; see their letter of November 26, 1975, in the Appendix to this 4(f) Statement.

In the area of North Mississippi Park, a special-design combination of walls, terracing, and slopes will be used as preferred by the MPRB. Their letter of July 14, 1975 (see Appendix) expresses concurrence with this concept.

All noise abatement will include appropriate landscaping to ensure compatibility of the abatement with the remaining parklands.

Appropriate landscaping for screening and site reshaping will be coordinated with the MPRB. Materials for landscaping will be chosen from species that will provide additional habitat for the types of animals and birds which inhabit the area. In addition, the landscaping materials must be aesthetically pleasing and chosen from types which are hardy along a highway.

A large, man-made clean-fill disposal site in North Mississippi Park will be reshaped to more natural looking contours.

Other features, inherent in the proposed project, that will enhance the use of Webber and North Mississippi Parks are: improved access for the region to the parks, removal by the highway construction of a diseased elm disposal site operated by the city in North Mississippi Park and an end to further encroachment (physical and visual) onto North Mississippi Park by the surrounding businesses.

Conclusion

The previous discussion demonstrates that all possible planning to minimize harm has been included in the highway proposal.

## RESPONSE TO COMMENTS RECEIVED


| AGENCY | PAGE |
|---|---|
| US Department of Transportation | 277 |
| US Department of the Interior | 278 |
| Minnesota Department of Natural Resources | 281 |

UNITED STATES GOVERNMENT

*Memorandum*

DEPARTMENT OF TRANSPORTATION
OFFICE OF THE SECRETARY

SUBJECT: Draft Section 4(f) Statements for Minnesota Projects I-094-3( ), S.P. 2781 (I-94) in Minneapolis, & I-094-3( ), S.P. 2786 (I-94) in Brooklyn Center, Hennepin County

DATE: MAR 10 1976

In reply refer to: TES-72

FROM : Director, Office of Environmental Affairs

TO : Chief, Environmental Programs Division (FHWA/HEV-10)

We appreciate the opportunity to review and comment on these draft section 4(f) statements. We have no specific comments to offer on the statements.

We look forward to receiving the final EIS/section 4(f) package, including the comments received from other public agencies and the general public.

Martin Convisser

No Response Required

United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

ER-76/156

APR 5 1976

Dear Mr. Carls[illegible]:

This is in response to the request for the Department of the Interior's comments on the draft Section 4(f) statement for I-94, Minneapolis, Hennepin County, Minnesota. This Section 4(f) statement concerns three parks: Perkins Hill Park, North Mississippi Park, and Charles C. Webber Park.

General Comments

This statement is generally well prepared. We are pleased to note the interagency coordination which has occurred.

We believe there is one other Section 4(f) situation which requires more attention. The statement makes reference (page 21)* to a boat launch site on land controlled by the Minnesota Department of Highways. A temporary use permit has been granted to the Minnesota Department of Natural Resources and the Brooklyn Center Jaycees to develop the site.

A We believe that Section 4(f) is applicable to this area within the intent and spirit of the law. The Department of Natural Resources, which administers the recreational aspect of this boat launch, is the agency which should determine the significance of the site. Communication with the Department of Natural Resources indicates that this site is very worthwhile.

Based on the information in the Section 4(f) statement and telecommunication with the Minnesota Highway Department, we would concur that there is no feasible and prudent alternative to the loss of the access road to the boat launch area. We also concur that replacement of the access road is the only necessary measure to minimize harm.

Perkins Hill Park

Approximately 1.46 acres of parkland have already been acquired. Payment for this land was used to make improvements to the remainder of the park. Acquisition was initiated in December 1965. A noise wall is now proposed as a measure to minimize harm.

Item A. All agencies involved agree that River Ridge Boat Launch site is very worthwhile and deserving of perpetuation. As stated on page of the 4(f) Statement, this site was determined to not be a Section 4(f) involvement. The recreational usage of the site will not be altered as a result of the I-94 construction proposal and access to the site, although moved one block, will be improved by the construction of a new access road within the site.

*page 228 of the Final 4(f) Statement.

Mr. E. Dean Carlson, St. Paul, Minnesota 55101

We concur that the intent of Section 4(f) has been satisfied and that measures to minimize harm are adequate.

North Mississippi Park

Considerable coordination has occurred in order to arrive at a highway alignment which is acceptable to the administrator of North Mississippi Park. The highway project requires 8.13 acres of permanent right-of-way and 9.3 acres of temporary construction easement. We concur that there is no feasible and prudent alternative to the use of this parkland. We have some minor concerns regarding the measures to minimize harm which we have discussed in our comments on Part IV, Planning to Minimize Harm.

Charles C. Webber Park

The highway project does not, in itself, require land from this park. Section 4(f) involvement occurs as a result of satisfying requested measures to minimize harm to North Mississippi Park. A construction easement of approximately 1.4 acres is required for a channel change of Shingle Creek and temporary realignment of railroad track while the railroad bridge is reconstructed across the channel change. We concur that there is no feasible and prudent alternative to the use of this parkland. Measures to minimize harm appear to be adequate, however, we have some comments on this subject as discussed below.

PART IV. PLANNING TO MINIMIZE HARM

The 4(f) statement adequately depicts agency coordination efforts to include all possible planning to minimize adverse environmental impacts resulting from the proposed action. The Department of the Interior concurs with the Memorandum of Intent, which was agreed upon by various local government agencies and the Minnesota Department of Highways, to formalize measures which minimize harm to the 4(f) lands and procedures to be followed in the acquisition and replacement of park property.

B The amount of replacement land is unclear. On page 55* it is stated that approximately 13.3 acres of land are available as possible replacement lands. According to individual acreages given for Sites 1-3 and miscellaneous sites, the total available is about 17 acres. Acreages given for Sites 1-3 on pages 55-59** also differ from the acreages given in the Memorandum of Intent. We urge these discrepancies be resolved or explained.

Item B. The miscellaneous sites, totalling about 2.52 acres, were not included in the total of replacement lands for two reasons. First, they were not included in the Memorandum of Intent, which is the formal agreement stipulating replacement land parcels. Also, these miscellaneous parcels are primarily areas that will be considered excess right-of-way after construction is completed and which will be turned over to the MPRB for park purposes. The acreages for these miscellaneous sites is tentative, depending on construction requirements.

Acreages for the individual parcels differ from those specified in the Memorandum of Intent due to further refinements in the design of the project. These refinements enable a closer estimate to be made of the actual size of the parcels not required for highway construction and which can be added to North Mississippi Park as replacement lands.

*page 266 of the Final 4(f) Statement.

**page 266–270 of the Final 4(f) Statement.

Mr. E. Dean Carlson, St. Paul, Minnesota 55101

C Landscaping is included among mitigating measures for the affected parks. We urge that native trees and shrubs be included in order to enhance wildlife habitat conditions. Given the unusual natural condition of North Mississippi Park, we urge that special care be taken to ensure that wildlife habitat be replaced and protected.

D Concerning the channel relocation in Charles C. Webber Park, we request that the following recommendations be discussed with the Minneapolis Park and Recreation Board and the Minnesota Department of Natural Resources as part of the mitigation package:

1. The new channel proposed for Shingle Creek should be restored as near as possible to its natural condition, with stream bends, sloping banks, and native trees and shrubs along the creek's bank.

2. The original Shingle Creek east of proposed I-94 should remain intact to allow natural revegetation of the area.

3. The use of "random riprap" on the new channel proposed for Shingle Creek should be limited except as needed near highways, railroad bridge crossings, and steep embankments highly susceptable to erosion.

Summary Comments

The Department of the Interior offers no objection to Section 4(f) approval of this project, providing the final statement fully addresses measures to minimize harm as indicated in our comments above.

Sincerely yours,

Stanley B. Sorensen

Deputy Assistant Secretary of the Interior

Mr. E. Dean Carlson
Division Administrator
Federal Highway Administration
Metro Square Building
Seventh and Roberts Streets
St. Paul, Minnesota 55101

cc: Mr. Paul C. Velz
Road Design Engineer
Minnesota Department of Highways
St. Paul, Minnesota 55155

Item C. Landscaping materials for the proposed construction will be chosen to provide wildlife habitat and will be selected from native and other species which are hardy under the conditions anticipated. This has been coordinated with the MPRB and the MDNR.

Item D. The channel change in Shingle Creek is being designed to present a natural-looking appearance. Among the features to be incorporated are variable slopes along the stream banks, use of riprap only were necessary, a "natural" alignment, and the use of native landscaping materials to provide for habitat, slope stabilization, and for aesthetic considerations. The existing creek channel will be left in its natural condition and will serve as a backwater storage area during high-water conditions.

STATE OF MINNESOTA
DEPARTMENT OF NATURAL RESOURCES
CENTENNIAL OFFICE BUILDING • ST. PAUL, MINNESOTA • 55155

March 5, 1976

Paul G. Velz
Road Design Engineer
Department of Highways
John Ireland Boulevard
St. Paul, Minnesota 55155

Re: 330 Draft Section 4(f) Statements for Minn. Proj. I 094-3, S.P. 2781 (I-94), Perkins Hill, North Mississippi and Charles C. Weber Parks and Minn. Proj. I 094-3, S.P. 2786 (I-94), Freeway Park, Central Park, and Shingle Creek Greenstrip in the Citys of Minneapolis and Brooklyn Center respectively.

Dear Mr. Velz:

The Department of Natural Resources (DNR) has reviewed the subject Draft Section 4(f) Statements and offers the following comments:

General

A Specific measures that will be employed to control erosion during project construction should be noted in the document. Such measures should include control of erosion originating from the mounds that will be employed as noise abatement controls. In addition, DNR Floodplain Regulations (NR 87) must be adhered to where I-94 lies near the Mississippi River.

Specific

Perkins Hill Park:

B A combination of walls and thick vegetative growth would be recommended as a barrier at this park due to the park's small size. In addition, a thick growth of vegetation will aid in erosion control and in noise abatement.

North Mississippi Park:

C Runoff during and following project construction should be controlled. In a park of thisnature, a combination of earth mounds and thick tree and shrub cover would aid in controlling noise and erosion, serve as cover for park wildlife, and be aesthetically pleasing.

Item A.

Specific erosion control measures are being incorporated into the design plans of the project. While some problem areas can be anticipated, others are identified only during the construction process. The control of erosion during construction is the responsibility of the construction project engineer, who must apply whatever measures are necessary to ensure that water quality is maintained. The noise abatement mound construction will be accomplished under the general requirement for highway construction in Minnesota that only a limited area of unstabilized earthwork is permitted at any time, and that vegetation be reestablished as soon as possible during construction.

Item B. The preferred noise abatement treatment for Perkins Hill Park is an earth mound topped with a noise wall. The mound will be appropriately landscaped. The MPRB has concurred with this treatment.

Item C. Runoff during construction will be handled as in Item A, above. After vegetation is re-established, no erosion or sedimentation problems are anticipated.

Item D. The final design of the Shingle Creek channel change will be coordinated with the MDNR.

Item E. The waterfowl nesting area will not be disturbed by the proposed construction. This marsh area will not receive runoff from proposed I-94; the existing source of water for the marsh, the area to the west of Lyndale Avenue, will remain unchanged.

C During relocation of Shingle Creek, measures to control erosion should be employed during the construction process. Erosion control should be a prime consideration in the final project design. Alterations to Shingle Creek and work to be done which will affect the Mississippi River will be dealt with in greater detail at the time of application for a Division of Waters permit.

D The waterfall proposed in the plan for diversion of Shingle Creek will act as a positive fish barrier, serving to keep rough fish from the Mississippi River from entering lakes in the watershed, if properly constructed. Department of Natural Resources fisheries personnel should be consulted on this matter.

E The waterfowl nesting area in the northern area of the park should not be disturbed or encroached upon by the roadway or construction easement. In addition, the runoff from I-94 should be directed to ponding areas other than the duck pond for silt removal prior to discharge into the Mississippi River since stormwater runoff from a heavily travelled freeway contains significantly higher concentrations of road salt than from other roadways. Utilization of other sites in the area for siltation ponds will alleviate the undesirable effect of increasing the salinity of the water in the duck pond, which currently does receive some road salt from nearby city streets.

Charles C. Weber Park:

F Any changes in the alignment of Shingle Creek must be accompanied by measures to prevent erosion of the stream banks and siltation of the stream. Measures such as protecting existing vegetative cover when altering the creek will aid in erosion control and preserve existing wildlife habitat.

G Stormwater runoff from I-94 should not be allowed to run directly into Shingle Creek. Siltation ponds in the vicinity of I-94 should be utilized to prevent siltation of the creek at all points where storm water runoff from construction along I-94 could contribute to siltation. In addition, including fish barriers along this portion of Shingle Creek should be considered in the project design. DNR fisheries personnel should be consulted concerning these plans.

H Construction practices should not cause a quantitative or qualitative reduction in available habitat. Also, utilization of vegetative control structures for noise abatement should be employed where functional and for aesthetic considerations. Plans for construction of pathways following Shingle Creek should incorporate measures to prevent siltation of the creek from erosion attributable to the pathway. In addition, the Department of Natural Resources requests that more detailed drainage plans for the project and specific measures to be used for control of erosion be submitted before final project approval.

We appreciated the opportunity to review and comment on the Draft 4(f) Statement and look forward to working out the details on specific aspects of the projects.

Sincerely,

for Jerome H. Kuehn
Planning Administrator

JHK:al
cc: Arenia Chelseth
Ron Carlson
PERT Members

COPIES: J.S. Katz-R. Paine A.H. Hultine D. Halverson
W.M. Crawford

Item F.

Erosion control measures, similar to those in Item A, above, will be incorporated into all planning for the creek relocation.

Item G.

Measures to contain stormwater runoff from completed I-94 are being studied. During construction, temporary measures as discussed in Item A will be used. The design of the waterfall/fish barrier has been coordinated with MDNR personnel.

Item H.

The proposed pathways along Shingle Creek are tentatively planned for surfacing with either bituminous or with wood chips. The existing pathways in North Mississippi Park are wood-chip surfaced while the paths in Charles C. Webber Park are bituminous. The final determination of pathway surfacing type will be coordinated with the MDNR and the Minneapolis Parks and Recreation Board. Neither alternative would present any potential for erosion.

MINNEAPOLIS 4(f) STATEMENT

APPENDIX


| ITEM | PAGE |
|---|---|
| Minneapolis Park and Recreation Board, | |
| Concurrence with noise wall past Perkins Hill Park. | 285 |
| Concurrence with concept plan past North Mississippi and Charles C. Webber Parks. | 286 |
| Memorandum of Intent: City of Minneapolis, Minneapolis Park and Recreation Board, and State of Minnesota Department of Highways. | 291 |

Park and Recreation Board • 250 South Fourth Street • Minneapolis, Minnesota 55415

November 26, 1975

Mr. Wm. M. Crawford
District Engineer
State Department of Highways
2055 North Lilac Drive
Minneapolis, MN 55422

Dear Mr. Crawford:

Thank you for forwarding your preliminary plans for I-94 in the vicinity of Perkins Hill Park.

We are pleased that a noise wall from 10-13' high is proposed in the freeway right-of-way in this vicinity. It is our desire to work with you in developing the design details.

Your prediction of 68 dBA still leaves a fairly substantial noise level in the park. However, we understand this constitutes a reduction of approximately 10 dBA that would occur without a wall, and that the noise walls, even if raised substantially higher, will not appreciably diminish the noise levels lower than the 68 dBA. We feel that the construction of a noise wall is certainly required inasmuch leaving the decibel level at approximately 80 would be unsatisfactory.

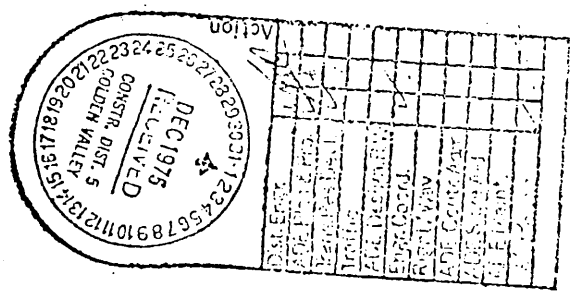
We support the construction of the noise wall, but in the event the noise level exceeds the predictions or new findings, or standards determine 68 dBA to be unsatisfactory, we reserve the right to raise the issue of noise abatement.

We also urge your department to take as many other steps as possible to reduce noise levels from freeways.

Yours truly,

Robert W. Ruhe
Superintendent of Parks

RWR:jh




COMMISSIONERS:

PRESIDENT: Alden C. Smith
SUPERINTENDENT: Robert W. Ruhe
SECRETARY: Del Green

Benjamin Berger
Dale W. Gilbert
Patricia Hillmeyer

William I. Holbrook
Leonard H. Neiman
Orvin L. Olson

Daniel K. Peterson
Alden C. Smith
Jeff Sparz

Park and Recreation Board ~ 250 South Fourth Street ~ Minneapolis, Minnesota 55415

July 14, 1975

Mr. William Crawford
State of Minnesota Highway Department
2055 North Lilac Drive
Golden Valley, Minnesota 55422

Dear Mr. Crawford:

This letter is to indicate that the Minneapolis Park and Recreation Board staff have reviewed the concept design features on the Minnesota Department of Highways Office of Environmental Services Drawing entitled, "Concept Plan North Mississippi Park I-94" (Layout 11 7/9/75) and the pedestrian-bicycle underpass at 45th Avenue extended.

The design on this concept drawing illustrates in a satisfactory manner the requirements contained in the Memorandum of Intent agreed to by the Minneapolis Park and Recreation Board, the City of Minneapolis, and the Minnesota Department of Highways.

1. Shingle Creek, along with an uninterrupted bicycle/pedestrian path, is carried under the Soo Line Railroad, Lyndale Avenue and I-94 in a suitable manner. The three proposed crossings of the creek as shown are appropriately sited. It is anticipated that design details and the height and width proportions of the bridge carrying I-94 over Shingle Creek will be studied in detail and in three dimension by the Minnesota Department of Highways and the Minneapolis Park and Recreation Board before arriving at a final design. This is intended to assure a pleasing approach to the bridge via the paths and creek and to avoid a dark tunnel effect which could have a negative result both in terms of aesthetics and public safety.

2. The location and elevation changes of Shingle Creek to accomplish uninterrupted movement is planned in a manner satisfactory to the Park and Recreation Board.

3. The public right-of-way at 45th Avenue extended makes adequate provision for bicycle/pedestrian access to the park, under the railroad and I-94.

PRESIDENT: Alden C. Smith
SUPERINTENDENT: Robert W. Boho
SECRETARY: Del Olson

COMMISSIONERS:
Rudeath Berger
John F. Gilbert
Patricia Hilleyer
William I. Holbrook
Leonard H. Nelson
Gwen L. Olson
Daniel F. Peterson
Alden C. Smith
Jeffrey F. Sparrow

4. Satisfactory provision has been made for vehicular, pedestrian and bicycle access at the north end of the park. The concept plan provides satisfactory vehicular and pedestrian/bicycle access into the park at the south end as well. We assume the Highway Department has adequately structured the existing structure beneath the Soo Line at the south end and that is is verified as adequate in width and structure.

5. The freeway is depressed where possible and grades to accomplish access, etc. are satisfactory.

6. The total park boundary depicted correctly includes the replacement lands identified in the Memorandum of Intent.

7. Restoration of the Air Reduction property, including total removal of the slag lime, and restoration of the present City property and the private gravel property and reclaimation of the three properties by suitable vegetation-supporting fill material and soil at elevations above the 100 year flood level are satisfactorily indicated.

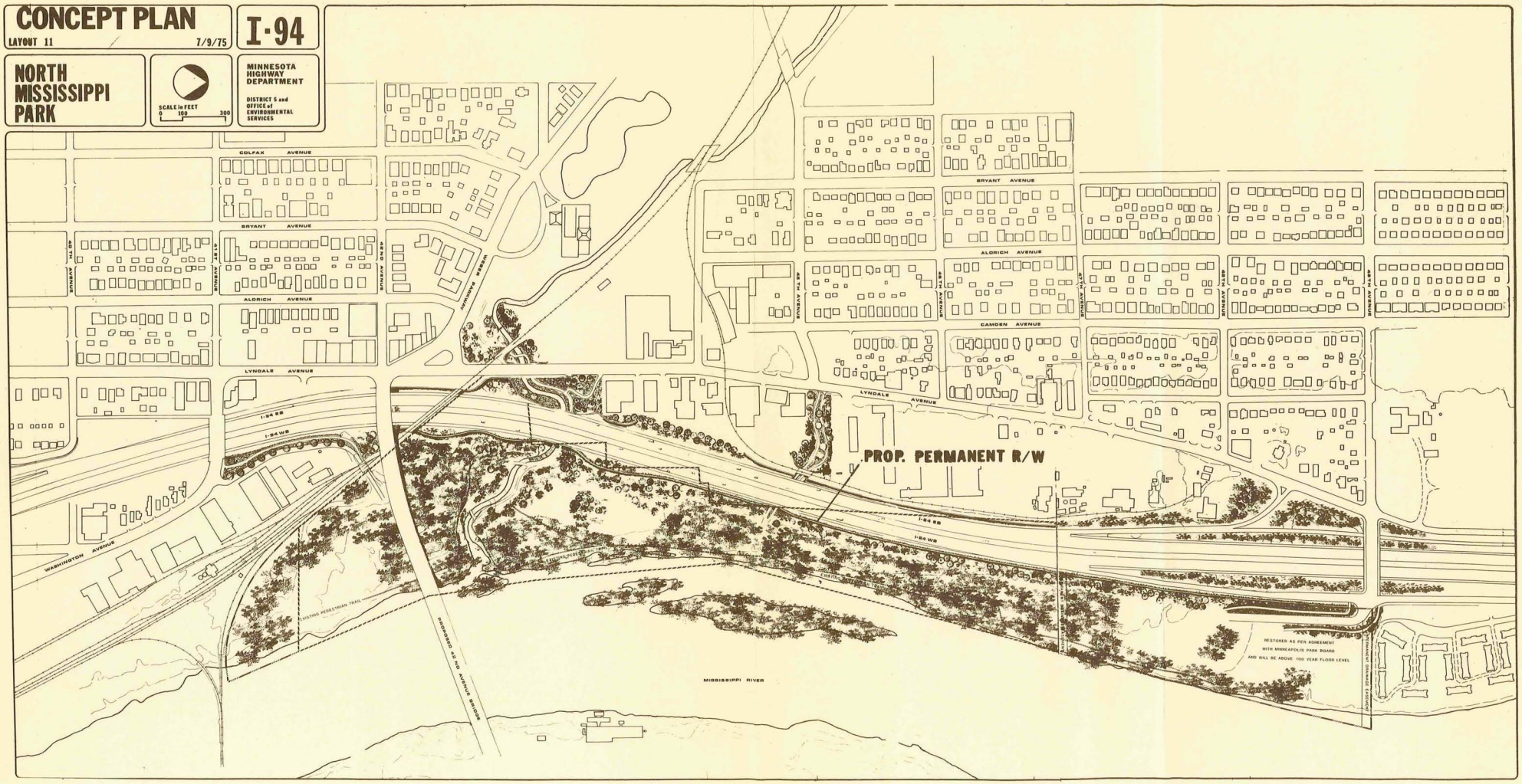
8. The location of the sound barrier is in accordance with the Memorandum of Intent.

The Minnesota Department of Highways is to be commended for its efforts to minimize the impact of I-94 on North Mississippi Park and Charles C. Webber Park. The concept design, is in keeping with the Memorandum of Intent. It is our clear understanding that detail design will follow for continued Park and Recreation Board approval should be given in order to assure ultimate success.

Sincerely,

Robert W. Ruhe
Superintendent

RWR:hj


CONCEPT PLAN
LAYOUT 11
7/9/75
I-94
NORTH MISSISSIPPI PARK
SCALE in FEET
0 150 300
MINNESOTA HIGHWAY DEPARTMENT
DISTRICT 5 and OFFICE of ENVIRONMENTAL SERVICES
COLFAX AVENUE
BRYANT AVENUE
ALDRICH AVENUE
LYNDALE AVENUE
CAMDEN AVENUE
BRYANT AVENUE
ALDRICH AVENUE
LYNDALE AVENUE
PROP. PERMANENT R/W
I-94 EB
I-94 WB
WASHINGTON AVENUE
EXISTING PEDESTRIAN TRAIL
PROPOSED 42 ND AVENUE BRIDGE
MISSISSIPPI RIVER
RESTORED AS PER AGREEMENT WITH MINNEAPOLIS PARK BOARD AND WILL BE ABOVE 100 YEAR FLOOD LEVEL

CITY OF MINNEAPOLIS

MINNEAPOLIS PARK AND RECREATION BOARD

STATE OF MINNESOTA DEPARTMENT OF HIGHWAYS

Memorandum of Intent

Re: Interstate 94 at
North Mississippi Park

MHD Layout 10

The following summarizes the position of the City of Minneapolis ( City ), the State of Mnnesota Department of Highways ( MHD ) and the Minneapolis Park and Recreation Board ( Park Board ) as to the MHD proposed Layout 10.

The Park Board agrees to convey in fee title to the MHD the necessary park lands as indicated for highway right-of-way on the MHD study copy North Mississippi Park I-94 Layout 10. The MHD will furnish the legal description.

The MHD will convey in fee title to the Park Board as replacement for park lands the following:

| Description | Approximate Acreage | Approximate Frontage |
|---|---|---|
| Parcel at south end of park and south of Camden Bridge ( Soo Line ) | 2.0 | 300 |
| Air Reduction Property, north and adjacent to park | 6.3 | 750 |
| Private Gravel Operation, north of park | 2.8 | 250 |
| TOTAL | 11.1 | 1,300 |

The City will convey to the Park Board subject to utility easement reservations the City owned property directly north of the Air Reduction property as follows:

| Description | Approximate Acreage | Approximate Frontage |
|---|---|---|
| City owned property north of park and adjacent to Air Reduction Property | 3.7 | 450 |

The nature of the replacement lands to the north of the existing park necessitates that the MHD remove the slaked lime and other inferior material and replace it with suitable soil. The MHD agrees to do so. Additional soil analyses will be taken by the MHD of adjacent land within 60 feet of the slaked lime area to analyze chemcial and pH effects to the adjacent soils and any adverse soils will be removed and replaced with suitable soils. The MHD further agrees to the placement of fill material at the option of the Park Board to reach elevations above the 100 year flood level as a part of the reclamation of the disturbed land to the north including that conveyed by the City.

The parties agree to the following modifications to be accomplished by the MHD:

1. Bridging, in place of a box culvert, to be incorporated over Shingle Creek at Lyndale Avenue and also at the interstate highway will be of sufficient height and width for uninterrupted bicycle and pedestrian access along the creek and into the park from the west.

2. The location for the necessary elevation changes of Shingle Creek to allow for pedestrian and bicycle access will be approved

by the Park Board. To accomplish these changes the Park Board will assist in obtaining all necessary permits from the Minnesota Department of Natural Resources.

3. Application for federal funds for park restoration as allowed under the Federal Highway Act will be made to minimize the impact of the highway on the park.

4. The public right-of-way acquired for 45th Avenue North will be used for pedestrians and bicycles to cross the Soo Line Railroad and I-94 into the park. It is desirable to avoid on-grade railroad crossing and it is preferable that the crossing be below or above grade at the railroad and in the form of a greenway, land bridge, over the freeway.

5. Provision will be made for vehicular, pedestrian and bicycle access at the north and south boundaries of the park.

6. The freeway will be depressed to the extent the water table allows and clearance is obtained over Shingle Creek.

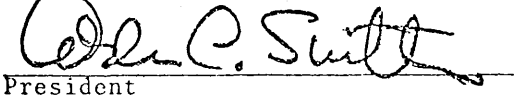
7. A form of landscape screening, acceptable to the Park Board, will be made on the river side of the freeway. The Park Board will maintain all screening on the park side.

The foregoing represents the understanding of the affected parties and each governmental unit agrees to expedite the work to be required to conclude this understanding including adoption of appropriate resolutions and the conveying of lands.

This Memorandum of Intent is herewith and hereby concurred in and agreed to by the affixing hereto the hereinafter signatures

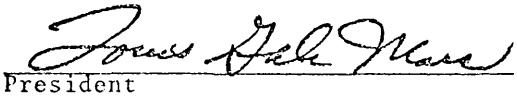
of those officials indicated.

The MINNEAPOLIS PARK AND RECREATION BOARD



President

The CITY COUNCIL OF THE CITY OF MINNEAPOLIS

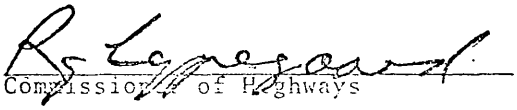


President

The MAYOR OF THE CITY OF MINNEAPOLIS

Mayor

The STATE OF MINNESOTA DEPARTMENT OF HIGHWAYS



Commissioner of Highways

# SECTION 4(f) STATEMENT

# PARKLANDS IN BROOKLYN CENTER

BROOKLYN CENTER PARKLANDS

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SECTION 4(f) STATEMENT


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## INTRODUCTION

This statement describes the proposed use of 5.47 acres of parkland in the City of Brooklyn Center, Minnesota, for the upgrading of existing I-94.

The upgrading proposed consists primarily of lane additions and interchange modifications along existing I-94 from near the Mississippi River westerly to T H 152. This proposed upgrading, about 1.8 miles in length, would use parklands for an interchange ramp and for noise abatement.

The proposed use of parklands in Brooklyn Center for the upgrading of I-94 is summarized as follows:

| 4(f) Lands | Size | I-94 Uses | Comments |
|---|---|---|---|
| Freeway Park | 5.75 acres | 0.3 acres for permanent right-of-way, 0.6 acres for slope easements. | This land is required to accommodate earth mounds for noise abatement. If noise abatement walls are used instead of mounds, no parkland use is necessary. |
| Central Park | 40 acres | 0.9* acres for permanent right-of-way, 1.23 acres for slope easements, and 0.6 acres of permanent drainage easement. | If highway noise is abated with walls instead of mounds, permanent highway right-of-way required could be reduced to 0.4 acres, with no slope easements required. The permanent drainage easement is proposed with either noise abatement alternative. |
| Shingle Creek Greenstrip | 26 acres | 1.82 acres for permanent right-of-way, 0.02 acres of slope easements. | The permanent right-of-way is required to construct an interchange between I-94 and Shingle Creek Parkway, a local collector street serving an industrial park. |

*permanent right-of-way requirements have changed from the 0.7 acres of the Draft 4(f) Statement to 0.9 acres. The additional acreage is necessary to accommodate the pedestrian crossing. All acreages are preliminary and subject to change as the detailed design progresses.

Total 4(f) land to be used is 5.47 acres of which 3.02 acres would be used for permanent highway right-of-way, 1.85 acres would be used for slope construction easements, and 0.6 acres would be used for a permanent drainage easement.

This statement describes several alternatives which would reduce or eliminate the need to use parklands for highway purposes. These alternatives are: alternative highway design, relocation of the highway, alternative noise abatement design, and a no-build alternative. These alternatives are discussed in pages 331 through 337.

It is proposed that the parklands used for the proposed construction be replaced with a 6.1 acre parcel adjacent to Central Park. Other proposed mitigation measures include provision for a pedestrian crossing of I-94, use of earth mounds to abate highway noise, and additional landscaping. These measures to minimize harm are discussed on pages 341-342.

Location public hearings were held on March 12, 1957, and on June 23, 1958. Location approvals by the FHWA were granted on August 25, 1958, and on May 31, 1960. The existing roadway facility was constructed in 1964-65.

Design public hearings on the proposed upgrading were held on April 24 and 25, 1972. The A-95 Clearinghouse Agency, the Metropolitan Council of the Twin Cities Area, approved the preferred alternative on May 30, 1973. Final approval by Brooklyn Center officials will be sought when final plans are completed; during development of the project, the city has been involved in all aspects of investigation and design.

## Purpose of Statement

This document is a Final Section 4(f) Statement discussing the usage of parklands in Brooklyn Center, Hennepin County, Minnesota for the proposed improvement of existing I-94. It is proposed to use a total of 5.47 acres from three parks: Freeway Park, Central Park, and Shingle Creek Greenstrip. Of the 5.47 acres, 3.02 acres would become permanent highway right-of-way, 1.85 acres would be used under a permanent slope easement and 0.6 acres would be affected by a permanent drainage easement.

This 4(f) Statement has several purposes, including:

documentation of appropriate consultation and coordination with the U. S. Department of the Interior, Agriculture, and Housing and Urban Development,

provision of information supporting a determination that there are no reasonable or prudent alternatives to the use of parklands, and,

provision of information demonstrating that all possible planning to minimize harm to 4(f) lands has been included in the highway proposal.

A Draft Environmental Impact Statement (DEIS) on the proposed highway improvements was sent to the Council on Environmental Quality (CEQ) on March 14, 1972. That statement is identified as FHWA-Mn-EIS-02-D. A Final Environmental Impact Statement (FEIS) for the segment was developed by the Minnesota Highway Department (MHD) in 1974, but was returned for correction of deficiencies with respect to coverage of Section 4(f) usage.

Two Draft Section 4(f) Statements - one covering proposed usage of parklands in Brooklyn Center, the other Minneapolis parklands - were circulated for comments in early 1976. Comments received through the review process were used in preparing the Final Section 4(f) Statements.

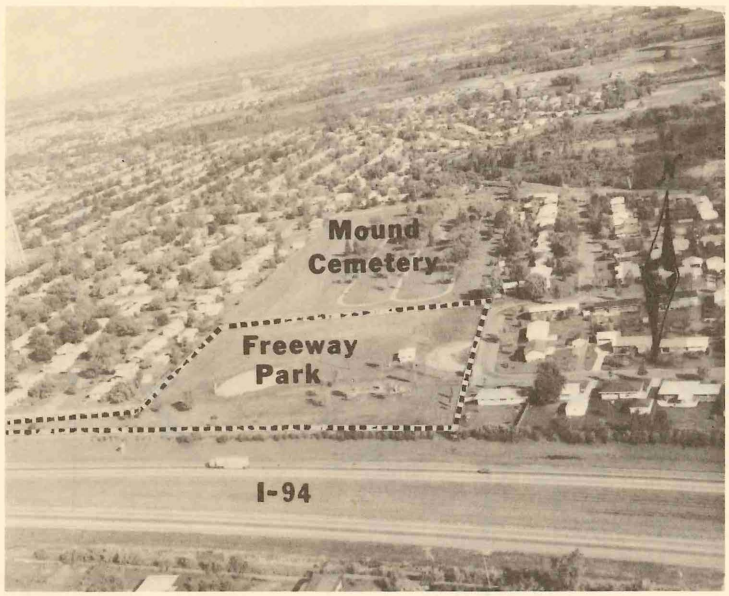
Coordination with Jurisdictional Agencies

The parklands are under the jurisdiction of the City of Brooklyn Center through the Brooklyn Center Department of Public Works - Parks and Recreation Division and the Brooklyn Center City Council. The Department has responsibility for planning, construction and maintenance of the parks with funding approved by the Council.

Meetings with the City and the Public Works staff have identified local concerns relating to parklands. Resolution of these concerns has been incorporated into the highway proposal.

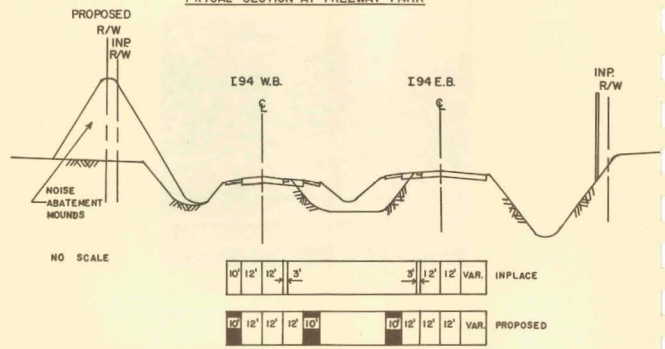
Representatives of the U. S. Department of Agriculture, the Department of the Interior--Bureau of Outdoor Recreation and the Department of Housing and Urban Development have field-reviewed the proposal with MHD and FHWA staff. None of these agencies have indicated that any potential problem areas exist.

# FREEWAY PARK



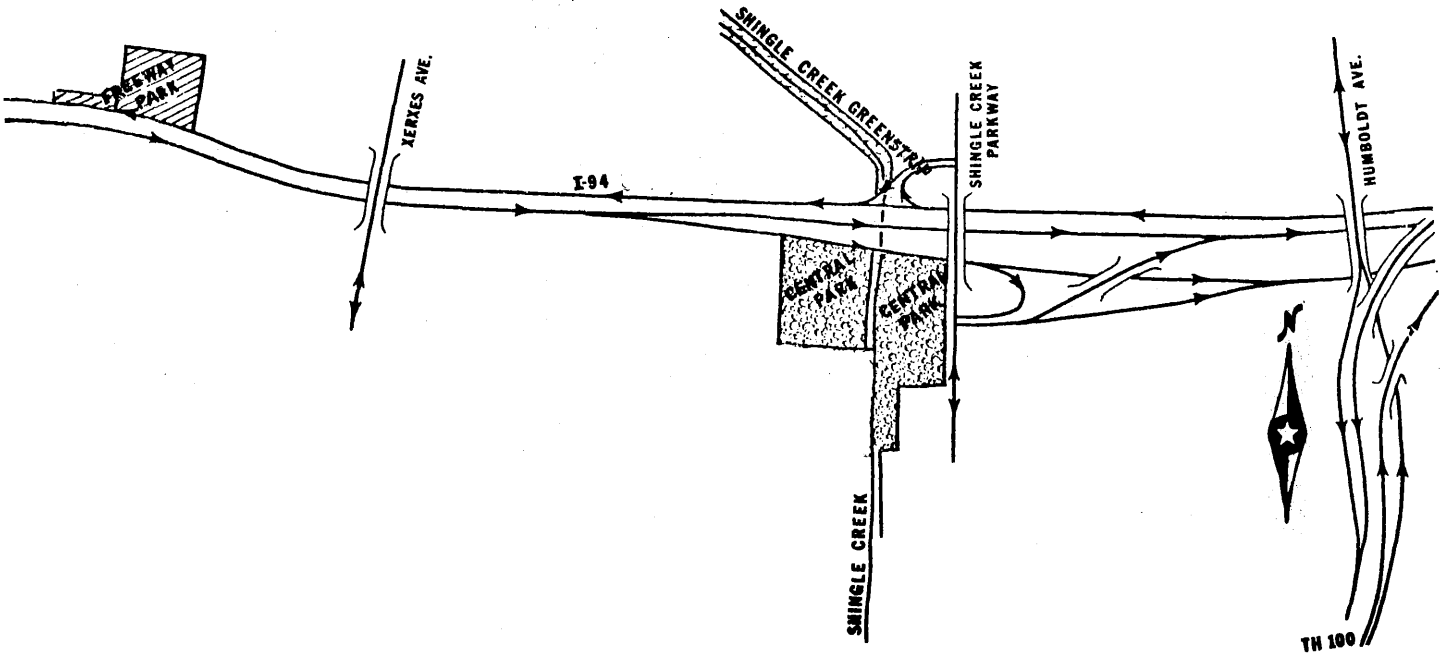

*FREEWAY PARK AND ITS SURROUNDINGS*

TYPICAL SECTION AT FREEWAY PARK



General 4(f) Land Information

For locational relationships among the parks discussed in this statement, see the map below:




FREEWAY PARK

Interrelationship with I-94

Freeway Park abuts existing I-94 at the westerly end of the proposed I-94 improvements. Inplace I-94 is a four-lane divided freeway past the park; proposed interchange modifications and construction easterly of the park include lane additions beginning just west of the park. It is proposed to use 0.9 acres of Freeway Park to construct noise abatement along I-94. 0.3 acres of the park would become permanent highway right-of-way and 0.6 acres would be used under a permanent slope easement.

Noise abatement for the parks will be provided as a part of the I-94 proposal because both present and predicted noise levels in Freeway Park exceed established standards for parkland use. The City has indicated a preference for noise abatement by earth mounds. Existing right-of-way is not sufficient for the construction of these mounds; thus, it is proposed to use land from Freeway Park to accommodate the mounds. It would not be necessary to use land from Freeway Park if walls were to be used instead of mounds to abate highway-generated noise.

Size and Location

Freeway Park is the most westerly of the affected Brooklyn Center parklands. The park is located north of I-94 and east of Trunk Highway (TH) 152. As the name implies, Freeway Park is located next to the freeway, I-94, which runs along its southern edge. On the east and west, the park is bordered by residential areas; on the north, Mound Cemetery forms the boundary.

Type of 4(f) Land

Freeway Park covers an area of 5.75 acres. Freeway Park is a neighborhood park-playground. For the purposes of applying Section 4(f), it is considered to be of local, but not state or national significance.

Activities and Facilities

Facilities existing in Freeway Park consist of a shelter building, playground apparatus, a softball diamond, parking spaces for several cars, and landscaping. In the winter, an outdoor ice skating area is provided.

Freeway Park is a grassy, semi-developed park. The terrain is generally level with a gradual slope from the park to I-94 which is slightly depressed past Freeway Park. Specimen trees were planted throughout the park by Brooklyn Center personnel several years ago. The I-94 right-of-way fence has also been landscaped along the highway side with Russian olive trees.

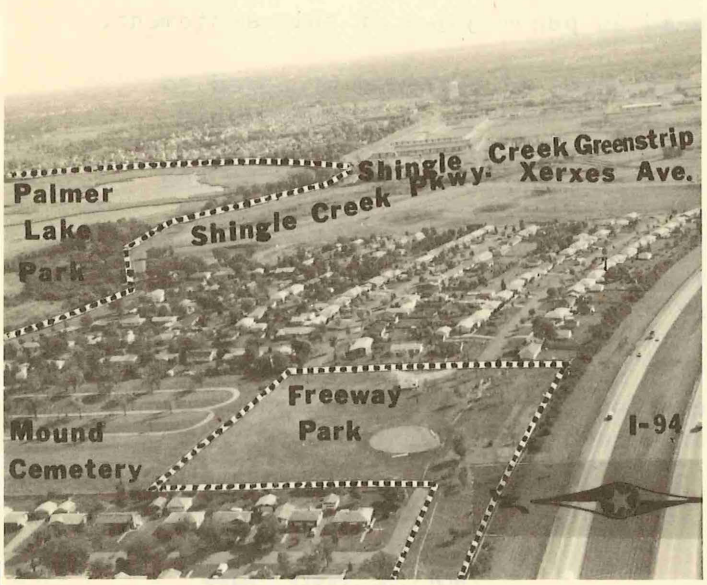
Supervised recreation programs are conducted on a regular basis and include both summer and winter activities.

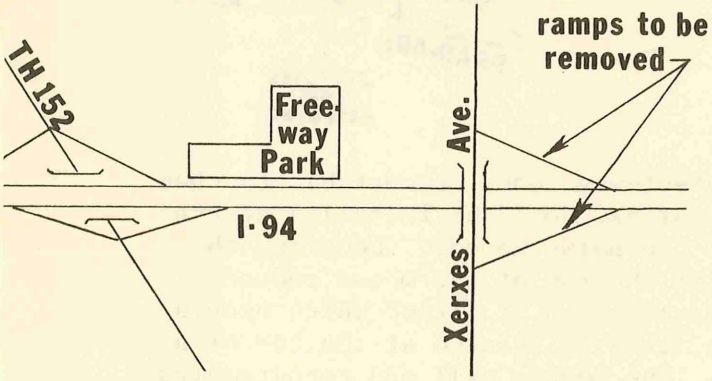
Long-range development plans for Freeway Park propose the addition of a wading pool, a hard-surfaced area for court games, additional playground apparatus, walkways and parking lot improvements. The I-94 upgrading will not interfere with any of the proposed park improvements.

Usage

No numerical estimates of Freeway Park usage are available. Freeway Park is a neighborhood park used by the residents in the immediate area of the park on the north side of I-94.

Relationship to Similarly Used Lands




Freeway Park is a neighborhood park-playground, and, as such, is not connected physically with other parklands, nor are there other similar recreational lands to be found in the immediate area. The nearest similarly used lands are in the Shingle Creek--Central Park area and at Palmer Lake. (See photo to the left for locations of these parks.

Access

Existing

Freeway Park does not have direct vehicular access from I-94. Vehicular access to the park is by local streets from the Xerxes Avenue and T.H. 152 interchanges. The Xerxes Avenue ramps will be removed under the proposed project, although the bridge over I-94 will remain. The nearest inplace pedestrian accesses for crossing I-94 to Freeway Park are at Xerxes Avenue (about 0.3 miles east of Freeway Park) and at the T.H. 152-94 Interchange (about 0.3 miles west of Freeway Park).

Proposed

Vehicular and pedestrian access to the park will not be changed by the proposed I-94 upgrading.

Ownership

Freeway Park is owned by the City of Brooklyn Center and is under the jurisdiction of the Parks and Recreation Division of the Department of Public Works.

There have been no federal or state funds used in either the acquisition of or improvements made to Freeway Park. There are no deed restrictions or reversionary clauses prohibiting the usage of the properties for other than park purposes.

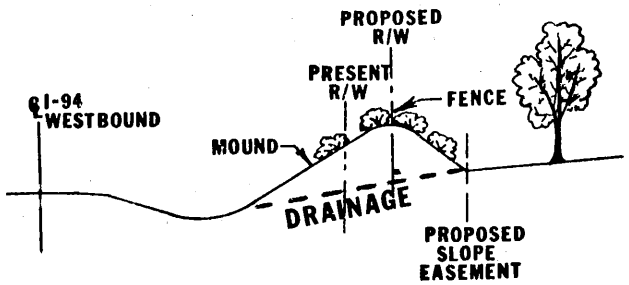
Freeway Park was developed by Brooklyn Center during the time I-94 was under construction, 1964 through 1965.

As a neighborhood park-playground, Freeway Park is unique in that it is the only such park serving the surrounding neighborhood north of I-94.

Location and Amount of Land to be Used

The land to be used from Freeway Park (0.9 acres) is for the purpose of accommodating noise abatement mounds. The City Council resolution approving the use of mounds is reproduced as pages 351-2 of this statement.

Of the 0.9 acres of parkland proposed to be used for the mounds, 0.3 acres would become permanent highway right-of-way. This 0.3 acres would be comprised of the slope of the mounds facing the highway. The park-side of the mounds, the remaining 0.6 acres, would be used under a slope easement arrangement but would remain park property. The easement would prohibit removal of the mound or alteration of the top elevation without the concurrence of the Minnesota Highway Department.




A right-of-way fence, comparable to that now existing, would be installed at the top of the noise mounds. Locating the fence at the top of the mound reduces the accumulation of litter which occurs when a fence is located at the toe of a slope. The mounds will add topographical variety to the park, for there are no hills in Brooklyn Center. Landscaping on both sides of the mound will be financed by highway funds. An area on the park side will be left open for a winter sliding area.

The affected portion of the park is shown on the pullout map, page 302 .

Facilities Affected

The proposed I-94 noise abatement mound will require the removal and replacement of existing plantings, consisting of several small evergreens, near the I-94 right-of-way fence. The proposed mound will not displace any other inplace facilities and will not interfere with any of the improvements proposed for the park.

Other Physical Effects on Freeway Park

air

An air quality analysis has been made for Freeway Park using the EPA HIWAY dispersion model and worst case meterological conditions. Carbon monoxide concentrations* have been predicted based on traffic projections for 1980, 1985 and 1990 as:

| | 1-hour | 8-hour |
|---|---|---|
| 1980 | 8.8 ppm | 5.4 ppm |
| 1985 | 7.0 ppm | 4.2 ppm |
| 1990 | 4.8 ppm | 2.9 ppm |

Minnesota air quality standards are 30 parts per million (ppm) of carbon monoxide for a 1-hour period and 9 ppm over an 8-hour period. Federal air quality standards for carbon monoxide limit concentrations to 35 ppm over an 1-hour period and 9 ppm for an 8-hour period. All standards are not to be exceeded more than once a year.

noise

Existing noise levels in the park range from 69 to 73 dBA. It is anticipated that without abatement, noise levels would increase five to nine decibels. With abatement as proposed, noise levels will be reduced about five decibels from present levels.

water

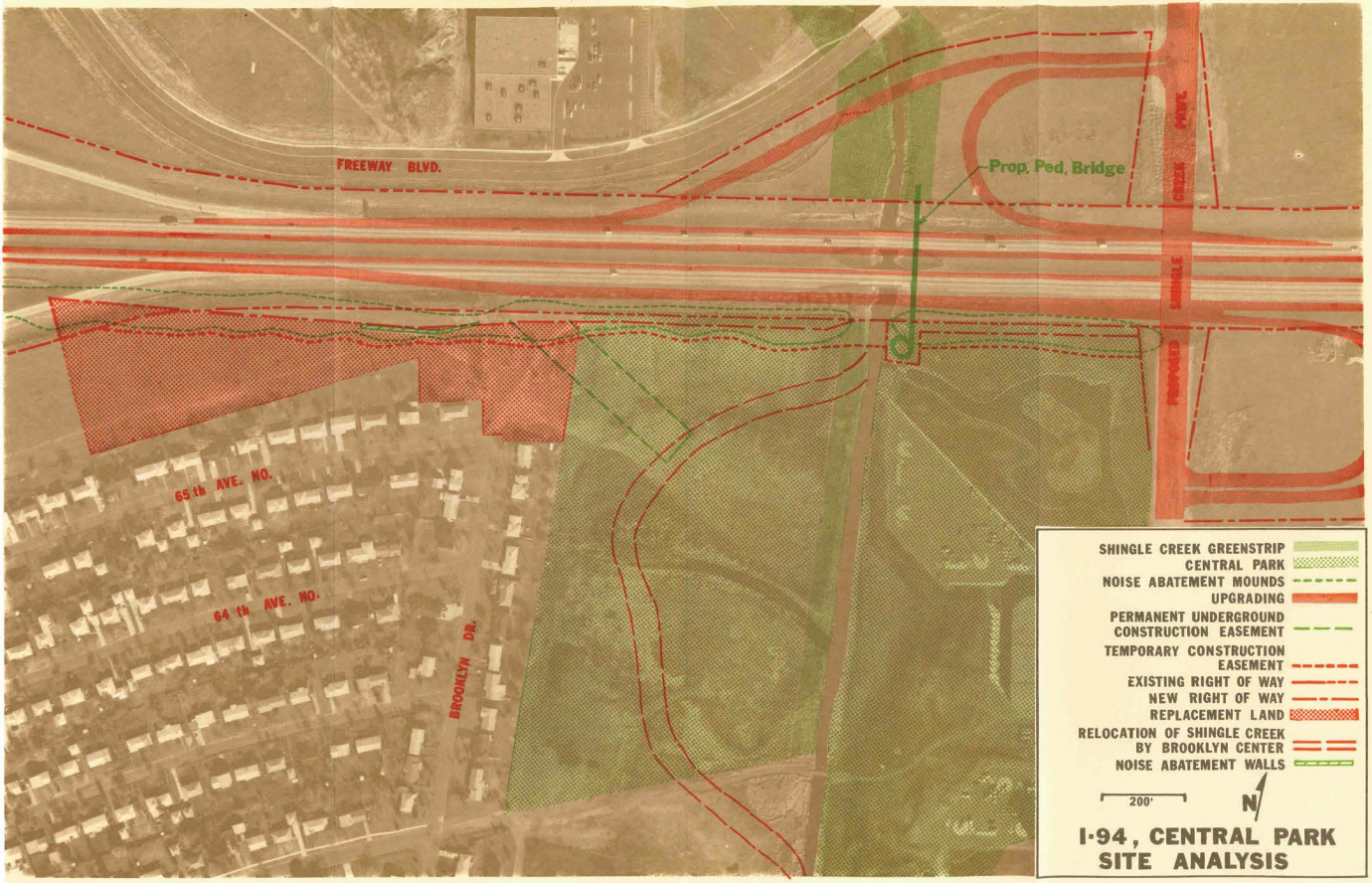
Existing water quality will not be significantly altered by the placement of noise abatement mounds between I-94 and Freeway Park. Existing drainage patterns will be perpetuated by means of drainage conduits carrying runoff from the park to the inplace I-94 ditches.

A possible source of short-term water quality degradation is runoff from the exposed slopes during construction. Seeding of exposed slopes with rapidly germinating grasses, mulching, and use of settling ponds to retain construction runoff are all effective methods of reducing water quality degradation during construction.

*These figures differ from those in the Draft 4(f) Statement because background CO concentrations were not available at the time that the Draft 4(f) Statement was issued and were not included in the projected CO concentrations.

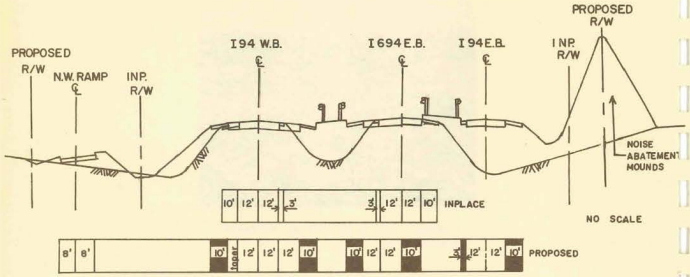
# CENTRAL PARK

*CENTRAL PARK AREA LOOKING NORTHWEST TOWARD I-94*

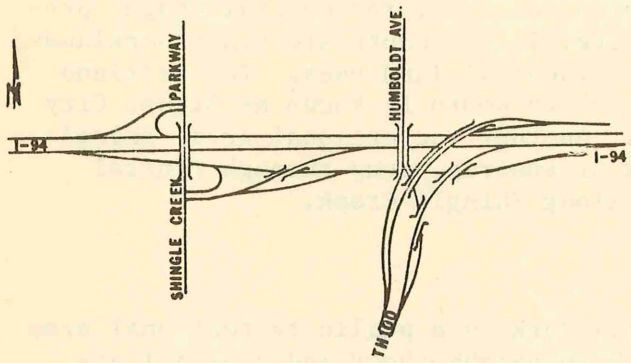



# I-94, CENTRAL PARK SITE ANALYSIS

TYPICAL SECTION AT CENTRAL PARK & SHINGLE CREEK GREENSTRIP



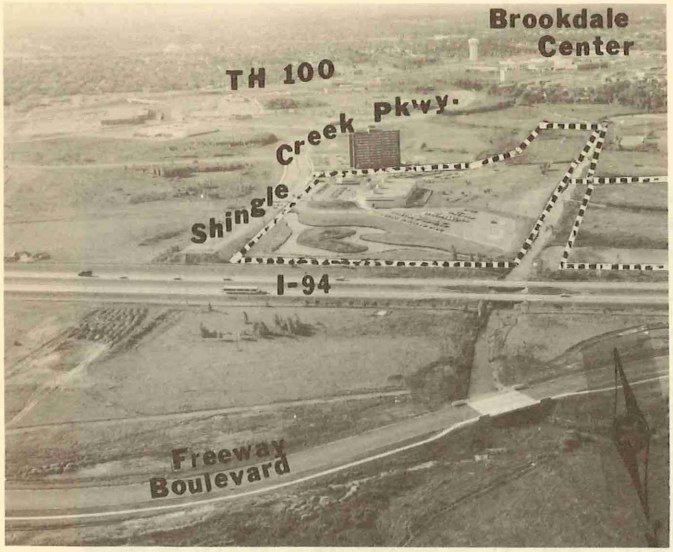
## Interrelationship with Highway



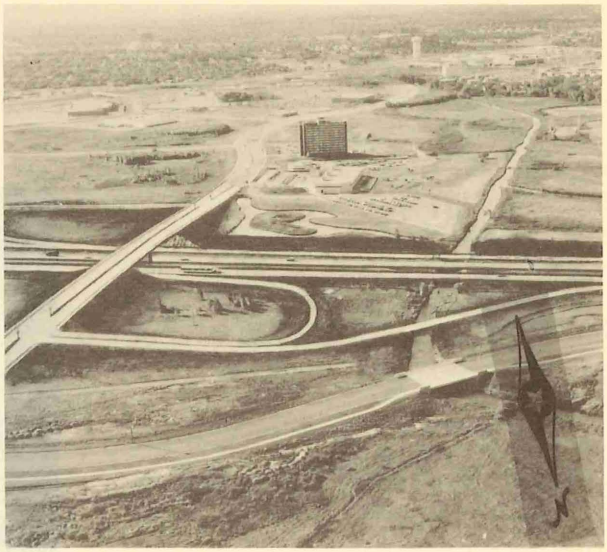

*PROPOSED INTERCHANGES*
*I-94, TH 100, & SHINGLE CREEK PARKWAY*

Central Park is located along I-94 at an area where I-94 will be widened to allow for modification to the TH 100 interchange and construction of an interchange with Shingle Creek Parkway, a collector road. (See inset, left, for the proposed interchange geometrics.)

In its present configuration, I-94 is a four-lane divided freeway past Central Park. Under the proposed upgrading, I-94 past Central Park will have two through lanes in each direction, plus auxiliary lanes along the westbound roadway and a collector-distributor road parallel to the eastbound roadway. The existing geometrics and the proposed configuration for I-94 past Central Park are shown on page 310 on the pullout map. Also shown is a typical cross-section of proposed I-94.




*CENTRAL PARK WITH EXISTING I-94*



*CENTRAL PARK WITH I-94 UPGRADED AS PROPOSED*

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STATE OF MINNESOTA

## Size and Location

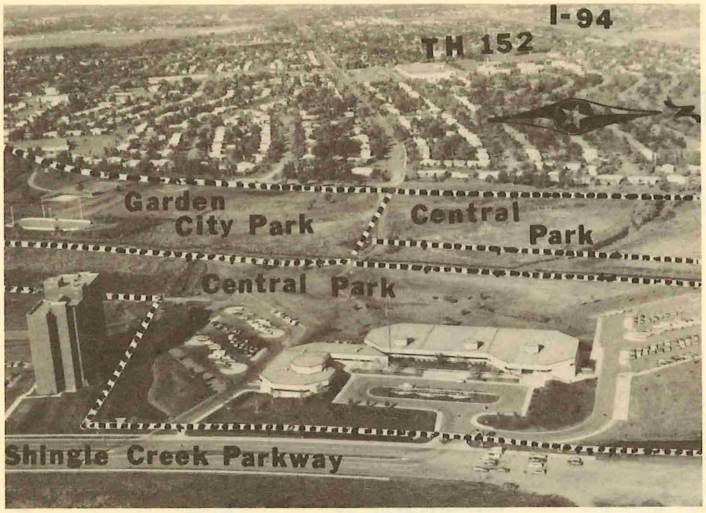
Central Park is located south of I-94 in Brooklyn Center, one of the first tier of suburbs north of Minneapolis. Total size of the Park is about 40 acres.

I-94 forms the northern boundary of Central Park. Industrial, residential, and commercial usages border the park on the east, while on the west, residential usages predominate. To the south are other parklands and residential land uses. The parkland area to the south is known as Garden City Park. Another recreational area, Shingle Creek Greenstrip, runs through Central Park along Shingle Creek.

## Type of 4(f) Land

Central Park is a public recreational area with both neighborhood and regional attraction. The open-space area is used primarily by neighborhood residents, while the Brooklyn Park Civic Center features activities that are often regional in attraction. For the purpose of applying Section 4(f), it is considered to be of local, but not of national or state significance.

*Central Park and surroundings. The roadway in the foreground is Shingle Creek Parkway.*



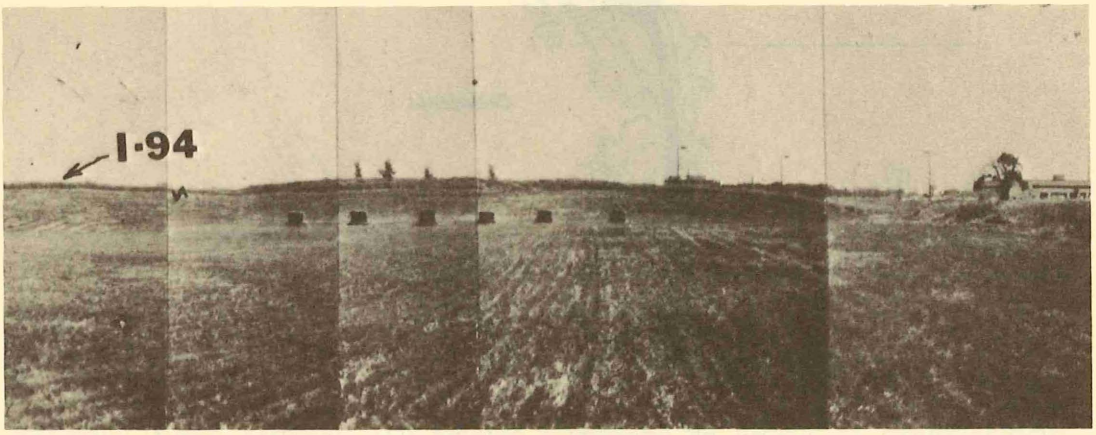

*Development in Central Park. Buildings in foreground are Brooklyn Center Civic Center and City offices. The high-rise is residential.*

Central Park was dedicated to the City in 1968 by the developers of the adjacent industrial park. Landscaping and related earthwork near I-94 were begun in 1971. I-94 past Central Park was opened to traffic in 1968.

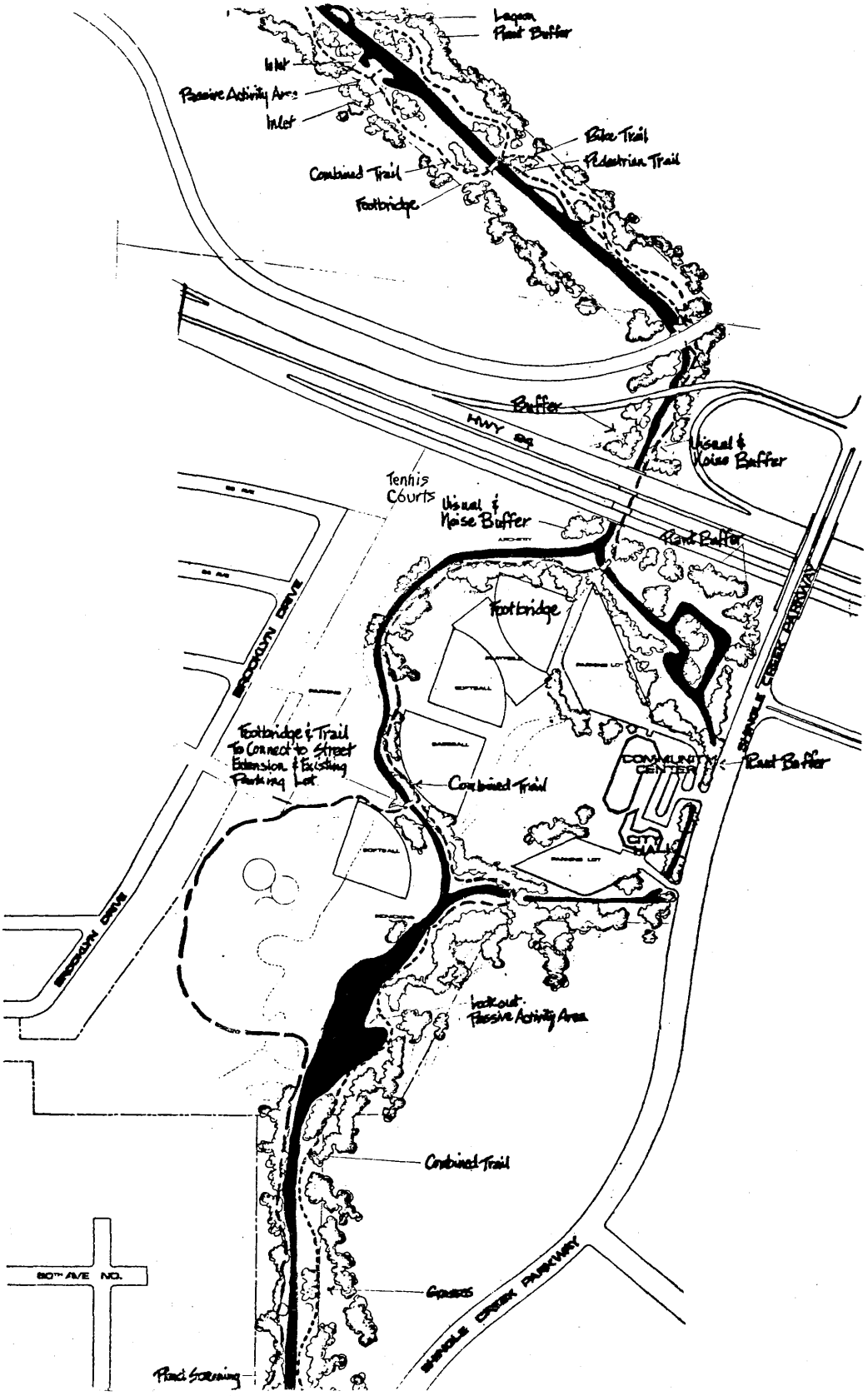
Available Facilities and Activities

Improvements in Central Park include an archery range located south of I-94 and west of Shingle Creek, bicycle trails crossing the Park in various directions, and landscaping along part of Shingle Creek.

The Brooklyn Center Civic Center is located in the southeast portion of the Park. The Civic Center contains the city's administrative offices, the fire and police departments, parking lots and recreational facilities including a large indoor swimming pool, ping-pong and pool tables, a darkroom and meeting facilities. Shingle Creek Parkway provides access to the Civic Center.




*INPLACE ARCHERY RANGE IN CENTRAL PARK*




*IMPROVEMENTS PROPOSED BY BROOKLYN CENTER FOR CENTRAL PARK, SHINGLE CREEK GREENSTRIP, AND GARDEN CITY PARK. FROM: "RECOMMENDATIONS FOR THE UTILIZATION OF THE SHINGLE CREEK GREENBELT," JULY 19, 1972, BY BRAUER AND ASSOCIATES, INC.*

Planned Development of Central Park

Brooklyn Center's plans for developing Central Park include the following improvements:

A minimum of two (eight maximum) tennis courts.

One baseball diamond and two softball diamonds, all lighted for nighttime use.

Two football fields, superimposed over the softball fields.

An outdoor theater and bandshell.

Picnic groves along Shingle Creek.

Rerouting of Shingle Creek to create a more "natural" alignment. Shingle Creek is a designated county ditch, and is at present completely straight through Central Park. Brooklyn Center plans to reroute the creek to a meandering alignment to simulate a more natural setting.

Landscaping.

A drawing depicting some of the proposed improvements is opposite.

Usage

The swimming pool and other recreational facilities in the Civic Center receive extensive usage and draw patrons not only from Brooklyn Center but also from other north suburban communities. The remainder of the Park receives casual usage by bicyclists, hikers, and observers of nature.

Relationship to Other Similarly Used Lands

Garden City Park is adjacent to the southern limits of Central Park. This is shown on the photos.on pages 312-313.

Garden City Park, approximately 18 acres in size, functions as a playground, while Central Park has both open space and highly organized activities available.

In addition, another park runs through the center of Central Park, from north to south. This other park is Shingle Creek Greenstrip. Brooklyn Center desires to keep the Greenstrip in as natural a state as feasible, so the Greenstrip serves as an open space area. In its development planning for Central and Garden City Parks and Shingle Creek Greenstrip south of I-94, the city has treated the three areas as one. The relationship and effect of I-94 on the Greenstrip is discussed on page 323.

Access

Pedestrian

Existing

Pedestrian access to Central Park is presently available from the Brooklyn Center Civic Center and also from Brooklyn Drive (which runs parallel to the west side of Central Park), at 63rd Avenue North and again just south of I-94. (See pullout map.) Shingle Creek Parkway provides both vehicular and pedestrian access to the Civic Center.

Proposed

Sidewalks will be built along the Shingle Creek Parkway bridge over I-94 that is proposed under the upgrading plan. Also to be included in the upgrading project is a pedestrian crossing of I-94 in the immediate vicinity of Shingle Creek. This pedestrian facility will link the north and south portions of the pedestrian/bicycle/snowmobile trail which will follow Shingle Creek.

Vehicular

There is presently no direct access to Shingle Creek Parkway from I-94. At present, a half diamond interchange permits westbound I-94 traffic to exit at Xerxes Avenue and get to Central Park via local streets. The elimination of the interchange of Xerxes Avenue with I-94 will alter vehicular access to Central Park from I-94. The access to the Civic Center will instead be via the proposed Shingle Creek Parkway interchange and would have the desirable effect of removing non-local vehicles from residential streets.

Other vehicular access points to Central Park will not be changed by the proposed upgrading.

Ownership and Restrictions

Central Park is owned by the City of Brooklyn Center and is under the jurisdiction of its Public Works Department's Division of Parks and Recreation. There are no deed restrictions or reversionary clauses which would prohibit the use of land from Central Park for the proposed highway purposes. There have been no state or federal funds used in the acquisition of or development of Central Park. Central Park was acquired by Brooklyn Center in December, 1968, from the developer of the adjacent industrial park.

Unusual Characteristics

There are no unique physical or vegetative characteristics of Central Park which either reduce or enhance its potential as recreational land. However, Central Park (along with Garden City Park and Shingle Creek Greenstrip) is an open space area within a larger area that is rapidly developing industrially and commercially. Development of the surrounding residentially zoned land is virtually complete.

Location and Amount of Land to be Used

It is proposed that approximately 0.7 acres of permanent right-of-way be acquired from Central Park, along with 1.23 acres of temporary easement and 0.6 acres of drainage easements. This acreage is necessary only if highway-generated noise is abated by earth mounds. If walls are to be used, instead, land used from Central Park would be 0.2 acres of permanent right-of-way, and no land used for construction easements. In either case, 0.6 acres would be used for drainage easements.

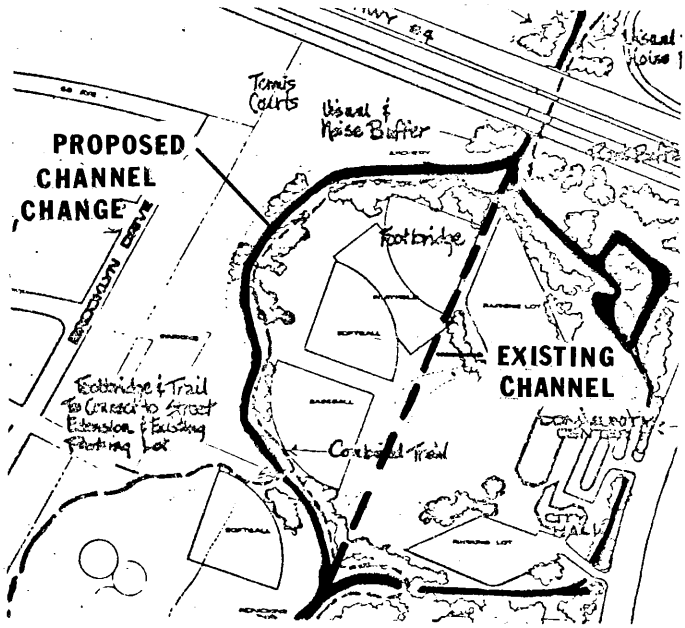
The land required for highway purposes is shown on the pullout map, on page 310.

Facilities Affected Existing

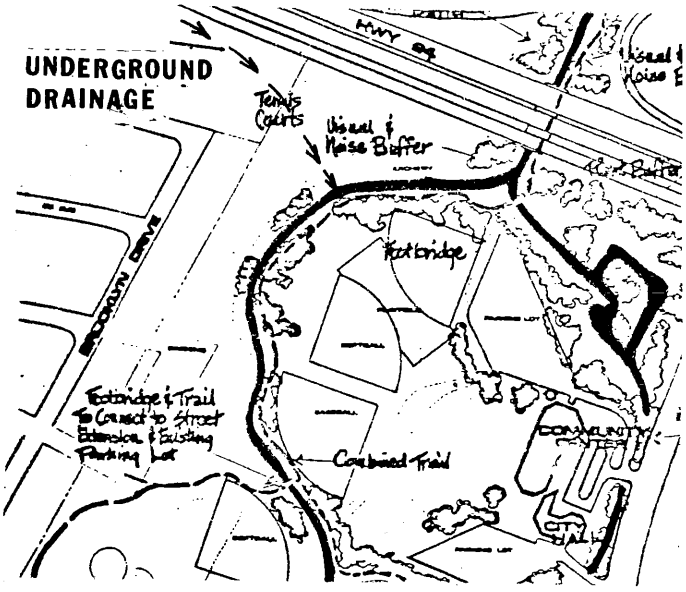
Construction of mounds for noise abatement would require removal and replacement of lilac trees planted by Brooklyn Center along the I-94 right-of-way fence.

The proposed noise abatement mounds encroach on an archery range, located just south of the present I-94 right-of-way line. (See pullout map for location of this archery range.) Development plans for Central Park propose elimination of this archery range.

Proposed




Brooklyn Center's development plan for Central Park proposes tennis courts and trails near I-94, and a new channel for Shingle Creek to improve the aesthetic quality of the creek. This channel change is not a part of the I-94 proposal. The channel change is planned for construction by the City in 1976 and will change the course of the Creek approximately as shown to the left.




I-94, at present, is drained by ditches paralleling the highway and emptying into Shingle Creek. It is proposed, as a part of the upgrading of I-94, to drain water from I-94 through underground culverts outletting into Shingle Creek. The proposed alignment for the underground system would pass under Brooklyn Center's planned tennis courts and would require a permanent easement on 0.6 acres of parkland. This proposal is shown to the left.

If the channel change is not constructed as proposed, I-94 drainage will be carried in an underground system within existing highway right-of-way. This alternative is discussed further on pages 334-335.

Other Effects

Air Quality

An air quality analysis for Central Park has been made using the EPA HIWAY dispersion model and worst case meteorological conditions. Carbon monoxide concentrations* have been predicted, based on traffic projections for 1980, 1985, and 1990, as:

| | 1-hour | 8-hour |
|---|---|---|
| 1980 | 9.2 ppm | 5.4 ppm |
| 1985 | 7.2 ppm | 4.4 ppm |
| 1990 | 5.0 ppm | 2.9 ppm |

Minnesota air quality standards are 30 ppm of carbon monoxide for a 1-hour period and 9 ppm over an 8-hour period. Federal air quality standards for carbon monoxide limit concentrations to 35 ppm for a 1-hour period and 9 ppm over an 8-hour period. All standards are not to be exceeded more than once a year.

Noise Levels

Ambient noise levels within Central Park range from 60 to 81 dBA. Without abatement, a slight increase in noise levels is anticipated. With abatement as proposed, predicted noise levels would be reduced 6 to 14 dBA.

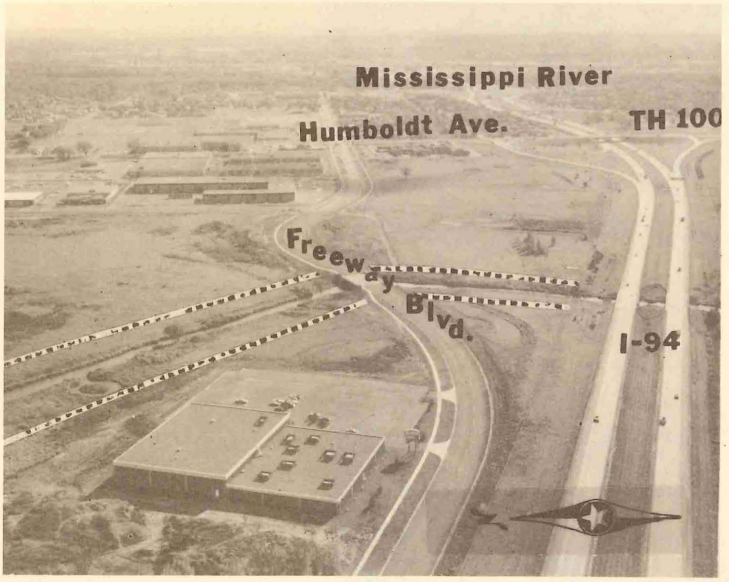
Water Quality

An analysis of potential effects on Shingle Creek from upgrading I-94 has revealed the following:

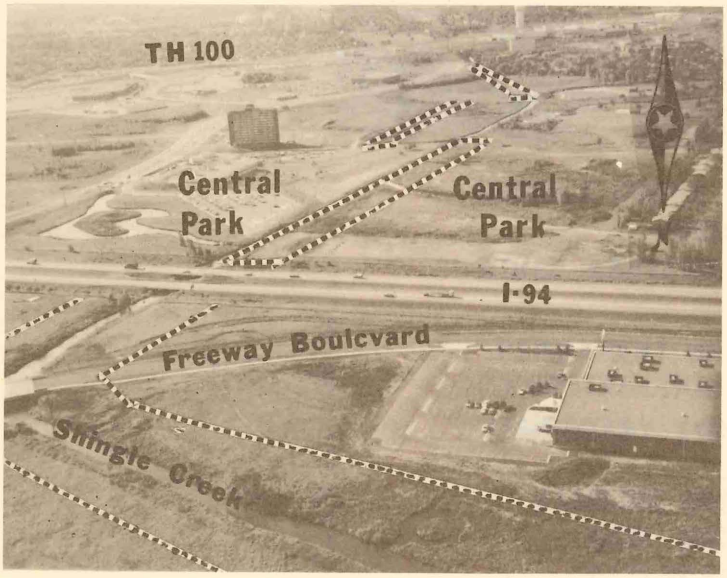
| Potential Source of Water Quality Degradation | Comments |
|---|---|
| Run-off from exposed slopes during construction | Temporary erosion control measures such as berms, dikes, mulches, and sediment basins are effective in maintaining water quality. |
| Run-off contaminated with deicing chemicals from the completed roadway after construction | The majority of deicing chemicals enter a stream during the spring of the year when the stream has its highest flow rate. This insures rapid mixing and dilution and the existing water quality will not be appreciably altered. |
| Chemical spills from roadway accidents | A procedure to contain chemical spills will be established. |

*These figures differ from those in the Draft 4(f) Statement. Background CO concentrations were not available at the time that the Draft 4(f) Statement was issued and were not included in the projected CO concentrations.

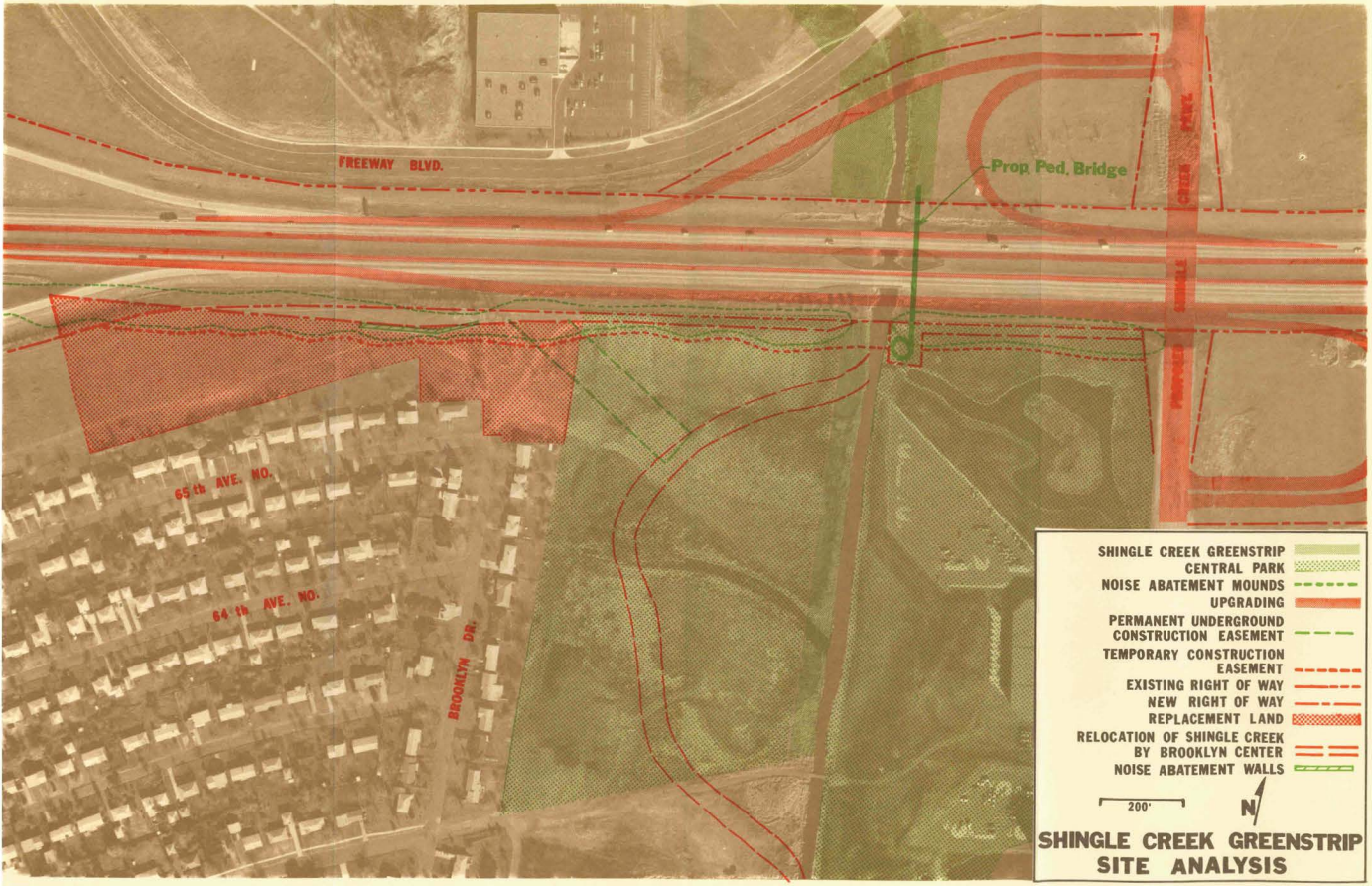
# SHINGLE CREEK GREENSTRIP




*SHINGLE CREEK GREENSTRIP NORTH OF I-94*




*SHINGLE CREEK GREENSTRIP, LOOKING SOUTH*


FREEWAY BLVD.
Prop. Ped. Bridge
SHINGLE CREEK
65th AVE. NO.
64th AVE. NO.
BROOKLYN DR.
SHINGLE CREEK GREENSTRIP
CENTRAL PARK
NOISE ABATEMENT MOUNDS
UPGRADING
PERMANENT UNDERGROUND CONSTRUCTION EASEMENT
TEMPORARY CONSTRUCTION EASEMENT
EXISTING RIGHT OF WAY
NEW RIGHT OF WAY
REPLACEMENT LAND
RELOCATION OF SHINGLE CREEK BY BROOKLYN CENTER
NOISE ABATEMENT WALLS
200'
N
SHINGLE CREEK GREENSTRIP
SITE ANALYSIS

## SHINGLE CREEK GREENSTRIP

### Interrelationship of I-94 and Shingle Creek Greenstrip

Shingle Creek Greenstrip runs north-south through Brooklyn Center from Palmer Lake to the Brookdale Shopping Center. The Greenstrip is crossed laterally by I-94, Freeway Boulevard, Shingle Creek Parkway, and 69th Avenue North.

Shingle Creek Parkway functions as a collector street and serves the industrial park being developed north of I-94 and the industrial park-commercial center and the Brooklyn Center Civic Center south of I-94. The Parkway was built in the early 1970's by the City using local funds. The Parkway is complete both north and south of I-94; the only construction remaining is in the area of the proposed interchange with I-94. The proposed westbound I-94 on-ramp would cross and use 1.82 acres from Shingle Creek Greenstrip.

### Size and Location

Shingle Creek Greenstrip is a linear park consisting of undeveloped land along both sides of Shingle Creek in Brooklyn Center. The Greenstrip extends from Palmer Lake on the north (where the Greenstrip is nearly 300 feet wide) to near the Brookdale Shopping Center area and County Road 10 on the south. The Greenstrip is approximately 100 feet wide at this southern end. (See the pullout map, page 322, for the location of the Greenstrip and its relationship to surrounding land uses.)

Total size of the Greenstrip is about 26 acres. No improvements have been made to the Greenstrip in the area of I-94. Maintenance, such as grass cutting, is held to a minimum.

North of I-94, Shingle Creek Greenstrip runs through an industrial park. South of I-94, the Greenstrip is bordered by other parklands (Central Park and Garden City Park) and commercial and multiple residential usages.

Shingle Creek runs from Eagle Lake in Maple Grove, northwest of Minneapolis, to the Mississippi River in northern Minneapolis. Between Palmer Lake and northern Minneapolis, the channel of Shingle Creek has been straightened to suit land development. From Palmer Lake to the southern limit of Brooklyn Center, Shingle Creek is a designated county ditch.

Type of 4(f) Land

Shingle Creek Greenstrip is a publicly owned recreational area intended for casual usage by hikers, bicyclists, nature-watchers, snowmobilers, and cross-country skiers. For the purposes of applying Section 4(f), it is considered to be of local but not of state or national significance.

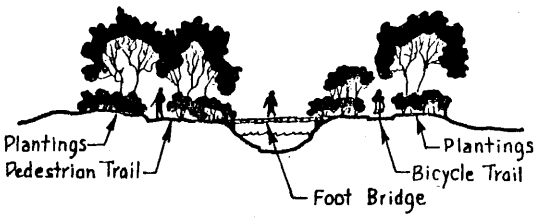
Activities and Existing Facilities

The Greenstrip, in its present condition, provides a linear, publicly owned recreational corridor from near the Brookdale Shopping Center area north to Palmer Lake. The activities available at present are those involved with observing the Creek and wildlife and vegetation found along the Creek. The grass and willow cover along the Creek is sufficiently dense to provide possible nesting cover for waterfowl as well as other bird species.

*SHINGLE CREEK WITH I-94 IN THE BACKGROUND*

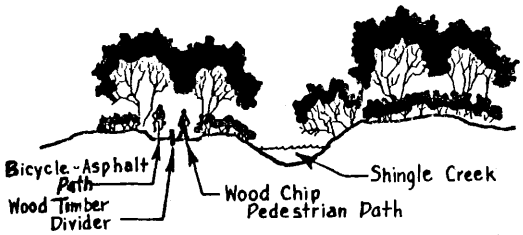
Neighborhood children fish in Shingle Creek. Although the creek receives runoff from bordering development, there are rough fish to be found in the Creek. The proposed I-94 upgrading will affect neither the amount of nesting cover for waterfowl nor the ability of the Creek to support rough fish.

## Facilities Planned




*SEPARATED BICYCLE AND PEDESTRIAN TRAILS*

A report with recommendations for the development of the Shingle Creek Greenstrip was prepared for the City of Brooklyn Center in 1972 by the consulting firm of Brauer and Associates. The recommended plan encourages the city to develop a series of bike and pedestrian trails within the Greenstrip. It was also recommended that the Greenstrip be left in a near natural state but be supplemented with additional tree plantings. Conceptual typical sections from the City's development plan of the recommended improvements to the Shingle Creek Greenstrip are shown to the left.




*COMBINED BICYCLE AND PEDESTRIAN TRAILS*

An integral part of the development plan for the Shingle Creek Greenstrip is eventual realignment of Shingle Creek to follow a more "natural" looking channel. The proposed channel change is shown on the map on page 318.

The development study referred to above points out that urbanization and development will undoubtedly increase along the Greenstrip. The impact of the development on adjacent land could adversely affect the character of the open space area. The linear nature of the Greenstrip makes it very dependent on adjacent development to maintain the open space characteristics by appropriate setbacks and landscaping. Much of the area surrounding the Greenstrip has been zoned industrial and is presently being developed as industrial/office space; consequently, increased water runoff and physical and visual intrusion are areas of concern. To date, zoning restrictions and set-back requirements have been successful in limiting visual encroachment onto the Greenstrip.

## Usage

Shingle Creek Greenstrip is used by bicyclists, hikers, snowmobilers, nature watchers and juvenile anglers. Because of the informal nature of these recreational activities, there are no accurate numerical counts of usage, although Brooklyn Center estimates daily usage at several hundred.

Ownership and Restrictions

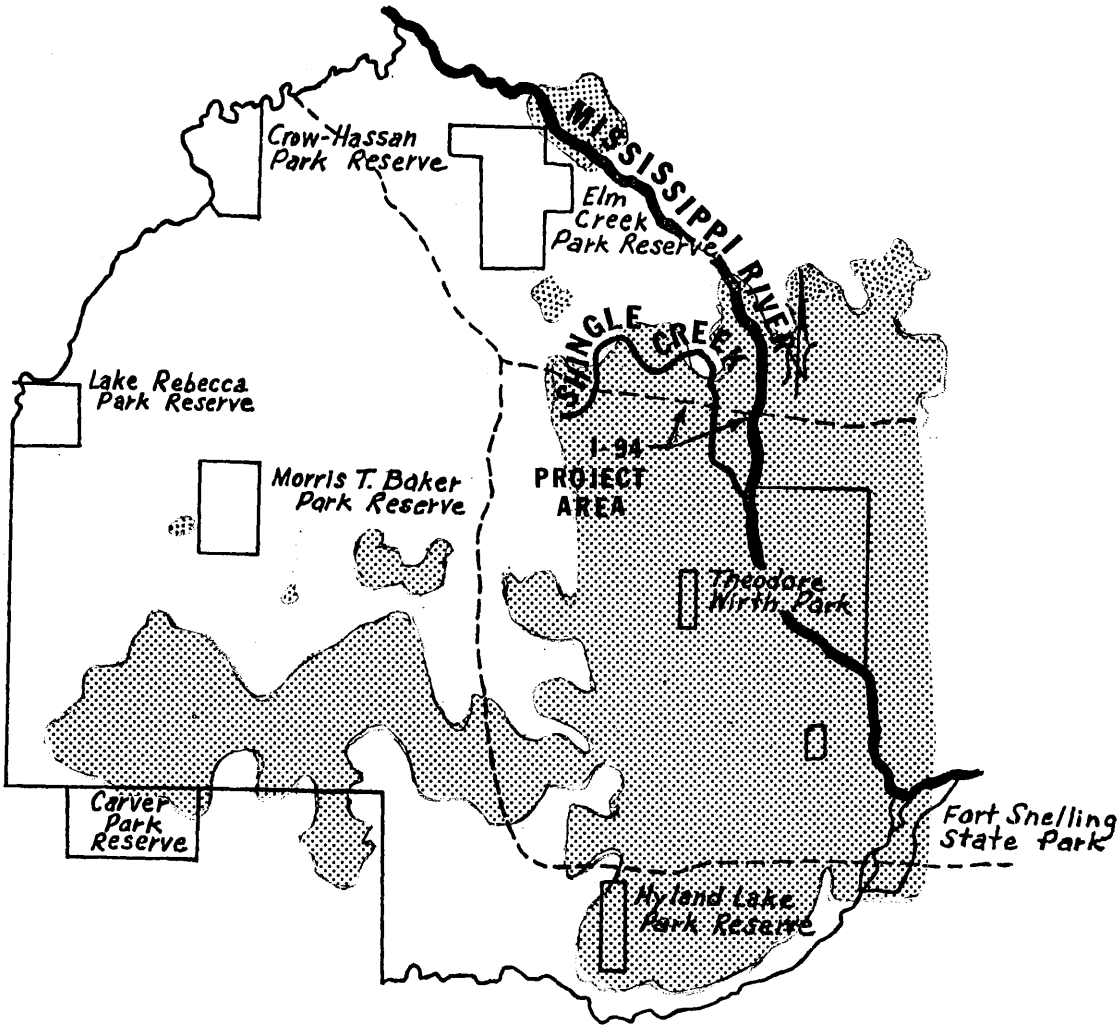
Shingle Creek Greenstrip was acquired by the City of Brooklyn Center in December, 1968. There have been no state or federal funds used in either the acquisition of or development of Shingle Creek Greenstrip, and there are no known deed restrictions or reversionary clauses applicable to proposed highway usage of part of the Greenstrip, Control of the Greenstrip rests in the City of Brooklyn Center and its Parks and Recreation Division of the Department of Public Works.

Unusual Characteristics

Shingle Creek Greenstrip borders Shingle Creek; as such, parts of the Greenstrip are subject to inundation at times of Spring high waters. This characteristic that periodically limits usage of portions of the Greenstrip is what makes it unique - the presence of the Creek. Although there have been no unusual vegetative species or varieties of wildlife identified in the Greenstrip, its presence as an undeveloped area in the midst of a rapidly developing community is unique.

Relationship to Other Similarly Used Lands

The Shingle Creek Greenstrip Trailway will be compatible with a trail system proposed by the Hennepin County Park Reserve District. The proposed Hennepin County Multi-Use Trail System (opposite) is designed to link the various Hennepin County Park Reserves with multi-purpose trails. Actual construction of the trails is at the discretion of the municipalities through which the trails would pass. The proposed Shingle Creek Greenstrip trail would, then, become a part of a trail leading from the Mississippi River to the Elm Creek Park Reserve.




*Park areas to be connected by proposed Hennepin County multi-purpose trail system. Shaded areas indicate urban areas in 1973 as defined by the Metropolitan Council of the Twin Cities Area.*

Access,
Existing—
Vehicular

Vehicular access to the Shingle Creek Greenstrip is afforded at several locations: at 69th Avenue North (south of Palmer Lake - the north end of the Greenstrip), at County Road 10 (at the south end of the park), and within the Greenstrip at two points, Shingle Creek Parkway and Freeway Boulevard. (See the Shingle Creek Greenstrip pullout map for the location of the access points.)

Pedestrian

Pedestrian access to the Shingle Creek Greenstrip consists of walkways located along County Road 10, across Central Park at about 63rd Avenue North, and along 69th Avenue North. A sidewalk is also located along existing Shingle Creek Parkway.

There is no existing provision for pedestrian crossing of I-94 in the vicinity of the Shingle Creek Greenstrip; the closest opportunity to cross I-94 is at the Xerxes Avenue Bridge--about 0.5 mile west of Shingle Creek.

Proposed--
Vehicular

The proposed Shingle Creek Parkway interchange will provide access to Shingle Creek Greenstrip from I-94 via Shingle Creek Parkway.

Pedestrian

Pedestrian access will remain available from County Road 10, through Central Park, and at 69th Avenue North. Pedestrians will also be able to enter the park from Freeway Boulevard and from Shingle Creek Parkway. Pedestrians and bicyclists will be able to cross I-94 near Shingle Creek via a pedestrian separation to be built with highway funds as a part of the proposed mitigation measures. Sidewalks will be provided on the Shingle Creek Parkway bridge to be built over I-94.

Location and Amount of Land Affected

1.82 acres of permanent highway right-of-way is required from Shingle Creek Greenstrip. An additional 0.02 acres of construction easements (south of I-94) from the Greenstrip would be used to build noise mounds. The 1.82 acres of permanent right-of-way is proposed for the westbound on-ramp of the Shingle Creek Parkway-I-94 Interchange. The map on page 321 shows the location of the affected lands in the Shingle Creek Greenstrip.

Facilities Affected

No present or proposed improvements to Shingle Creek Greenstrip would be affected by the highway proposal. Natural vegetation would be disrupted and 1.82 acres of Greenstrip property would be committed to highway purposes.

Air Quality

The EPA HIWAY dispersion model has been used to make an air quality analysis for Shingle Creek Greenstrip. Assuming worst-case meteorological conditions, carbon monoxide concentrations* have been predicted, based on traffic projections for 1980, 1985, and 1990, as:

| | 1-hour* | 8-hour |
|---|---|---|
| 1980 | 7.8 ppm | 4.8 ppm |
| 1985 | 6.0 ppm | 3.7 ppm |
| 1990 | 4.2 ppm | 0.6 ppm |

Minnesota air quality standards, are 30 parts per million of carbon monoxide for a 1-hour period and 9 parts per million over an 8-hour period. Federal air quality standards for carbon monoxide limit concentrations to 35 parts per million for a 1-hour period and 9 parts per million over an 8-hour period. All standards are not to be exceeded more than once a year.

*These figures differ from those in the Draft 4(f) Statement. At the time that the Draft 4(f) Statement was issued, background CO concentrations were not available and were not included in the projected CO concentrations.

Noise Levels

Ambient noise levels in the Greenstrip have been measured at 61 dBA. Without abatement, noise levels are predicted to increase to 69 dBA.

Noise abatement measures for the Greenstrip would be limited to the part of the Greenstrip lying south of I-94. North of I-94, Greenstrip users will ordinarily be on the trail. Since it will be necessary for the trail to cross I-94, noise shielding would be only partially effective. An exception to noise regulations will be requested for the portion of the Greenstrip north of I-94.

Water Quality

An analysis of the potential effects that upgrading I-94 could have on Shingle Creek has been made. The quality of water in Shingle Creek will not be significantly affected by the proposed upgrading.

## ALTERNATIVES TO THE USE OF 4(f) LANDS

The following alternatives to the use of 4(f) lands from Freeway and Central Parks and Shingle Creek Greenstrip were considered: alternative designs, use of walls instead of mounds for noise abatement and a no-build alternative.

### Alternative Design

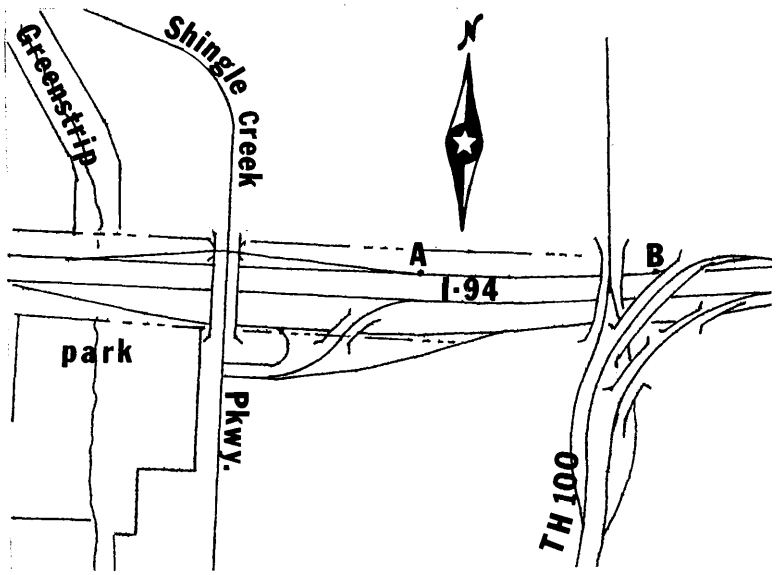
Consideration of other designs to avoid use of land from the Greenstrip and Central Park involves Shingle Creek Parkway interchange design, relocation of I-94, median width, and drainage design.

1.82 acres from Shingle Creek Greenstrip on the north side of I-94 is required for a ramp of the Shingle Creek Parkway interchange. Existing I-94 right-of-way (284 feet wide) is not sufficient to accommodate the proposed ramp.

### Alternative Shingle Creek Parkway Interchange Design

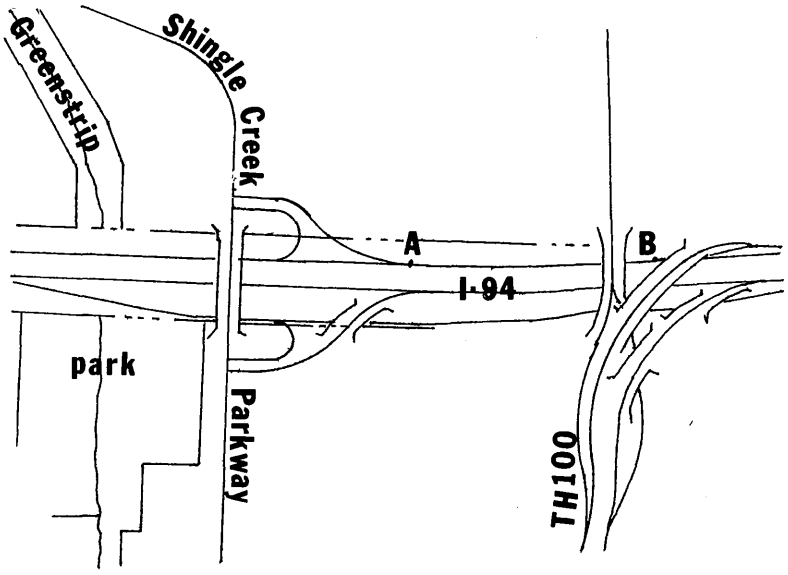
Alternative interchange design considered include the following:

To fit the Shingle Creek Parkway interchange ramp into existing highway right-of-way would require the interchange configuration shown below.




The design above is not consistent with accepted design standards in that the available weaving distance from A to B is not sufficient for the projected weaving volumes.

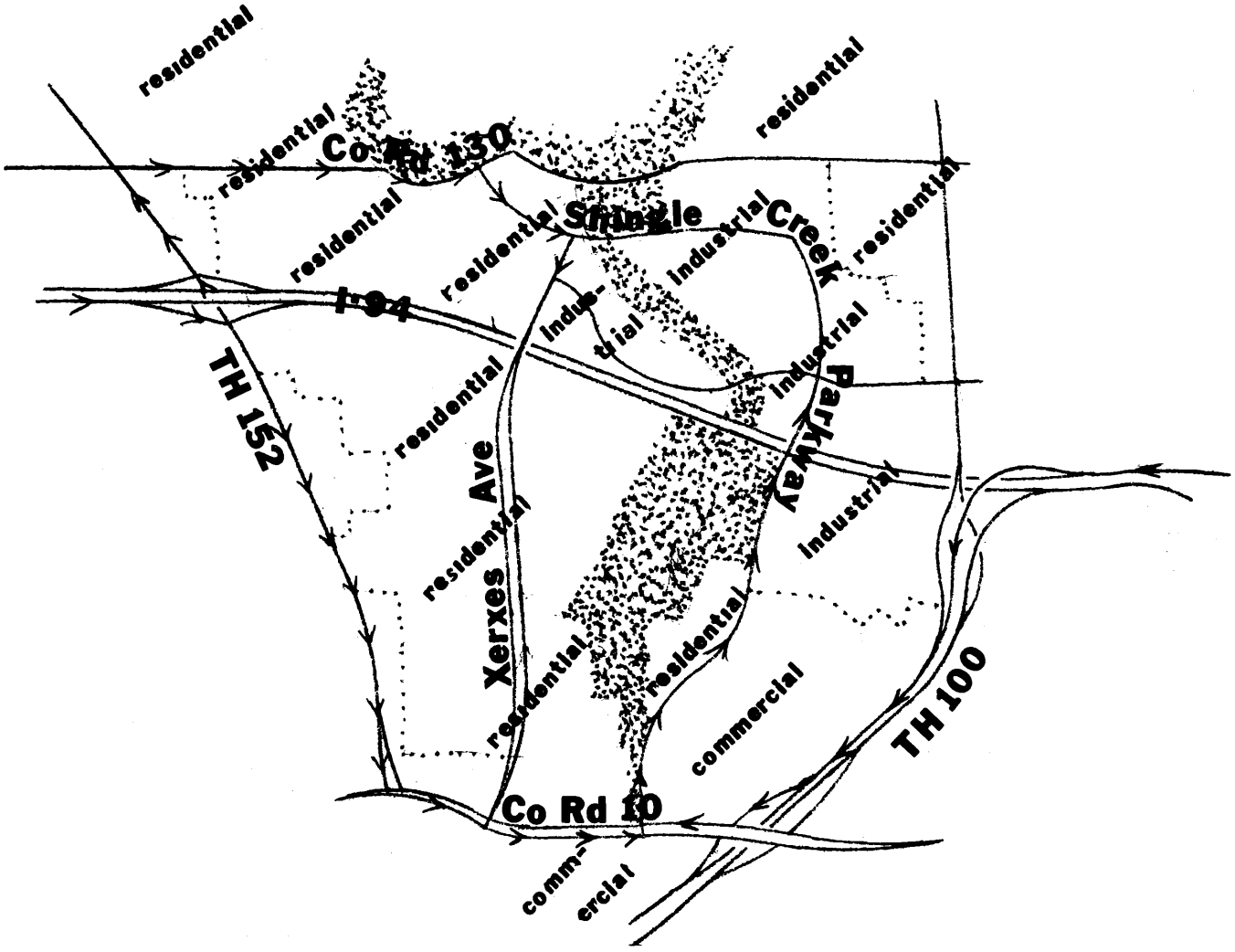
Another alternative, relocating the westbound movements to the east side of Shingle Creek Parkway (as shown below) also results in insufficient weaving distances.




To safely and efficiently accommodate the predicted weaving volumes it would be necessary to lengthen the distance from A to B. This could be done in two ways: either relocate Shingle Creek Parkway to the west, or use an interchange configuration as proposed by the preferred alternative. Relocating Shingle Creek Parkway to the west would be inconsistent with local and regional planning, would require use of land from Central Park, and could result in community disruption of an extraordinary magnitude.

An alternative not requiring use of 4(f) lands from Shingle Creek Greenstrip is that of not providing an interchange between I-94 and Shingle Creek Parkway.

The City of Brooklyn Center has invested both land and planning in developing the industrial park at I-94 and Shingle Creek Parkway. This industrial park location is consistent with metropolitan area planning. The design of the industrial park is based upon access to and from I-94 via Shingle Creek Parkway. Existing accesses from I-94 westbound to Humboldt Avenue north of TH 100 and to Xerxes Avenue will be eliminated by the proposed I-94 upgrading. If the Shingle Creek Parkway interchange were not built, traffic generated by the Brooklyn Center industrial park would have to use the existing routes shown below, including some through residential areas.




*ALTERNATIVE ROUTES TO THE BROOKLYN CENTER INDUSTRIAL PARKS, AND PROPOSED UPGRADING OF I-94 WITHOUT INTERCHANGE AT SHINGLE CREEK PARKWAY*

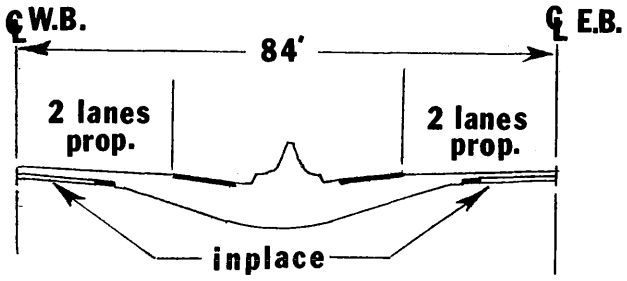
In addition, the Metropolitan Transit Commission is locating a major bus-storage and maintenance facility in the southeast quadrant of I-94 and Shingle Creek Parkway. Location of this facility was predicated on the construction of the Shingle Creek Parkway interchange as proposed.

Local and regional planning calls for the elimination of the Xerxes Avenue partial interchange (because of the residential character of Xerxes Avenue) and substitution of an interchange at Shingle Creek Parkway. To require heavy commercial traffic to travel through residential areas to reach the industrial park would not be consistent with specified planning goals. Thus, the alternative of not building the Shingle Creek Parkway interchange can be considered as producing community disruption of an extraordinary magnitude.

Relocation of I-94

Reconstructing I-94 out of its present corridor would eliminate the necessity of using parklands for highway purposes. Because of the linear nature of the parks this alternative would result in costs and community disruption of extraordinary magnitude, for it would entail the construction of several miles of Interstate highway on new alignment through developed communities rather than reconstructing in an existing corridor.

Median Width




If it were possible to realign I-94 within its existing right-of-way, moving the roadways closer together in such a way as to leave additional room between the roadways and the right-of-way limits, it would be possible to build the noise abatement mounds using less land from the Brooklyn Center parks. However, this alternative is not possible because the median area, under the proposed upgrading, must be used to accommodate the additional lanes.

Use of the median for the added lanes begins at the western end of the project and does not permit moving the roadways closer together for any portion of the upgrading project length.

Drainage Alternatives

0.6 acres of Central Park is proposed for use as an underground permanent drainage easement. The alternative to this use is to carry I-94 drainage within existing

right-of-way and parallel to I-94. This alternative would involve the following considerations.

1. To carry I-94 drainage parallel to I-94 within an open ditch section would require the use of an additional 1.5 acres from Central Park, for existing I-94 right-of-way is not sufficient to accommodate an open ditch section.

2. To carry I-94 drainage parallel to I-94 within existing right-of-way would require a closed underground system approximately twice the length of the proposed system. Because of this increased length, the gradient of the closed system does not meet accepted hydraulic standards.

Noise Abatement Design

The construction of walls, rather than mounds, to abate highway-generated noise would reduce the amount of parkland needed for permanent highway right-of-way from 2.82 acres to 2.02 acres. Slope easements, 1.85 acres if mounds are used to abate noise, would not be necessary with the noise abatement walls alternative.

Walls

From Freeway Park, for example, no right-of-way acquisition would be necessary for highway construction if noise abatement walls were to be used instead of earth mounds. In Central Park, the amount of right-of-way required for highway purposes would be reduced to 0.4* acres of permanent right-of-way by substituting walls for mounds. However, the City of Brooklyn Center, which has jurisdiction over all of the parks discussed in this Statement has verbally requested that mounds be built rather than walls. On August 19, 1974, the Brooklyn Center City Council passed a resolution approving the concept of using parklands to construct noise abatement mounds.

*This figure has been changed from 0.2 acres to 0.4 acres since the Draft 4(f) Statement was issued. The additional 0.2 acres is necessary for the pedestrian crossing of I-94.

In Shingle Creek Greenstrip, alternative noise abatement design would have no effect on the amount of lands required for highway construction.

No Noise Abatement

Federal and State legislation require that minimization or elimination of noise pollution be considered on all new highway projects. Since the appropriate noise level attainment will also benefit the parkland users, it is appropriate to strive to minimize the adverse effects of noise to the extent possible within existing technology.

No-Build Alternative

The portion of I-94 on which upgrading is proposed is currently showing signs of severe operational and safety problems. The facility was designed to handle considerably lower volumes of traffic than are now being experienced. Unanticipated land use changes have occurred since the facility was constructed and modifications to the highway system, such as the deletion of a once-proposed northwest corridor, were not anticipated when traffic volumes were originally projected.

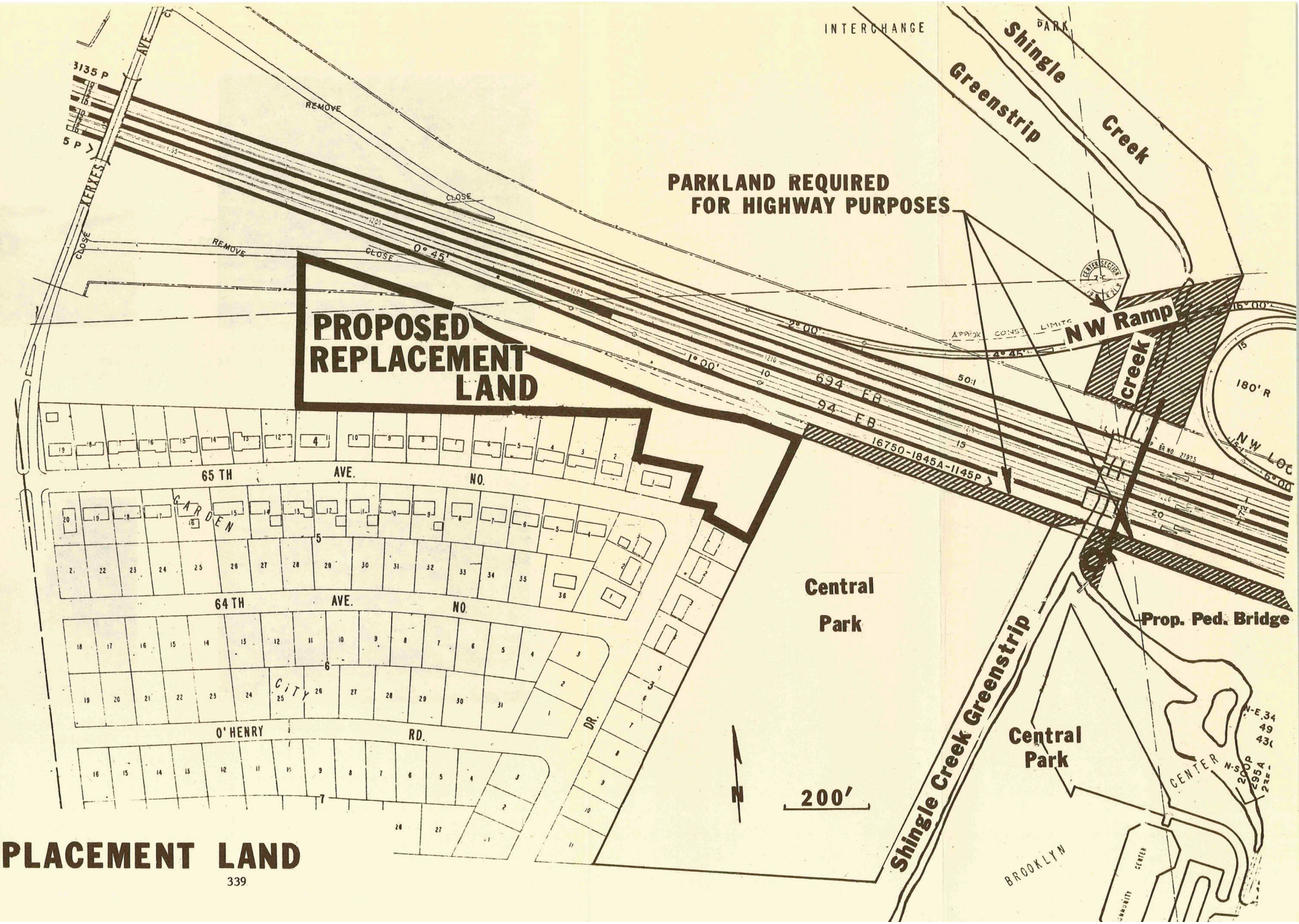
There are other safety hazards which warrant upgrading of the TH 100/I-94 interchange from a safety standpoint. The accident severity rate, in accidents per million vehicle miles, on T.H. 100 and I-94 within the project area has increased substantially in recent years.

| | 1970 | 1971 | 1972 |
|---|---|---|---|
| T.H. 100 South of I-94 | 3.44 | 5.28 | 13.31 |
| I-94 from T.H. 100-T.H. 169 | 3.38 | 7.34 | 6.99 |

An accident severity rate exceeding six accidents per million vehicle miles is considered sufficient to warrant corrective action.

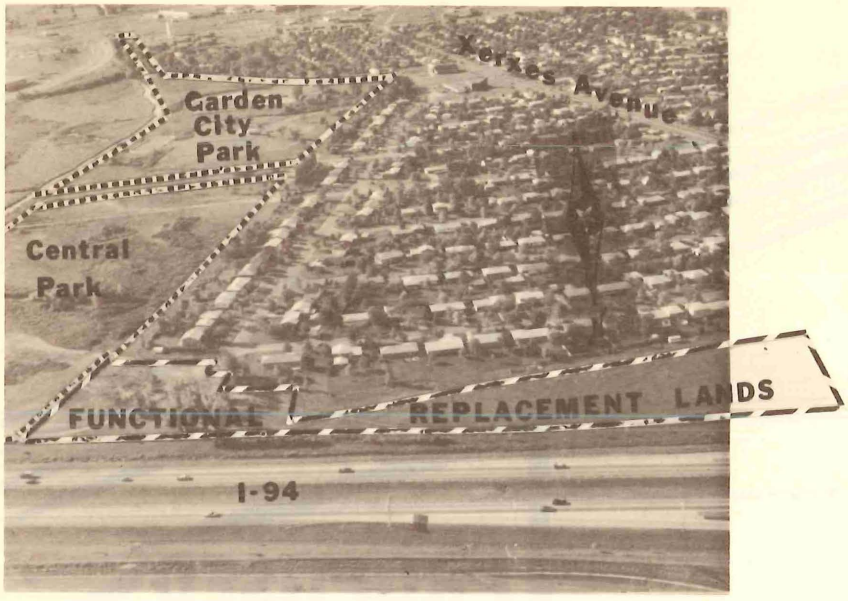
Without the proposed construction, future capacity and, therefore, accident problems on this segment of I-94 are expected to increase significantly. To resolve these problems, when the uncompleted portion of I-94 is constructed, the interchange configurations of I-94 with I-694 and I-94 with T.H. 100, along with the increased traffic volumes projected, require additional lanes along existing I-94 for weaving and merging/diverging. To not provide these improvements would subject highway users to undue congestion and safety hazards that can be considered as major community disruption.

Besides the safety and capacity constraints caused by not upgrading I-94 as proposed, there are the additional considerations of regional and community planning and investment. The Shingle Creek Parkway Interchange has been coordinated with the development of the Brooklyn Center's industrial park; to not build the interchange would divert much of the industrial park traffic to local streets.(See map, page 333.) This can also be considered as causing community disruption since these streets were not built to accommodate heavy commercial traffic.




# REPLACEMENT LAND

339




*RELATIONSHIP OF PROPOSED REPLACEMENT LANDS TO OTHER BROOKLYN CENTER PARKLANDS. SHINGLE CREEK IS NOT OUTLINED.*

*PROPOSED REPLACEMENT LAND, LOOKING SOUTHEAST FROM THE XERXES AVENUE INTERCHANGE*

*CENTRAL PARK AND PROPOSED REPLACEMENT LAND*

*EASTERN END OF PROPOSED REPLACEMENT LAND*

Agency Responsible for Care of 4(f) Lands

The City of Brooklyn Center is responsible for all of the 4(f) lands discussed in this Statement.

Impact Mitigation

Planned mitigation measures include: provision for replacement land, construction of a pedestrian crossing of I-94, construction of earthen noise abatement mounds, additional landscaping, and inclusion of a sidewalk on the Shingle Creek Parkway overpass. Implementation of these measures is not dependent on Federal participation.

Replacement Lands

The City of Brooklyn Center has stated in its resolution of August 19, 1974, that it considers that the provision of replacement land is a condition of their approval of the proposed highway improvement.

The City of Brooklyn Center has agreed to the proposed replacement lands as shown on the replacement land exhibit on the previous page. Photos of the proposed replacement land area are shown to the left.

The parcel of land proposed as replacement land is contiguous to the western edge of Central Park. Parklands to be permanently acquired for highway purposes total about 2.82 acres. An additional 1.85 acres will be used under slope construction easements but will remain in park agency ownership, while a permanent drainage easement would affect an additional 0.6 acres.

5.75 acres of the total 6.1 acres of proposed replacement land is owned by a private land developer. The remainder is highway right-of-way which will no longer be needed after the Xerxes Avenue ramps are eliminated. The Xerxes Avenue ramps will be removed when the Shingle Creek Parkway interchange is completed.

Pedestrian Provisions

The second item of impact mitigation is provision of a pedestrian crossing of I-94 that will provide continuity to the Shingle Creek Trail System. This pedestrian facility will be built with highway funds at no cost to the City of Brooklyn Center.

Pedestrian/bicycle trails are to eventually be constructed by the City along Shingle Creek both north and south of I-94. Some type of crossing of I-94 is, then, desirable, and will be included as a part of the I-94 upgrading.

Mounds for Noise Abatement

The major effect of using mounds, rather than walls, to abate noise will be aesthetic and will result in an improvement of the view from the parklands and from the highway.

Landscaped earth mounds to interrupt highway noise will not only block the sight and sound of the highway, but will also provide a variation in the terrain of the park areas. Installation of mounds will also make possible winter sliding areas.

Landscaping

Plant types used to replace the disturbed vegetation through the parks will be compatible with the development plans for the affected parks, while plantings along the highway side of the proposed noise abatement will be designed to afford a pleasing view to the passing motorist. Plant materials will be selected from species that furnish habitat for songbirds and small mammals.

Continuing Coordination with Municipality

The Council and staff of Brooklyn Center will continue to be involved in the development of landscaping plans, the design of the pedestrian crossing, and details of the noise abatement mounds.

## COMMENTS RECEIVED ON THE DRAFT 4(f) STATEMENT


| AGENCY | PAGE |
|---|---|
| US Department of Transportation | 345 |
| United States Department of the Interior | 346 |
| Minnesota Department of Natural Resources | 347 |

UNITED STATES GOVERNMENT

*Memorandum*

DEPARTMENT OF TRANSPORTATION
OFFICE OF THE SECRETARY

SUBJECT: Draft Section 4(f) Statements for Minnesota Projects I-094-3( ), S.P. 2781 (I-94) in Minneapolis, & I-094-3( ), S.P. 2786 (I-94) in Brooklyn Center, Hennepin County

DATE: MAR 10 1976

In reply refer to: TES-72

FROM : Director, Office of Environmental Affairs

TO : Chief, Environmental Programs Division (FHWA/HEV-10)

We appreciate the opportunity to review and comment on these draft section 4(f) statements. We have no specific comments to offer on the statements.

We look forward to receiving the final EIS/section 4(f) package, including the comments received from other public agencies and the general public.

Martin Convisser

No response necessary

RESPONSE

Item A.

The total acreage of replacement land is 6.1 acres, of which 0.35 acres is presently being used as highway right-of-way. Noise abatement is proposed for construction along the entire replacement land parcel. The display depicting the proposed replacement land and noise abatement has been revised to show the proposed noise abatement more clearly.

United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

ER-75/155

APR 2 1976

Dear Mr. Carlson:

This is in response to the request for Department of the Interior's comments on the draft Section 4(f) statement for I-94, Brooklyn Center, Hennepin County, Minnesota. This Section 4(f) statement pertains to three parks: Freeway Park, Center Park, and Shingle Creek Greenstrip.

Freeway Park

We concur that there is no feasible and prudent alternative to the use of parklands. Measures to minimize harm appear to be adequate, subject to our comments under Section V.

Center Park

We concur that there is no feasible and prudent alternative to the use of parklands. Measures to minimize harm appear to be adequate, subject to our comments under Section V.

Shingle Creek Greenstrip

We concur that there is no feasible and prudent alternative to the use of parklands. Measures to minimize harm appear to be adequate, subject to our comments under Section V.

Section V. Measures to Minimize Harm

A We note that the proposed replacement land for all three parks has been consolidated into one area. The total acreage of this replacement land is not given. It is stated on page 42* that 4.75 acres of the proposed replacement land is owned by a private developer, and the remainder is highway right-of-way which will no longer be needed after the Xerxes Avenue ramps are eliminated. The amount of highway right-of-way should be indicated in the final statement. Since this area is also adjacent to I-94, the possible need for a noise barrier should be discussed.



Summary Comments

The Department of the Interior offers no objection to Section 4(f) approval of this project, providing the final statement fully addresses measures to minimize harm as indicated in our comments above.

Sincerely yours,

Stanley K. Rosenwald

Deputy Assistant Secretary of the Interior

Mr. E. Dean Carlson
Division Engineer
Federal Highway Administration
Metro Square Building, Suite 490
7th and Roberts Streets
St. Paul, Minnesota 55101

cc: Mr. Paul G. Veiz
Road Design Engineer
Department of Highways
St. Paul, Minnesota 55155

*page 341 of the Final Section 4(f) Statement.

STATE OF MINNESOTA
DEPARTMENT OF NATURAL RESOURCES
CENTENNIAL OFFICE BUILDING • ST. PAUL, MINNESOTA • 55155

March 5, 1976

Paul G. Velz
Road Design Engineer
Department of Highways
John Ireland Boulevard
St. Paul, Minnesota 55155

Re: 330 Draft Section 4(f) Statements for Minn. Proj. I 094-3, S.P. 2781 (I-94), Perkins Hill, North Mississippi and Charles C. Weber Parks and Minn. Proj. I 094-3, S.P. 2786 (I-94), Freeway Park, Central Park, and Shingle Creek Greenstrip in the Citys of Minneapolis and Brooklyn Center respectively.

Dear Mr. Velz:

The Department of Natural Resources (DNR) has reviewed the subject Draft Section 4(f) Statements and offers the following comments:

General

A Specific measures that will be employed to control erosion during project construction should be noted in the document. Such measures should include control of erosion originating from the mounds that will be employed as noise abatement controls. In addition, DNR Floodplain Regulations (NR 87) must be adhered to where I-94 lies near the Mississippi River.

Specific

Perkins Hill Park:

A combination of walls and thick vegetative growth would be recommended as a barrier at this park due to the park's small size. In addition, a thick growth of vegetation will aid in erosion control and in noise abatement.

North Mississippi Park:

Runoff during and following project construction should be controlled. In a park of thisnature, a combination of earth mounds and thick tree and shrub cover would aid in controlling noise and erosion, serve as cover for park wildlife, and be aesthetically pleasing.

AN EQUAL OPPORTUNITY EMPLOYER

Item A. Specific erosion control measures are being incorporated into the design plans for the project. While some problem areas can be anticipated, others are identified only during construction. The control of erosion during construction is the responsibility of the construction project engineer, who must apply whatever measures are necessary to ensure that water quality is maintained. The noise abatement mound construction will be accomplished under the general requirement, for highway construction in Minnesota, that only a limited area of unstablized earthwork is permitted at any time, and that vegetation be reestablished as soon as possible during construction.

During relocation of Shingle Creek, measures to control erosion should be employed during the construction process. Erosion control should be a prime consideration in the final project design. Alterations to Shingle Creek and work to be done which will affect the Mississippi River will be dealt with in greater detail at the time of application for a Division of Waters permit.

The waterfall proposed in the plan for diversion of Shingle Creek will act as a positive fish barrier, serving to keep rough fish from the Mississippi River from entering lakes in the watershed, if properly constructed. Department of Natural Resources fisheries personnel should be consulted on this matter.

The waterfowl nesting area in the northern area of the park should not be disturbed or encroached upon by the roadway or construction easement. In addition, the runoff from I-94 should be directed to ponding areas other than the duck pond for silt removal prior to discharge into the Mississippi River since stormwater runoff from a heavily traveled freeway contains significantly higher concentrations of road salt than from other roadways. Utilization of other sites in the area for siltation ponds will alleviate the undesirable effect of increasing the salinity of the water in the duck pond, which currently does receives some road salt from nearby city streets.

Charles C. Weber Park:

Any changes in the alignment of Shingle Creek must be accompanied by measures to prevent erosion of the stream banks and siltation of the stream. Measures such as protecting existing vegetative cover when altering the creek will aid in erosion control and preserve existing wildlife habitat.

Stormwater runoff from I-94 should not be allowed to run directly into Shingle Creek. Siltation ponds in the vicinity of I-94 should be utilized to prevent siltation of the creek at all points where storm water runoff from construction along I-94 could contribute to siltation. In addition, including fish barriers along this portion of Shingle Creek should be considered in the project design. DNR fisheries personnel should be consulted concerning these plans.

Construction practices should not cause a quantitative or qualitative reduction in available habitat. Also, utilization of vegetative control structures for noise abatement should be employed where functional and for aesthetic considerations. Plans for construction of pathways following Shingle Creek should incorporate measures to prevent siltation of the creek from erosion attributable to the pathway. In addition, the Department of Natural Resources requests that more detailed drainage plans for the project and specific measures to be used for control of erosion be submitted before final project approval.

We appreciated the opportunity to review and comment on the Draft 4(f) Statement and look forward to working out the details on specific aspects of the projects.

Sincerely,

for Jerome H. Fuehn
Planning Administrator

JHK:el
cc: Archie Chelseth
Dan Carlson
PERT Members

COPIES: J.S. Katz-R. Paine A.H. Hultine D. Halvorson
W.M. Crawford

Other Items. The remainder of the letter refers exclusively to parklands within the City of Minneapolis. These remaining items are discussed in the Final 4(f) Statement which describes parklands within Minneapolis.

# APPENDIX

## RESOLUTION BY BROOKLYN CENTER CITY COUNCIL

Member Robert Jensen introduced the following resolution and moved its adoption:

RESOLUTION NO. 74-144

RESOLUTION APPROVING CONCEPT OF UTILIZING DESIGNATED PARK LAND ABUTTING INTERSTATE 94 FOR HIGHWAY CONSTRUCTION PURPOSES

WHEREAS, the Commissioner of Highways has prepared preliminary plans for the improvement of a part of Interstate Trunk Highway No. 94 within the corporate limits of the City of Brooklyn Center from the junction of Interstate Highway 94 with Trunk Highway 152, to the junction of Interstate Highway 94 with Interstate Highway 694; and

WHEREAS, construction of said highway improvements would require the acquisition of a total of approximately 3+ acres, and a construction slope easement overlying approximately 2 acres, of designated park land from Freeway Park, Central Park, and the Shingle Creek Green Strip, for the purpose of constructing the Shingle Creek Parkway Interchange and noise abatement mounds along said Interstate Highway; and

WHEREAS, it appears that the construction of said noise abatement mounds, where feasible, will enhance the recreational character of said park lands;

NOW, THEREFORE, BE IT RESOLVED that the City Council of the City of Brooklyn Center approves the concept of utilizing designated park land for the purpose of constructing a portion of the Shingle Creek Parkway Interchange and noise abatement mounds along Interstate Highway 94, subject to the following conditions:

1. The designated park land utilized by said related Freeway construction will be replaced with appropriate land acquired by the Minnesota Highway Department for highway purposes, indicated as "Proposed Replacement Land" on Exhibit "A", titled "I-94 4(-f) Considerations in Brooklyn Center", and dated August 15, 1974.

2. Provisions for pedestrian and bicycle facilities be provided along Shingle Creek, across said Interstate Highway No. 94 and that portion of the Shingle Creek Green Strip to be acquired by the Minnesota Highway Department, for the continuation of the established trailways in the Shingle Creek Green Strip and the Central Park area; with the understanding that the Minnesota Highway Department will recommend, and the Federal Highway Administration will approve, said pedestrian and bicycle crossing facilities being included as part of the overall highway construction project at no cost to the City.

RESOLUTION NO. 74-114

3. The said Green Strip area to be acquired by the Minnesota Highway Department be developed by said Minnesota Highway Department in a manner compatible to the master plans of the City of Brooklyn Center for the said Shingle Creek Green Strip area.

4. The approval of the Federal Highway Administration.

August 19, 1974
Date

Mayor

ATTEST:
Clerk

The motion for the adoption of the foregoing resolution was duly seconded by member Maurice Britts, and upon vote being taken thereon, the following voted in favor thereof: Philip Cohen, Maurice Britts, Tony Kuefler, Bill Fignar and Robert Jensen; and the following voted against the same: none, whereupon said resolution was declared duly passed and adopted.

# SECTION 4(f) STATEMENT

# ST. ANTHONY FALLS HISTORIC DISTRICT

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| Advisory Council on Historical Preservation Letter of March 2, 1976 | 373 |
| COMMENTS RECEIVED | 375 |


In addition to the agencies listed on page 16, the 4(f) Statement discussing the Saint Anthony Falls Historic District was circulated to the following agencies:

US Army Corps of Engineers

Minnesota Historical Society

Minnesota Department of Natural Resources

Metropolitan Council of the Twin Cities Area

Hennepin County Historical Society

Minneapolis Heritage Preservation Commission

## THE PROJECT

### Introduction

This statement discusses the proposed use of land in the Saint Anthony Falls Historic District in Minneapolis, Minnesota, for the construction of a combined highway drainage/ Bassett Creek tunnel and outfall into the Mississippi River. The historic district is included in the National Register of Historic Places. The combined drainage/creek tunnel will be routed along the edge of and into the historic district well below the ground surface except at its outlet into the river. About 1.5 acres will be temporarily required at the outlet for construction from the surface. The rest of the tunnel will be built by conventional tunneling methods, and the ground surface will be virtually undisturbed within the historic district.

The tunnel will drain storm water from the 2.4-mile segment of proposed I-94 between the vicinity of Glenwood Avenue and about 30th Avenue North, and from the 0.8 mile segment of proposed I-394 between 14th Street and Washington Avenue North. These routes are shown on the map on page 359. Because both of these freeways will be, for the most part, depressed below the surface of the ground, they will sever a number of city storm sewers. The water from these sewers will be rerouted through the freeway drainage systems including the tunnel, and will outlet into the Mississippi River downstream from where it now does.

The Final EIS for I-94 from U.S. 12/I-394 to 40th Avenue North in Minneapolis is now being circulated. The Final EIS for I-394 from I-94 to Washington Avenue in Minneapolis, FHWA-Mn-EIS-71-12-F, was submitted to the Council on Environmental Quality (CEQ) on September 19th 1973 and subsequently accepted by them. Neither EIS indicated that the proposed highways would have any affect upon recorded historic or archaeological resources in the Saint Anthony Falls Historic District.

During the development of the proposed highway projects, it was determined that the public interest would be served by combining the highway drainage tunnel with the new Bassett Creek tunnel in the same area being

proposed by the United States Army Corps of Engineers. The combined project was discussed in the Corps of Engineers Draft EIS of August, 1975, regarding their Bassett Creek relocation project.

The Advisory Council on Historic Preservation has concurred with the FHWA determination that the proposed tunnel will have an effect on the Saint Anthony Falls Historic District, but that the effect will not be adverse. Their March 2, 1976, letter of determination is included at the end of this statement.

I-94

I-94 is either complete or under construction all across Minnesota with the exception of the ten-mile segment east of Saint Paul and the six-mile segment in Minneapolis and Brooklyn Center, the drainage of which is the subject of this document.

This section of I-94 will have a north-south alignment, roughly parallel to existing Lyndale and Washington Avenues, between the western edge of the Minneapolis central business district (CBD) and Brooklyn Center, a first-tier suburb north of Minneapolis. The southern limit of this freeway section is its interchange with existing U.S. 12/I-394 in Minneapolis; the northern limit is its interchange with existing I-694, part of the northern ring route around the twin city metropolitan area.

A separate Section 4(f) Statement is being distributed concerning the effects of I-94 on Perkins Hill Park, Charles C. Webber Park, and North Mississippi Park, all in Minneapolis. This statement is concerned only with the effect of the drainage tunnel on the Saint Anthony Falls Historic District.

I-394

I-394 is a proposed route of ten miles to improve access between the Minneapolis CBD and the western suburbs; it extends westward to I-494, another part of the ring route around the cities. The eastern end, between the I-94 interchange and Washington Avenue North, skirts the northwestern edge of the Minneapolis CBD and will be depressed below the existing ground level to minimize right-of-way and to allow many of the existing streets to bridge over it. The low point of this eastern end is proposed to be about elevation 816, near 6th Street.

## Bassett Creek

Bassett Creek meanders through the northwestern suburbs and Minneapolis from Medicine Lake to the Mississippi River, a straight-line distance of about seven miles. Its watershed totals 38.5 square miles and is entirely within Hennepin County. The creek is a natural, open stream that has been surrounded by the urbanization of the metropolitan area. Over the years, the downstream mile and one-half have been placed in a closed conduit and development has taken place directly over the creek. It enters the conduit at 2nd Avenue near Fremont Avenue North, and outlets into the Mississippi River about two blocks downstream from the Plymouth Avenue Bridge. The route of the conduit is shown on the map on page 359. The conduit was built piecemeal early in the century by enclosing and burying individual sections between inplace bridges. The bridges, even older, were incorporated into the conduit. As a result, the conduit has many different cross-sections of varying ages.

Periodic flooding occurs along Bassett Creek because of both snowmelt runoff and rainstorms. Because of this, the U.S. Corps of Engineers has studied several ways of flood abatement. Their recommended solution includes the reconstruction of the enclosed conduit. Combining the creek conduit with the I-94 and I-394 drainage tunnel would result in a substantially less total cost than would independent conduits for each of the three drainage areas. The total saving to the taxpayers by combining these three projects was estimated, in 1973, to be $5 million.

The existing Bassett Creek conduit is old and is deteriorating in some places. Failure of any part of this complex structure, particularly at the time of the spring snowmelt runoff or during a heavy summer rainstorm, would result in a catastrophic flood. A similar disaster would happen if flood-borne debris snagged on the obstructions between different cross-sections in the conduit and an accumulation partially blocked the flow. A partial blockage that reduced the capacity of the conduit by half could cause an extensive flood near the inlet, affecting both the commercial-industrial area and the nearby residential neighborhood.

## The Second Street Storm Sewer Tunnel

The Second Street storm sewer tunnel is being planned to drain I-94 from the vicinity of Glenwood Avenue to about 30th Avenue North. Because the depressed freeway will sever the inplace storm sewers, their water will also be carried by the freeway drainage lines, within highway right-of-way, to the beginning of the tunnel near 12th Avenue and 4th Street North.

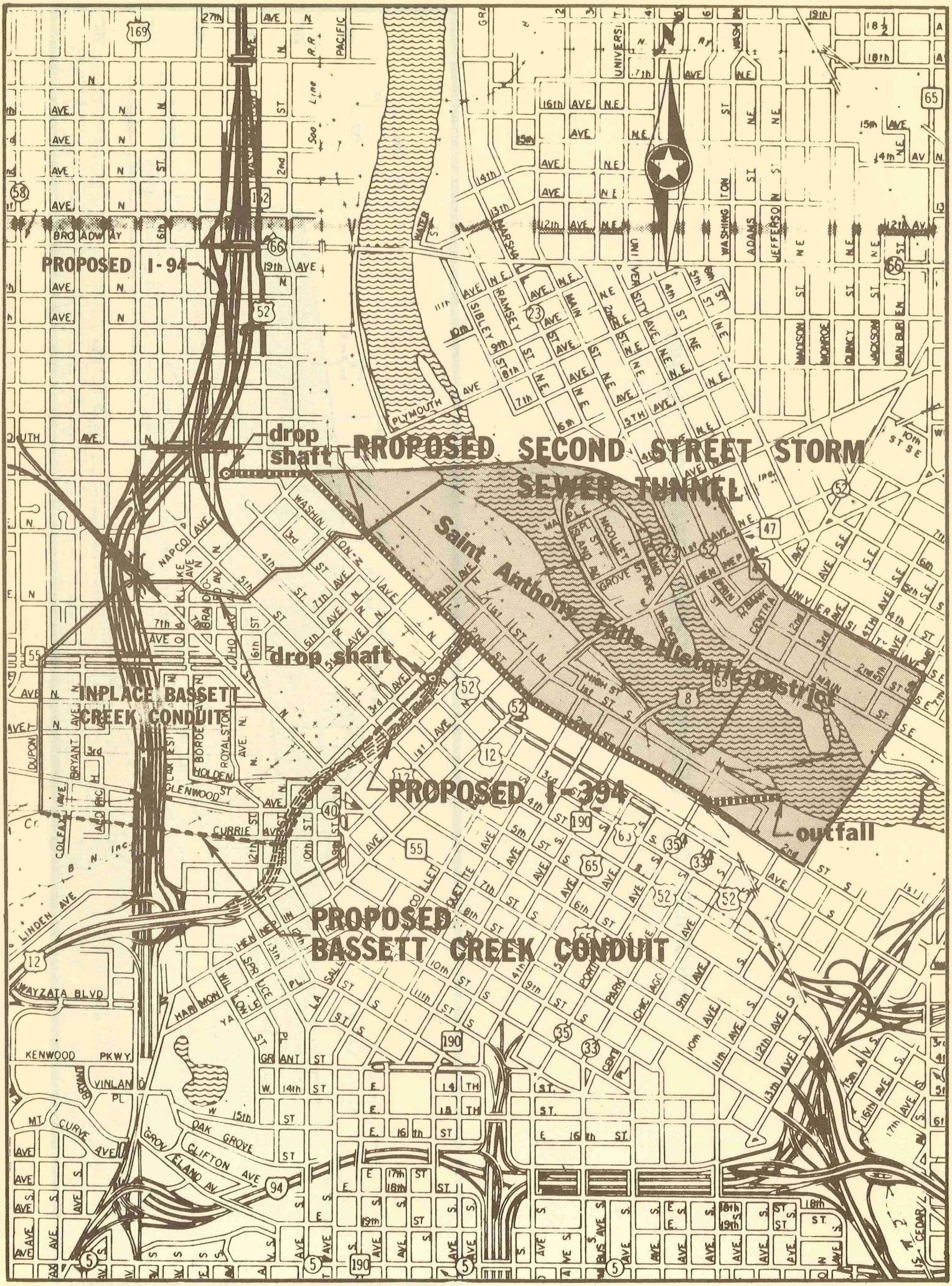
The proposed tunnel will be about 8550 feet long and lead to the middle pool of Saint Anthony Falls, fifty feet lower than the level of the river alongside the freeway itself. Its route will be eastward along 12th Avenue to 2nd Street North; southeastward along 2nd Street North and South to just past Portland Avenue; then eastward on a diagonal (in relation to the street grid) to the Mississippi River, outfalling slightly downstream from the Stone Arch Bridge. This route is shown on the project map on the next page. Its cost has been estimated to be $7,000,000.*

The upstream 3050 feet of the tunnel will be in the granular material of an ancient glacial valley, so its construction will be done by the shield-and-liner-plate method. The next 5200 feet will be built by conventional drilling techniques through a deep layer of Saint Peter Sandstone, then lined with concrete. The final 300 feet, at the foot of the bluff by the river, will be built in an open excavation and then backfilled.

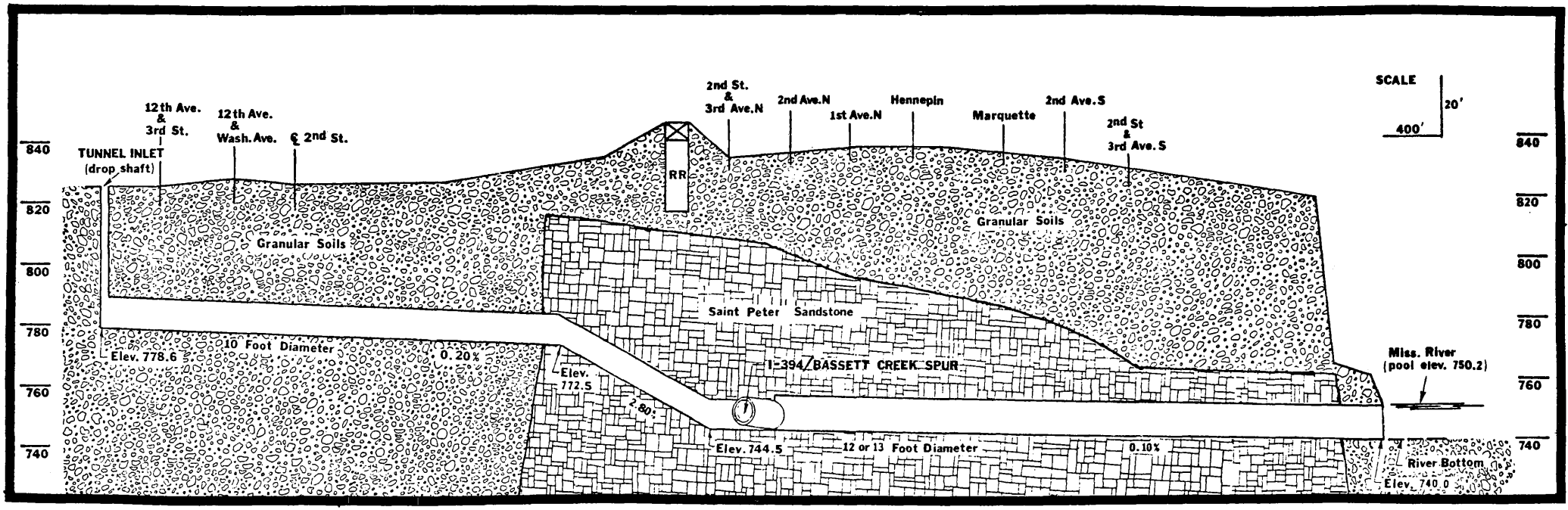
At the inlet, the invert (the flow-line grade) of the tunnel is planned to be at elevation 778.6. The surface elevation at this point is approximately 825. Except for the final 300 feet, this is as close as the tunnel will be to the surface of the ground. The outfall elevation will be 740.0, equal to the river botton at that point. The profile is shown on page 360.

Between 2nd and 3rd Avenues North, a spur will join this Second Street tunnel. This spur will accept the future drainage from the I-394/Bassett Creek tunnel, combined within

*The higher cost reported in the draft Section 4(f) Statement, $14,875,000, was for all three drainage systems - not only this tunnel for I-94 but also the rerouted Bassett Creek conduit and the I-394 storm sewer.


PROPOSED I-94
drop shaft
PROPOSED SECOND STREET STORM SEWER TUNNEL
Saint Anthony Falls Historic District
drop shaft
INPLACE BASSETT CREEK CONDUIT
PROPOSED I-394
outfall
PROPOSED BASSETT CREEK CONDUIT

# PROFILE OF SECOND STREET DRAINAGE TUNNEL



the I-394 right-of-way in a typical large storm sewer. The spur will end near 3rd Avenue and 3rd Street North. Prior to this junction, the Second Street tunnel will have an inside diameter of ten feet; beyond, the diameter will be twelve or thirteen feet.

Two drop shafts are proposed to facilitate the construction of and to give permanent access to the tunnel. One will be built at the west end, between 3rd and 4th Streets just off 12th Avenue North, on highway right-of-way. The other will be at the end of the I-394/Bassett Creek spur, in the east quadrant of the intersection of 3rd Avenue and 3rd Street North, on proposed highway right-of-way. These drop shafts are shown on the map on page 359. Both construction sites will be outside of the Saint Anthony Falls Historic District.

Sight shafts, usually about eight inches in diameter and used only for alignment purposes during construction, will be drilled at intervals of approximately 350 feet along the tunnel route. These will be placed in existing streets and their construction will require little room - only enough for a drilling rig and some pipe storage. After completion of the tunnel, the shafts will be closed.

The final 300 feet of the tunnel will be beyond the sandstone and below the river bluff, so will be constructed in an excavated trench and then backfilled. The pool elevation of the river here is 750.2, so a coffer dam will be built to permit construction below the surface elevation of the river. About 1.5 acres will be used as a work area at the end of the tunnel, by the edge of the river. This land is under the jurisdiction of the United States Army Corps of Engineers and is leased to the J. L. Shiely Company for their aggregate and concrete business.

The tunnel will outfall into a backwater near a wingwall of the Corps of Engineers upper lock around Saint Anthony Falls. The planning of the tunnel and outfall has been coordinated with the Corps of Engineers to resolve any hydraulic problems and issues. The outlet will be low and inconspicuous. Its invert will be at the elevation of the river bottom, so the structure will be mostly, if not entirely, submerged and not visible.

Effects On The Historic District

Land will be used within the historic district for construction, but only temporarily. The control shaft sites will be on city street right-of-way and will not affect any structure of significance within the historic district. The proposed construction area at the tunnel outfall is not public but is under the jurisdiciton of the Corps of Engineers and is leased to the Shiely Company. It is fenced off and is not a public recreational area.

Within the historic district, no private property will be used and no individuals or businesses will be relocated. The Shiely Company will lose perhaps a half-acre of their storage room, but only temporarily.

No present or planned recreational facilities of any kind will be disturbed by the tunnel or its construction.

Access to and within the historic district will not be affected. The area of the tunnel outfall is not public. No public streets will be closed. Second Street will have minor, temporary obstacles when and where the control shafts are drilled.

Implementing this project will alter the drainage pattern, but neither the quality nor the quantity of the water flowing to the river will be changed to any significant degree, as compared to any other reasonable way to drain I-94. The same water will drain to the same river, no matter what the route. The historic district will not be affected by either the amount of water or its quality.

The Minnesota Historical Society has determined that this tunnel project will not have an adverse effect on the historic district.* Their letter of December 22, 1975, confirming this determination and signed by Russell W. Fridley, State Historic Preservation Officer, is on page 372 of this statement.

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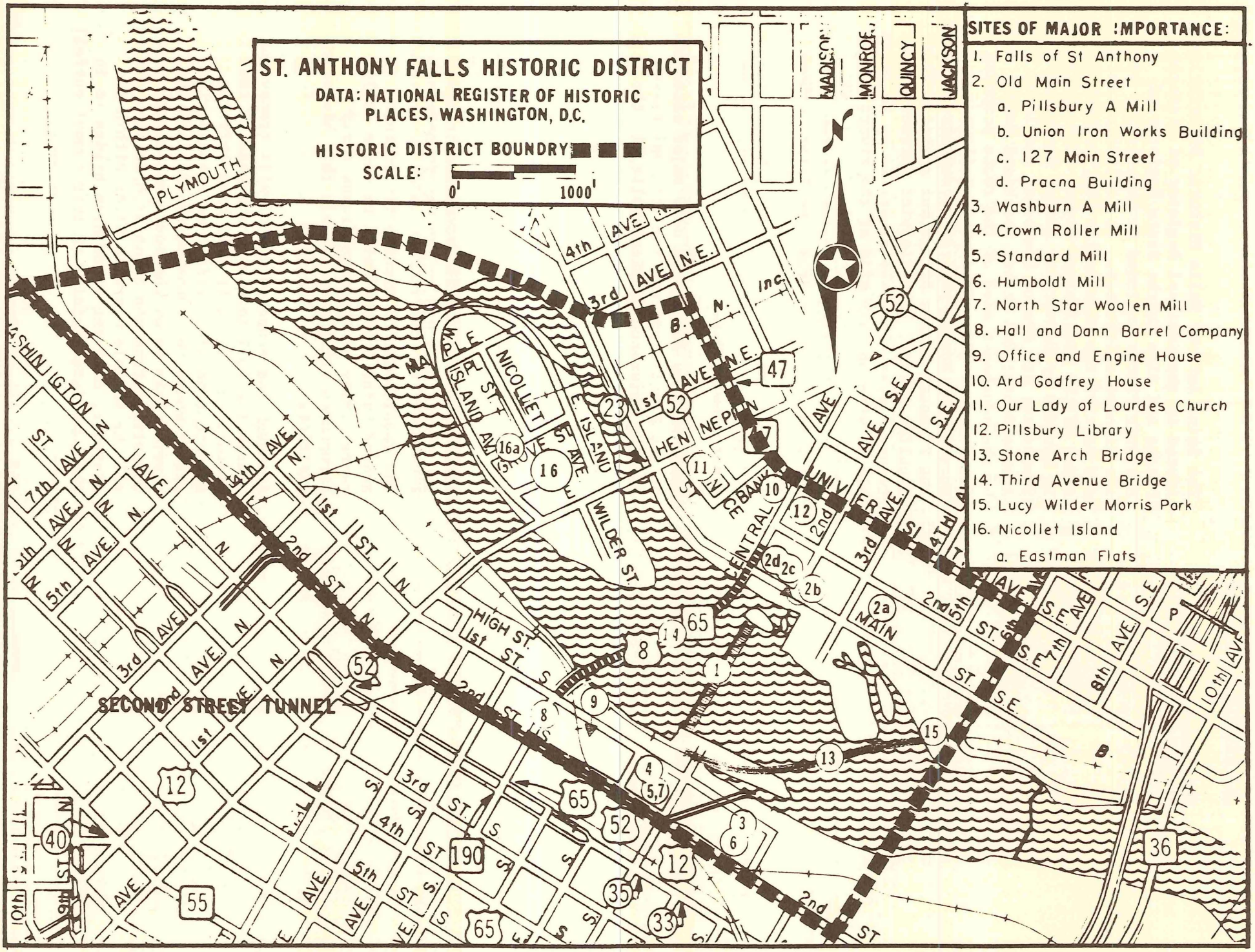
*When the time for agency comments expired, no comments requiring response had been received. The U.S. Army Corps of Engineers then asked that the drain tunnel be realigned, for hydraulic reasons, to provide an approximate 300-foot tangent before the outfall. The Minnesota Historical Society concurred with this alignment change, so it was made.

## The Saint Anthony Falls Historic District

The Saint Anthony Falls Historic District is listed in the National Register of Historic Places and also in the State Register of Historic Places included in Chapter 138 of the Minnesota Statutes. It is located north and east of the Minneapolis CBD, on both sides of the Mississippi River. The district is bounded by University Avenue Northeast and Southeast; 6th Avenue Southeast and 10th Avenue South; 2nd Street South and North; and by the southeast edge of the route proposed for future I-335. This route follows a curved line across the river, downstream from the Plymouth Avenue Bridge but upstream from Nicollet Island. The district extends about twenty blocks along the river; is up to three blocks wide on each side of the river; and includes all of Nicollet Island, a seven square block island in the Mississippi. Including the water area, the Saint Anthony Falls Historic District covers an area in excess of 500 acres. Its area, boundaries, and features are illustrated by the map on the following page.

Saint Anthony Falls, the only major cataract on the Mississippi and the original reason for the existence of Minneapolis, is the focal point of this historic district. Father Louis Hennepin, the first European to see the falls, viewed and named it in 1680. Soldiers from the then recently established Fort Snelling first harnessed its power in 1823 for grist and lumber mills. The first dam was built in 1847; the first big sawmill began operation in 1848; within another ten years, four flour mills were in operation and Minneapolis was on its way to national leadership in both lumber and flour milling. The development of Minneapolis centered around Saint Anthony Falls in these early years. Many of the significant early structures still exist within this historic district.

Although the proposed tunnel will transverse nearly the full length of the edge of the historic district, it will have only the slightest possible affect on the district except where the tunnel outfalls into the river. This is on the southwest shore, just downstream from the Stone Arch Bridge. Of all the visible historic sites within the district, only the Stone Arch Bridge is in the immediate vicinity of this tunnel outfall.


ST. ANTHONY FALLS HISTORIC DISTRICT
DATA: NATIONAL REGISTER OF HISTORIC PLACES, WASHINGTON, D.C.
HISTORIC DISTRICT BOUNDRY
SCALE:
0'
1000'
SITES OF MAJOR IMPORTANCE:
1. Falls of St Anthony
2. Old Main Street
a. Pillsbury A Mill
b. Union Iron Works Building
c. 127 Main Street
d. Pracna Building
3. Washburn A Mill
4. Crown Roller Mill
5. Standard Mill
6. Humboldt Mill
7. North Star Woolen Mill
8. Hall and Dann Barrel Company
9. Office and Engine House
10. Ard Godfrey House
11. Our Lady of Lourdes Church
12. Pillsbury Library
13. Stone Arch Bridge
14. Third Avenue Bridge
15. Lucy Wilder Morris Park
16. Nicollet Island
a. Eastman Flats
PLYMOUTH
MADISON
MONROE
QUINCY
JACKSON
NICOLLET
ISLAND
WILDER ST
CENTRAL
UNIVERSITY
MAIN
HIGH ST.
SECOND STREET TUNNEL

## The Stone Arch Bridge

The Stone Arch Bridge reflects the predilection of James Jerome Hill for conservatism and permanence in his building of the Great Northern Railroad. It is the only major stone-masonary railroad bridge this far west in the United States. The designer was Colonel Charles C. Smith, engineer-in-chief for Hill's Saint Paul, Minneapolis and Manitoba Railroad. Construction began in 1881 and it was opened to traffic in 1883 or 1884.

The bridge crosses the Mississippi on a nineteen-hundred-foot diagonal between the upper and lower Falls of Saint Anthony. It is composed of rock-faced Sauk Rapids granite and Kasota stone, originally in the form of twenty arches. Although completely unornamented, its stonework shows sensitive design and careful craftmanship.

The western end of the bridge forms a sweeping six-degree curve, 817 feet long. The problem of constructing a masonary bridge on such a curve was almost without precedent. Doing so was costly, risky, and successful.

The builders did not design the bridge to accommodate boat traffic beneath it as it was upstream from the lower Falls of Saint Anthony, then the head of navigation on the Mississippi River. After World War II, an "upper harbor" project was undertaken by the Corps of Engineers to extend navigation into north Minneapolis. Part of the project was the construction of a large lock alongside the curved, western end of the Stone Arch Bridge. In 1962, one pier and two arches of the bridge were replaced by a 196-foot steel truss to allow river traffic to pass under the bridge and into the lock to the upper harbor. This alteration reduced the original twenty-arch length to a twelve-arch tangent and a six-arch curve separated by the straight steel span.

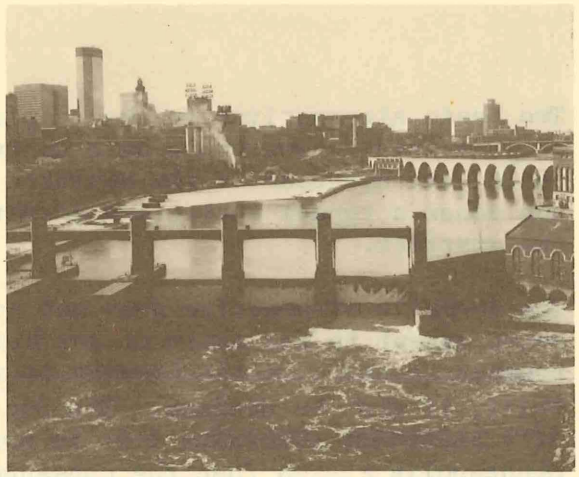
In April of 1965 a record flood severely damaged the bridge, washing away the underpinnings of one pier and causing it to settle. The foundations were repaired under the pier, the undersides of the two adjacent arches were reinforced by concrete shells, and the deck was leveled; it was in service again by October of the same year. Though not conspicuous, the concrete shells and the sag in the stonework are visible upon a closer look.

## Old Mills

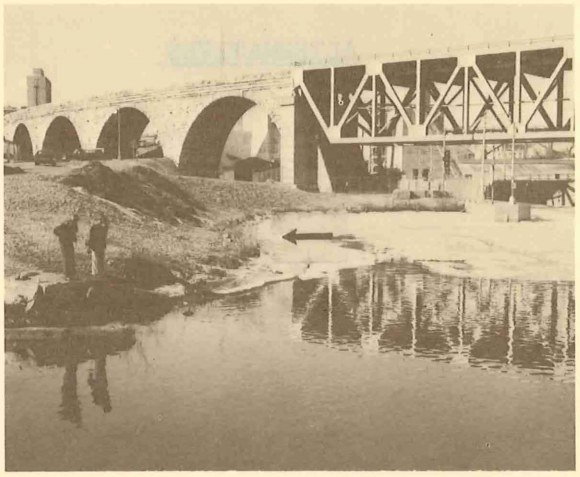
In the vicinity of the proposed tunnel outfall, the west shore of the Mississippi was lined with small and large mills. Water was diverted from the river above Saint Anthony Falls into canals and tunnels leading to individual mills. Penstocks, also called headraces, directed the flowing water to the turbines where its energy was harnessed to directly run the saw or flour mills, or to generate electricity. After falling through the turbines, the water ran through the tailraces and back into the river.

Over the years, as the importance of water-power decreased, these mills were relocated, consolidated with others, or went out of business. The buildings are gone, but the remains of several old mills are close to the proposed tunnel route. These remains include foundations, penstocks, tailraces, and perhaps some machinery. All of these remains are underground or buried, and not visible.

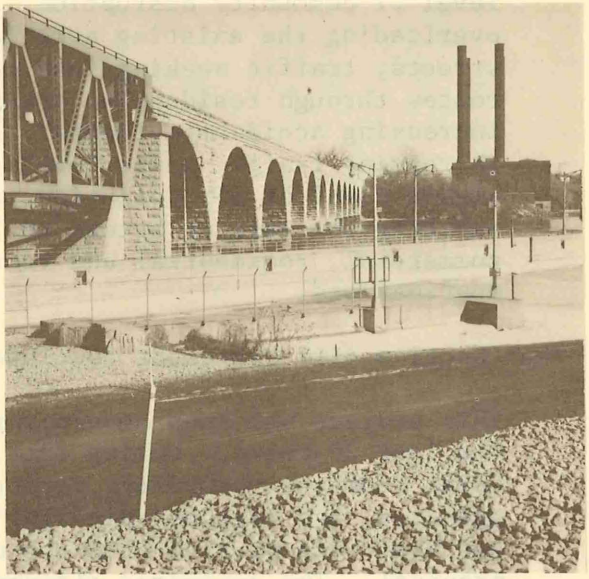
The photographs on the following page illustrate the area and some of the features mentioned in this document.



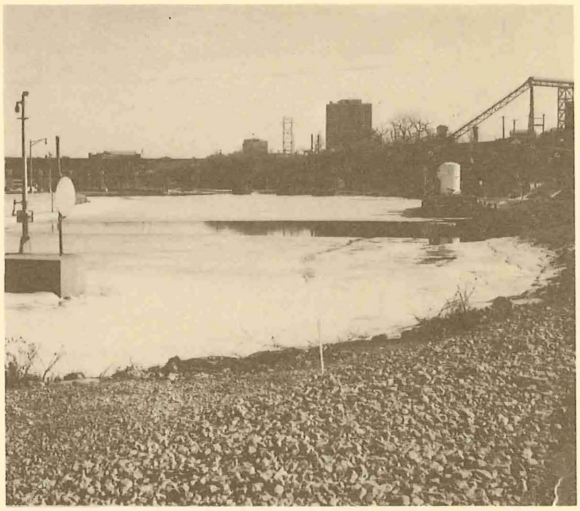
THE MIDDLE POOL BEHIND THE LOWER FALLS OF SAINT ANTHONY



LOOKING UPSTREAM AT THE TUNNEL OUTFALL SITE, NOTED BY THE ARROW

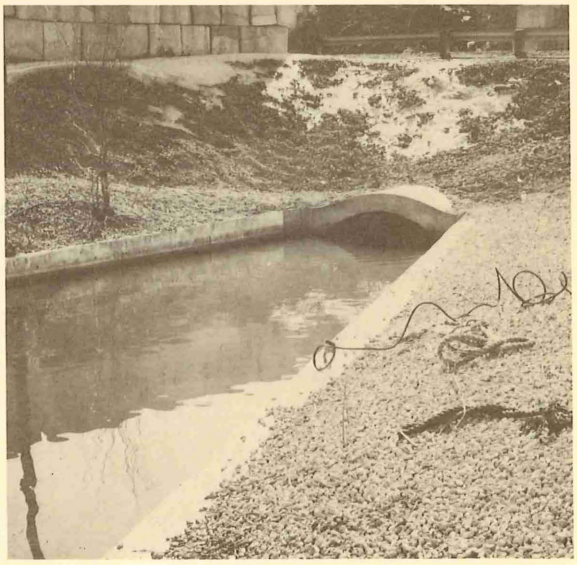


THE STONE ARCH BRIDGE FROM NEAR THE SITE OF THE PROPOSED TUNNEL OUTFALL



LOOKING DOWNSTREAM FROM THE TUNNEL OUTFALL SITE

THE STEEL SPAN AND THE LOCK ENTRANCE; THE ARROW INDICATES THE OUTFALL SITE.



THE CITY STORM SEWER OUTLET, JUST DOWNSTREAM FROM THE OUTFALL SITE

## ALTERNATIVES

Two basic alternatives to the proposed tunnel project exist. One would be a conduit outletting upstream of the historic district, the other a tunnel outletting downstream from the district.

The no-build alternative does not seem to exist except in the sense of not building the freeway itself. If the freeway is to be built, it must be drained. The Section 4(f) Statement regarding I-94 in north Minneapolis states that the consequence of not building the freeway would be

> ...an extraordinary increase in the level of community disruption, including overloading the existing arterial streets, traffic seeking less congested routes through residential areas, increasing accident potential, increasing traffic noise levels, a higher level of air pollution, and reducing the ease of access to local commercial, residential and recreational destinations.

That Section 4(f) Statement concludes

> This project has been developing over the last 20 years. During that time, input from the community, various city agencies, and regional planning agencies has been incorporated into the current proposal. The preferred alignment has the concurrence of all the agencies with planning authority, including the Metropoltian Council which has included the preferred corridor alignment in their recommended highway improvements for 1975 to 1980.

### Conduit Outfall Upstream Of Historic District

A conduit could be built to outfall upstream of the Saint Anthony Falls Historic District. It could begin at the same point as the proposed tunnel, but bear northeastward to the river near the Plymouth Avenue Bridge, just outside the legal boundary of the historic district. It would be about 3000 feet long, in the granular soil of an old glacial valley.

The normal river elevation at Plymouth is 799.0. During this normal condition, the upstream conduit would be capable of draining the water from a ten-year frequency storm. As the river rose, as it does every spring, the drainage capacity of the conduit would be reduced. If the river ever again reached its highest recorded elevation, 807.3 at Plymouth in April of 1965, the low point of I-94 near Broadway would flood.

If the freeway profile were raised to prevent flooding, the Broadway bridge grade would also have to be raised. This, in turn, would necessitate a severe warping of the Broadway-Washington intersection and a steep grade between the intersection and the bridge.

This upstream conduit would intersect a 54-inch sanitary sewer, under 2nd Street. A complex and expensive inverted siphon would be needed to perpetuate the sewer.

Both the Third Avenue Distributor segment of I-394 and Bassett Creek would, sooner or later, need their own drainage systems leading to the river. This necessity would result in at least one, and possibly two, additional tunnels outfalling into the river. It (or both) would still be within the Saint Anthony Falls Historic District, and the overall cost to the public would be substantially greater.

Tunnel Outfall Downstream From Historic District

The Second Street tunnel as proposed could be extended to outfall into the river downstream from the historic district. Although this alternative would not completely avoid the district, as the sight shafts discussed on page 361 would still be needed, it would eliminate the visual affect of the outfall in the district and also avoid disturbing any possible remains of the old mills. Extending the tunnel at least 2000 feet to place its outfall beyond the district is not considered a prudent solution. In addition, the extended tunnel would intersect and interfere with two large brick storm sewer tunnels that now outfall just downstream from the proposed Second Street tunnel outfall.

## PLANNING TO MINIMIZE HARM

The Second Street tunnel is being planned to minimize possible harm to the Saint Anthony Falls Historic District.

### Construction

The drop shafts and their work sites will be outside of the historic district. Some of the control shafts will be on the edge of the district, but their sites will be small and temporary, and located along Second Street where they will not disturb any structures. The last 300 feet of the tunnel, at the outfall, will be constructed from a surface excavation. This cut-and-cover construction and its 1.5-acre work site will be located in a non-public area with no known significant historic sites. After the construction is complete, the work area will be available for other uses.

### Alignment

The tunnel has been carefully aligned to avoid all known penstocks, tailraces, and other remains of the mills that once lined the edge of the river by the outfall. These remains are buried and it cannot be certain that there are not other buried structural remains or artifacts that are unrecorded. If any are found during the construction of this tunnel, the contractor will be required, by special provisions of the contract, to halt operations. The Preservation Officer of the Minnesota Historical Society will be notified so that he can determine the significance of the findings and, if appropriate, supervise their removal.

### Outfall

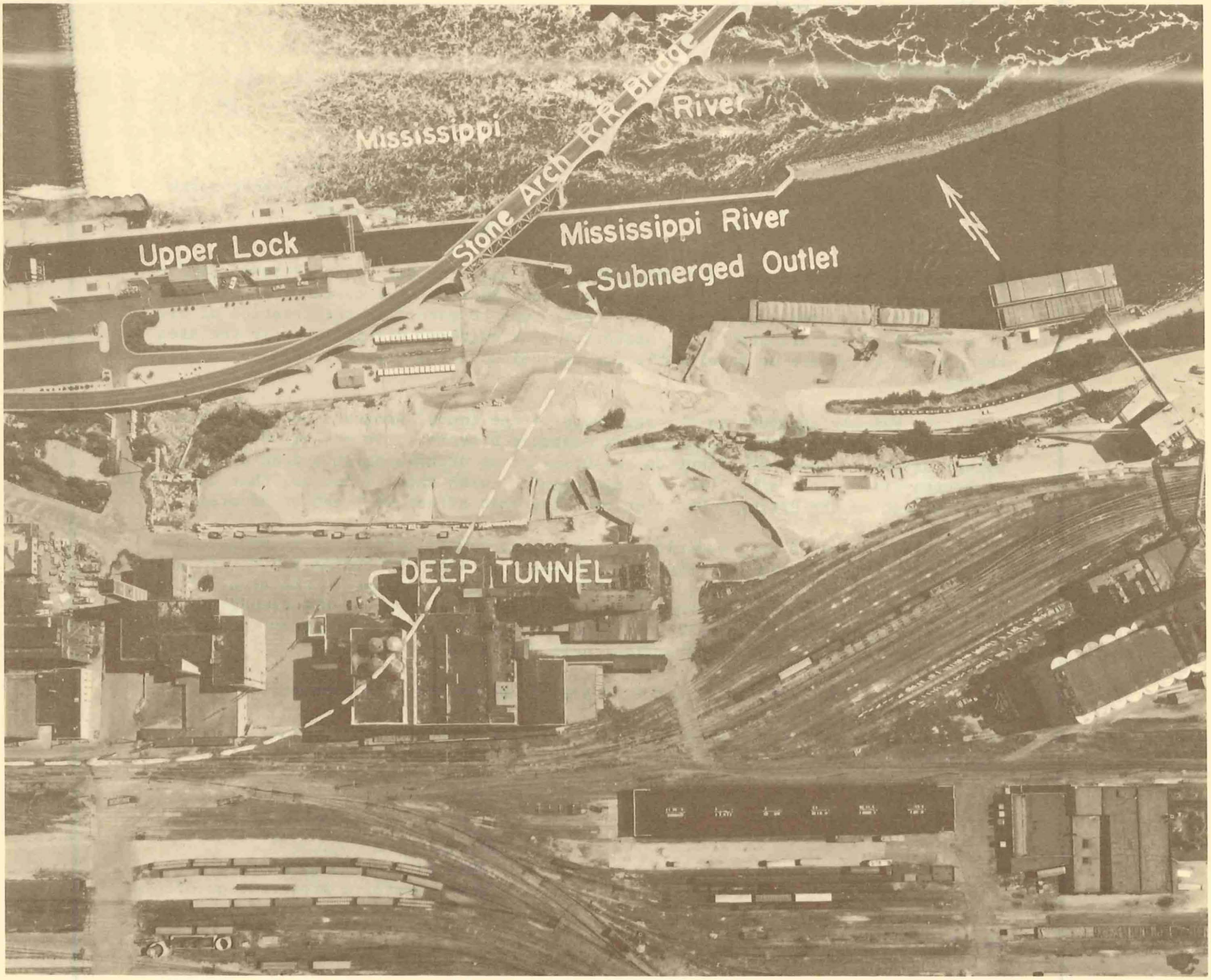
The invert of the tunnel outfall will be as low as possible, on the river bottom. Because the tunnel will have a twelve or thirteen-foot inside diameter, and the river has a minimum depth of ten feet, the outfall will be especially shaped to reduce its height and to make it as submerged and inconspicuous as possible.

### Hydraulics

This project has been coordinated with the Corps of Engineers and the City of Minneapolis to avoid both of their facilities, and to insure that the discharge from this tunnel will not alter the river characteristics.

Finally, this project will minimize harm to the Saint Anthony Falls Historic District by combining three separate drainage facilities into a single tunnel with a single outfall. Without this cooperation and foresight, two or even three separate outfalls could eventually exist within the district.

The following aerial photograph illustrates the tunnel outfall area. The proposed tunnel route and outfall are shown as well as the existing geographical and manmade features.



# MINNESOTA HISTORICAL SOCIETY

Fort Snelling Branch (Building 25), Fort Snelling, St. Paul, Minnesota 55111 • 612-726-1171

22 December 1975

Mr. C.P. Kachelmyer
Preliminary Design Engineer
Minnesota Highway Department
Room 612E
Highway Building
St. Paul, Minnesota 55155

Dear Mr. Kachelmyer:

RE: S.P. 2781 (T.H. 94)
From I-394 to 40th Avenue North
Storm sewer tunnel
Minneapolis, Minnesota

In response to your letter of October 27, 1975, both the Survey and Planning and the Archaeology sections of the Minnesota Historical Society have reviewed the project described above. The purpose of their review was to ascertain the location of sites of archaeological, architectural, historical, or cultural significance in the area of the project which are on or eligible for inclusion on the National Register of Historic Places.

It became quickly apparent to the reviewers of the tunnel project that the tunnel would penetrate the Saint Anthony Falls Historic District. To establish the exact nature of the consequent effect on the District an archaeologist and an architectural historian visited the site. It is their opinion, with which I concur, that there will be an effect on the Historic District but that that effect will not be adverse.

I am anxious to point out, additionally, that the tunnel outfall is in an area of early flour and lumber mill activity. Evidence of these structures and their tail-races are visible in many parts of the District -- although not in the area of the proposed tunnel. Should structural remains be discovered during the tunneling operation I expect that you will notify me immediately so that competent staff may examine them in order to determine their significance.

If I may be of additional assistance please do not hesitate to contact me.

Thank you again for your attention to historic and archaeological values in your planning process.

Sincerely,

Russell W. Fridley

Russell W. Fridley
State Historic Preservation Officer

RWF/fr

Advisory Council
On Historic Preservation
1522 K Street N.W.
Washington, D.C. 20005

March 2, 1976

Mr. E. Dean Carlson
Division Administrator
Federal Highway Administration
Suite 490, Metro Square Building
St. Paul, Minnesota 55101

Dear Mr. Carlson:

On February 2, 1976, the Advisory Council received an adequately documented determination from the Federal Highway Administration (FHWA) that SP 2781 (I-94) Bassett Creek Relocation Tunnel, Minneapolis, Minnesota, would not adversely affect the Saint Anthony Falls Historic District, a property included in the National Register of Historic Places. After review of your determination, the Executive Director notes no objection to the determination of no adverse effect, provided that should structural remains of the early four and lumber mill activity be discovered during the tunneling operations construction operation will be halted at that location and Mr. Russell Fridley notified immediately so that his staff may examine them in order to determine their significance.

In accordance with Section 800.4(d) of Advisory Council's "Procedures for the Protection of Historic and Cultural Properties" (36 C.F.R. Part 800), you may proceed with the undertaking.

A copy of your determination of no adverse effect, along with supporting documentation and this concurrence, should be included in any environmental assessment or statement prepared for this undertaking in compliance with the National Environmental Policy Act.

Your continued cooperation is appreciated.

Sincerely yours,

John D. McDermott
Director, Office of Review and Compliance

*The Council is an independent unit of the Executive Branch of the Federal Government charged by the Act of October 15, 1966 to advise the President and Congress in the field of Historic Preservation.*

MINNESOTA HISTORICAL SOCIETY
690 Cedar Street, St. Paul, Minnesota 55101 • 612-296-2747

2 August 1976

Mr. C.P. Kachelmyer
Preliminary Design Engineer
Room 612E
Highway Building
St. Paul, Minnesota 55155

Dear Mr. Kachelmyer:

RE: 330
Minnesota Project No. I 094-3( )
and I 394-6 ( )
S.P. 2781 (I-94) and S.P. 2789 (I-394)
Storm Sewer Tunnel
St. Anthony Falls Historic District
In Minneapolis - Hennepin County

The project described above, as you are well aware, has been the subject of some discussion between your office and the Historical Society for some time. A draft 4(f) statement has been prepared for the project which included my statement of December 22, 1975, that there would be an effect on the St. Anthony Falls Historic District as a result of the project but that that effect would not be adverse. I additionally requested that should the tunnel excavation reveal some presently unknown historic ruins I be notified immediately.

The Advisory Council on Historic Preservation apparently concurred with my analysis as is indicated by its letter of March 2, 1976.

I am now in receipt of your statement that the location of the tunnel is to be shifted slightly. This slight change of alignment does not change my reply as to the effect of the tunnel on the historic district -- the tunnel will affect the district but will not affect it adversely. As in my earlier statement I expect that I will be notified should any currently unknown historic ruins be discovered during the construction process.

It is my expectation that the Advisory Council will not alter its prior comments on the tunnel project as the slight change in alignment does not change the historical considerations on which its comments are based.



I hope that this letter suffices for your purposes. I appreciate the keen attention which you continue to give to historic and archaeological sites in your planning process.

Sincerely,

Russell W. Fridley

Russell W. Fridley
State Historic Preservation Officer

RWF/fr

## COMMENTS RECEIVED


| AGENCY | PAGE |
|---|---|
| United States Department of the Interior | 377 |
| United States Department of Transportation | 377 |
| Minnesota Department of Natural Resources | 378 |
| Minnesota Historical Society | 378 |
| Metropolitan Council of the Twin Cities Area | 379 |
| Minneapolis Heritage Preservation Commission | 379 |


No response is necessary to any of the comments received.

United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

In Reply Refer To:
L7619-MQ
(ER-76/474)

JUN 28 1976

Dear Mr. Carlson:

This is in response to the request for the Department of the Interior's comments on the Section 4(f) statement for I-94 and I-394, Minneapolis, Hennepin County, Minnesota.

We are pleased to note that the consultation requirements of Section 106 of the National Historic Preservation Act have been satisfied and incorporated into the statement.

The Department of the Interior concurs with the findings of the Section 4(f) statement and offers no objection to Section 4(f) approval of the subject project.

Sincerely yours,

(Sgd) Stanley D. Doremus

Deputy Assistant Secretary of the Interior

Mr. E. Dean Carlson
Division Administrator
Federal Highway Administration
Metro Square Building
Seventh and Roberts Streets
St. Paul, Minnesota 55101

✓cc: Mr. Paul G. Velz
Minnesota Department of Highways

WAP Campbell
JS Reter-RP Rose ✓
CR Hockmeyer
Pic Mellis

Form DOT F 1320.1 (8-67)

UNITED STATES GOVERNMENT

*Memorandum*

DEPARTMENT OF TRANSPORTATION
OFFICE OF THE SECRETARY

DATE May 27, 1976

In reply refer to

SUBJECT Minnesota
Draft Section 4(f) Determination: Project I-94-3() & I-394-6(), St. Anthony Falls, Hennepin Co.

FROM Director, Office of Environmental Affairs, TES-70

TO Chief, Environmental Programs Division (HEV-10) Federal Highway Administration

We appreciate the opportunity to review and comment on this draft section 4(f) determination. We have no specific comments to offer.

We look forward to receiving the final environmental impact statement/ section 4(f) determination, including the comments received from other public agencies and the general public on the draft statement.

Martin Convisser

STATE OF
MINNESOTA
DEPARTMENT OF NATURAL RESOURCES
CENTENNIAL OFFICE BUILDING · ST. PAUL, MINNESOTA · 55155

DNR INFORMATION
(612) 296-6157

June 18, 1976

Paul G. Velz
Road Design Engineer
Department of Highways
John Ireland Boulevard
St. Paul, Minnesota 55155

Re: 330 Minn. Proj. No. I 094-3
& I 394-6
S.P. No. 2781 (I-94) & 2789 (I-394)
Saint Anthony Falls Historic District
in the City of Minneapolis
Hennepin County

Dear Mr. Velz:

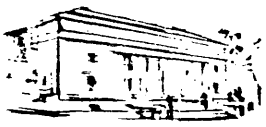
The Department of Natural Resources has reviewed the Draft Section 4(f) Statement for the Saint Anthony Falls Historic District, City of Minneapolis.

Based on the data presented in the 4(f) statement, the Department of Natural Resources can foresee no major problems with this project. Review of construction processes will occur under the Division of Waters permit process.

Sincerely,

Jerome H. Kuehn
Planning Administrator

JHK:al
cc: Dick Myshak
Don Carlson
Lynn Carlquist
Chris Hagen
Jim Hurley
J.S. Metz - Rochester



MINNESOTA HISTORICAL SOCIETY
690 Cedar Street, St. Paul, Minnesota 55101 • 612-296-2747

9 June 1976

Mr. E.P. Kachelmyer
Preliminary Design Engineer
Room 612E
Highway Building
St. Paul, Minnesota 55155

Dear Mr. Kachelmyer:

RE: 330
Minnesota Project No. I 094-3( )
and I 394-6( )
S.P. 2781 (I-94) and S.P. 2789 (I-394)
Storm Sewer Tunnel
St. Anthony Falls Historic District
In Minneapolis - Hennepin County

Thank you for your letter of May 13, 1976, in which you describe the attention which the Department of Highways is giving to the historic character of the St. Anthony Falls Historic District, particularly as the now proposed highway department activity may affect the district.

In our letter to you of December 22, 1975, we stated that construction of a storm sewer tunnel as a part of the construction of T.H. 94 would have no adverse effect on the Historic District. The Advisory Council concurred with this determination in their letter of March 2, 1976, to Mr. E. Dean Carlson. We continue to stand by our earlier letter and expect that you will contact us should any historic or archaeological remains be discovered during the construction process.

Again, thank you for your attention to historic resources in your planning process.

Sincerely,

Russell W. Fridley
Russell W. Fridley
State Historic Preservation Officer

RWF/fr

Metropolitan Council of the Twin Cities Area

291-6359

300 Metro Square Building, 7th Street and Robert Street, Saint Paul, Minnesota 55101 Area 612, 227-0481

June 16, 1976

Mr. Charles E. Burrill
Assistant Commissioner, Metropolitan Region
Department of Highways
St. Paul, Minnesota 55155

RE: Draft Section 4 (f) Statement; Bassett Creek Tunnel/St. Anthony Falls Historic District
Metropolitan Council Referral File No. 3515

Dear Mr. Burrill:

At its meeting on June 10, 1976, the Metropolitan Council reviewed the above Section 4 (f) Statement. The Council had previously reviewed the Flood Control Feasibility Report (File No. 3046) which included the tunnel. The project would not disrupt the Historic District and no significant adverse effects will result. The Council has no further comment to make on the project.

Sincerely yours,

METROPOLITAN COUNCIL

John Boland
Chairman

JB:jg

cc: Constance Kozlak, Metropolitan Council staff
W.M. Crawford
J.S. Kutz - R. Paine
A.M. Haltine
C.P. Kachelmyer
Metro File

minneapolis
city of lakes

June 29, 1976

Mr. John Gable
Environmental Writer
State of Minnesota
Department of Highways
5801 Duluth Street
Minneapolis, MN. 55422

Dear Mr. Gable: Re: 315
Mn. Proj. I 093-3 ( ) and I-394-6 ( )
S.P. 2781 (I-94) and 2789 (I-394)

The Minneapolis Heritage Preservation Commission has studied the draft of Section 4(f) Statement and agrees with its findings. Since the project will be built by conventional tunneling methods with little surface disruption, and the outlet will be mostly submerged and not visible, the only possible disruption will be of early mill sites. We note that the Minnesota Historical Society will provide an archeologist present during the last stage of digging, which is near these sites.

The HPC determines that this project will not have an adverse effect on the St. Anthony Falls Historic District.

Sincerely,

Roy N. Thorshov
Chair

RNT:ad

HPC
Heritage Preservation Commission
210 City Hall Minneapolis Minnesota 55415 telephone:348-6538

# APPENDIX

SUPPLEMENTARY CORRESPONDENCE


| | PAGE |
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| MPRB LETTER RE REPLACEMENT LAND SITE #1 | 385 |

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

JUN 11 1976

Mr. Paul G. Velz
Road Design Engineer
State of Minnesota
Department of Highways
St. Paul, Minnesota 55155

Dear Mr. Velz:

We have completed our review of the April 1976 Air Quality Report for Interstate 94, Minneapolis and Brooklyn Center in Hennepin County. The Report presented a thorough and comprehensive analysis of potential air quality impacts associated with proposed I-94. We found our questions and comments on the Draft EIS air quality analysis to be adequately addressed.

We thank you and your staff for the cooperation shown in resolving our concerns about the proposed project.

Sincerely yours,

Gary A. Williams

Gary A. Williams
Chief,
Environmental Review Section

COPIES:
F.D. Marzitelli
C.E. Burrill
Paul G. Velz
W.M. Crawford
C.P. Kachelmyer
J.S. Katz-R. Paine
R.M. Canner
A.H. Hultine
R.C. Winter
J.P. Halvorson
File

RECEIVED
MAY 13 1976
COMMISSIONERS OFFICE

# Minnesota Pollution Control Agency

May 11th, 1976.

Mr. Frank D. Marzitelli,
Commissioner,
Minnesota Department of Highways,
St. Paul, Mn. 55155.

RE: 330 Minn. Proj. I-094-3
State Proj. 2781 and 2786.
From: U.S. 12/I394 in Minneapolis.
To: T.H. 152 in Brooklyn Center,
Hennepin County, Minnesota.
Air Quality Report.

Dear Mr. Marzitelli:

The staff has reviewed the air quality report of the above mentioned project and finds the project consistent with the State Implementation Plan.

As you may know, monitoring data collected from this site combined with the contribution from the development could lead to a violation of the eight-hour carbon monoxide standard. However, due to the emissions control program, it is felt that no violation would occur at date of opening. This is a logical assumption if Congress does not grant auto makers further extensions.

Since the Pollution Control Agency must use current Environmental Protection Agency guidelines in analyzing the impact of the emissions control program on ambient air quality, we would concur with the Highway Department that the proposed development is consistent with the Transportation Control Plan of Minnesota's State Implementation Plan.

Once again, thank you for your continued cooperation in the Air Quality assessment program.

Sincerely,

Peter L. Gove
Executive Director

PLG/rmg

1935 West County Road B2, Roseville, Minnesota 55113
Regional Offices • Duluth / Brainerd / Fergus Falls / Marshall / Rochester / Roseville
Equal Opportunity Employer

Park and Recreation Board ☙ 250 South Fourth Street ☙ Minneapolis, Minnesota 55415

September 3, 1976

Mr. William Crawford, District Engineer
Minnesota Department of Highways
2055 North Lilac Drive
Minneapolis, Minnesota 55422

Dear Mr. Crawford:

The proposal of the Minnesota Highway Department to provide a landscaped buffer along the Soo Line Railroad in lieu of the .2 acre of railroad property that cannot be acquired as replacement land for North Mississippi Park, has been accepted by the Minneapolis Park and Recreation Board.

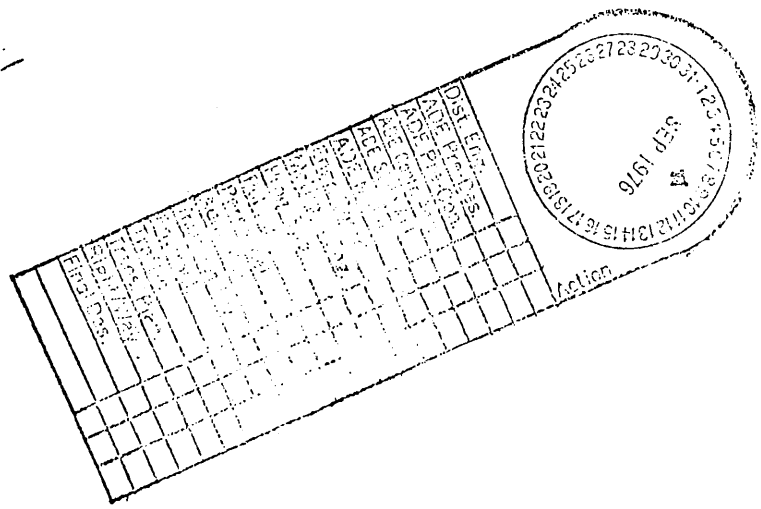
Therefore, the acquisition efforts of the Minnesota Highway Department have resulted in a satisfactory agreement for land acquisition from the Soo Line Railroad at the south end of the park

Attached is the map that depicts the new park property to be acquired from the railroad.

Sincerely,

Robert W. Ruhe,
Superintendent

RWR:hj
attach.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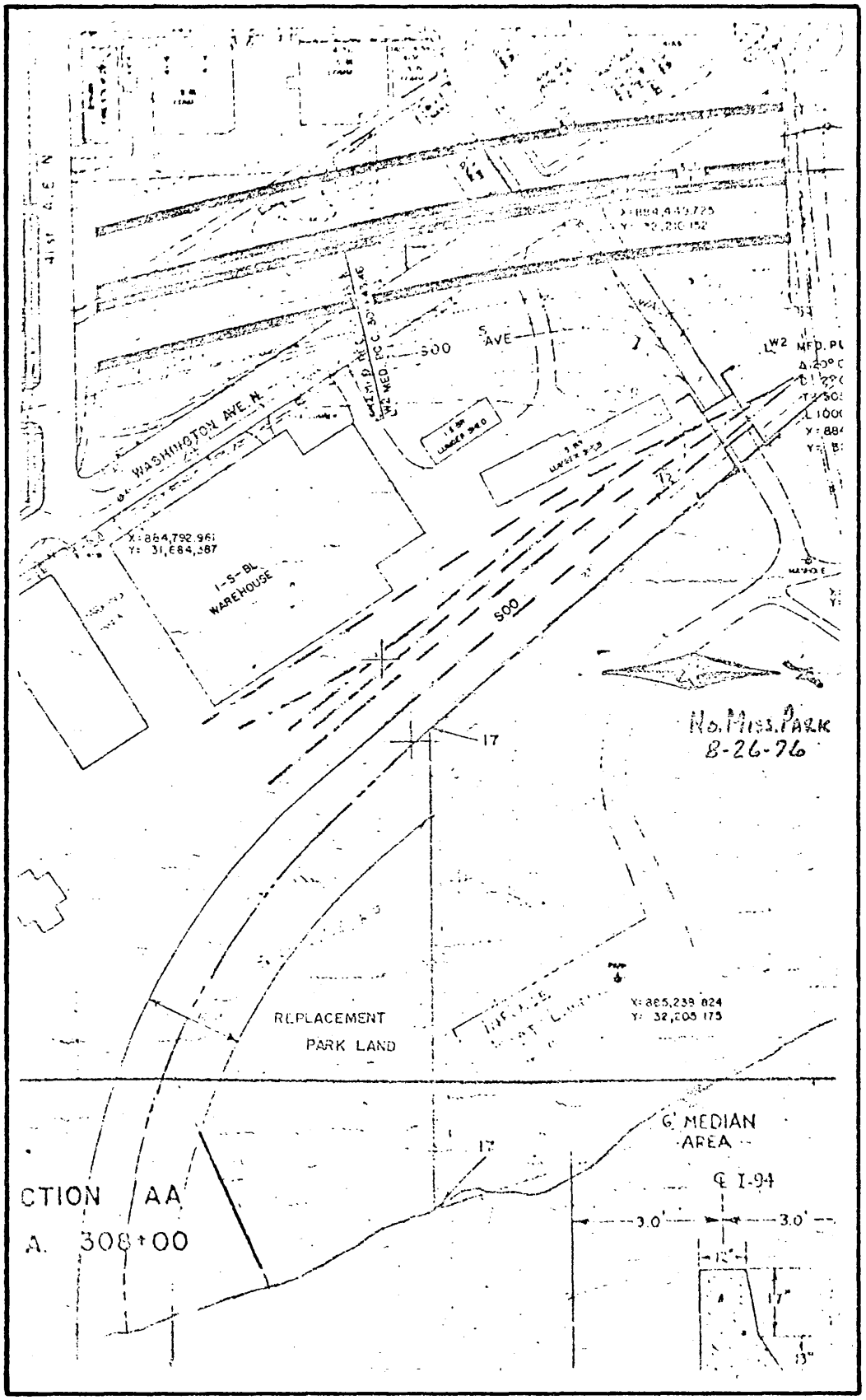
WASHINGTON AVE. N.
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Y: 31,684,387
17
No. Miss. Park
8-26-76
REPLACEMENT
PARK LAND
Y: 865,239.824
Y: 32,205.175
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17
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AREA
℄ I-94
3.0'
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# SUPPLEMENTAL INFORMATION RECEIVED ON THE STATE DRAFT ENVIRONMENTAL IMPACT STATEMENT

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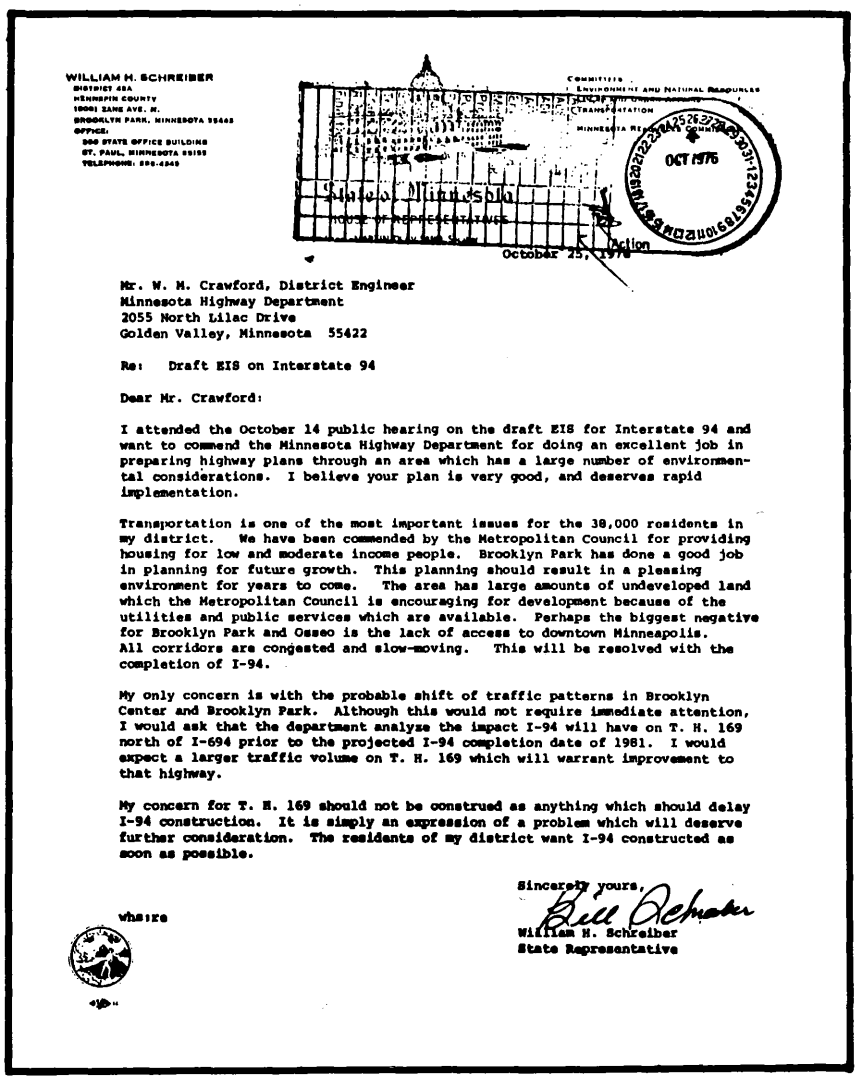
Summary of Public Meeting

A public meeting was held on October 14, 1976 to receive comments on the State Draft Environmental Impact Statement. A transcript of the oral testimony received was made and is available from:

District Engineer
Minnesota Highway Department
District 5
2055 North Lilac Drive
Golden Valley, Minnesota 55422

There were no comments received regarding potential adverse environmental impacts resulting from the construction of the proposed facility. All comments received were in support of the proposal and urged its prompt construction.

Written comments were accepted through October 26, 1976. Copies of written statements along with responses, where necessary, are reproduced on the following pages.



WILLIAM H. SCHREIBER
DISTRICT 48A
HENNEPIN COUNTY
10001 ZANE AVE. N.
BROOKLYN PARK, MINNESOTA 55443
OFFICE:
300 STATE OFFICE BUILDING
ST. PAUL, MINNESOTA 55155
TELEPHONE: 296-4249

COMMITTEES
ENVIRONMENT AND NATURAL RESOURCES
TRANSPORTATION

State of Minnesota
HOUSE OF REPRESENTATIVES

OCT 1976

Action

October 25, 1976

Mr. W. M. Crawford, District Engineer
Minnesota Highway Department
2055 North Lilac Drive
Golden Valley, Minnesota 55422

Re: Draft EIS on Interstate 94

Dear Mr. Crawford:

I attended the October 14 public hearing on the draft EIS for Interstate 94 and want to commend the Minnesota Highway Department for doing an excellent job in preparing highway plans through an area which has a large number of environmental considerations. I believe your plan is very good, and deserves rapid implementation.

Transportation is one of the most important issues for the 38,000 residents in my district. We have been commended by the Metropolitan Council for providing housing for low and moderate income people. Brooklyn Park has done a good job in planning for future growth. This planning should result in a pleasing environment for years to come. The area has large amounts of undeveloped land which the Metropolitan Council is encouraging for development because of the utilities and public services which are available. Perhaps the biggest negative for Brooklyn Park and Osseo is the lack of access to downtown Minneapolis. All corridors are congested and slow-moving. This will be resolved with the completion of I-94.

My only concern is with the probable shift of traffic patterns in Brooklyn Center and Brooklyn Park. Although this would not require immediate attention, I would ask that the department analyze the impact I-94 will have on T. H. 169 north of I-694 prior to the projected I-94 completion date of 1981. I would expect a larger traffic volume on T. H. 169 which will warrant improvement to that highway.

My concern for T. H. 169 should not be construed as anything which should delay I-94 construction. It is simply an expression of a problem which will deserve further consideration. The residents of my district want I-94 constructed as soon as possible.

Sincerely yours,

William H. Schreiber
State Representative

whs:re

Response

Traffic studies indicate that most of the through traffic from the Champlin area and beyond bound for I-694 and Minneapolis travels via T.H. 52 and I-94. It is anticipated that any increase in traffic will be generated by local development. The Department at this time has no plans for major upgrading of T.H. 169.

No Response Necessary

OFFICE OF CITY COUNCIL
RICHARD R. MILLER, ALDERMAN 3rd WARD
307 CITY HALL, MINNEAPOLIS, MINNESOTA 55415
PHONE: 348-2203

minneapolis city of lakes

October 19, 1976

Mr. W. M. Crawford, District Engineer
Minnesota Highway Department
2055 Lilac Drive North
Minneapolis, MN. 55422

Re: S.P. 2781-09 (I-94), Interstate 94 in North Minneapolis,
Statement for Public Hearing - October 14, 1976

Dear Mr. Crawford:

I wish to take this opportunity to provide written amplification to the statement I made at the recent public hearing. I think the Minnesota Highway Department has done a responsible and professional job at redesigning this highway in answer to many citizen concerns.

I would point to:

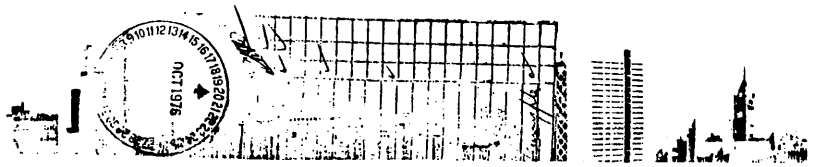
1. Complete redesign to place the main roadways below grade for noise consideration.

2. Resolution of the North Mississippi Park area resulting in nearly twice the area available for park purposes and nearly double the existing river frontage. The addition of several bridges for pedestrian and bicycle use between Webber and North Mississippi Park resulting in a unification of these parks that never before existed.

3. The addition to the plan by MHD of a pedestrian bridge between the Franklin Hall redevelopment area and the area east of Washington Avenue to provide ready, safe access to shopping and river front activities that does not now exist.

4. But most of all, I-94 will provide fast, safe access to other parts of the city and metropolitan area for residents of the 3rd Ward, while providing relief to our neighborhoods from the ever increasing traffic problems on Lyndale Avenue, Washington Avenue, Marshall Avenue and West Broadway.

It strikes me that because of increased bumper-to-bumper traffic during rush hours, as well as the need for a buffer between the commercial-industrial land use on the east as opposed to residential on the west, we would be doing a disservice environmentally if we did not build I-94.






Since 1956, every alderman who has served this ward has supported the construction of this facility. I wholeheartedly add my name to that list in support.

Let's get on with the job.

Sincerely,

Richard R. Miller
Alderman - 3rd Ward

RRM:jh

cc: Jim Harrington, Commissioner of transportation

No Response Necessary

Brooklyn Park Chamber of Commerce

7575 Brooklyn Boulevard, Brooklyn Park, Minnesota 55443 - Phone 612/561-5788

October 15, 1976

Mr. Bill Crawford
Minnesota Highway Department
2055 North Lilac Drive
Golden Valley, Minnesota 55422

RE: Public hearing on the completion of I-94 from North Minneapolis to Brooklyn Center.

Dear Mr. Crawford:

The Brooklyn Park Chamber of Commerce would like to express its concerns to you on the need for the completion of I-94.

The north area of Hennepin County, particularly Brooklyn Park, is currently experiencing rapid growth, especially residential. This year a record number of permits for single-family homes is being issued in Brooklyn Park, which leads to the obvious conclusion that alot more traffic will be coming from and to our area.

Many of our residents work in downtown Minneapolis, and many of our businesses trade with Minneapolis customers. There is at present no expeditious route from our community to downtown for these people to use. With the current traffic levels, and the additional traffic that will be generated by the development in this area, I-94 is desperately needed.

This increase in residential development is posing a problem for Brooklyn Park, in that the commercial/industrial development needed to properly balance the residential is not occurring as rapidly as it should, and in our opinion, the lack of completion of I-94 is a major cause.

I-94 is needed for the economic health of our community and the travelling safety of our citizens.

We appreciate this opportunity to offer testimony for the official record.

Sincerely,

John H. Schoonover
President

"Building Our Community"

No Response Necessary

[illegible]

October 22, 1976

Mr. Bill Crawford, District Engineer
State Highway Department, District 3
2055 North Lilac Drive
Golden Valley, Minnesota 55422

RE: Hearing on Interstate 94

Dear Mr. Crawford:

Construction of Interstate 94 is long overdue. Interstate 94 is needed to improve the traffic movement between downtown Minneapolis and Brooklyn Center. Brooklyn Center residents can drive to downtown St. Paul, 15 miles further, in less time than it takes to drive to downtown Minneapolis.

The Brooklyn Center Chamber of Commerce is concerned that transportation routes are improved to attract new commercial and industrial development to provide jobs for our young people. Completion of Interstate 94 to Brooklyn Center will aid future mass transportation.

The north area of Hennepin County has waited for 19 years for construction of Interstate 94. Let us proceed without further delays.

Sincerely yours,

Henry Bogucki
President

HB:bs

No Response Necessary

osseo/maple grove area chamber of commerce, osseo, minnesota 55369

October 20, 1976

Mr. W. M. Crawford, District Engineer
Minnesota Highway Department
2055 North Lilac Drive
Golden Valley, MN 55422

Dear Bill:

The Osseo/Maple Grove Chamber of Commerce has aggressively supported the completion of I-94 in North Minneapolis. This freeway, proposed over twenty years ago but not completed, has held up development along the way up to and including our trade area.

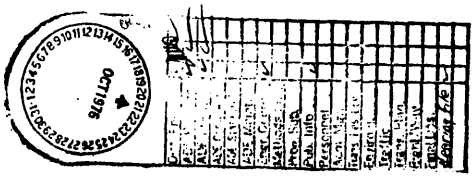
Our residential area is expanding very fast and needs this important part of the freeway completed to move employees and customers to work and shop in downtown Minneapolis. We don't have a good access route from our area to the downtown metro area, which this will provide, and also remove this type of traffic from residential streets it is now using.

We support the completion of I-94 as quickly as possible.

Very truly yours,

Roger Herdt
President

RH/bv




No Response Necessary

ESTABLISHED 1860

Williams
STEEL & HARDWARE

BOX 540 • 26TH AVENUE N. AND 1ST STREET N.
MINNEAPOLIS, MINN. 55440
OFFICE 612-588-9800
SALES 588-9888
MINN WATS 800-292-7903
IA, ND, SD, WI 800-328-8424

October 14, 1976

Mr. Robert Paine
I-94 Project Manager
Minnesota Highway Department

Subject: Completion I-94 through North Minneapolis

Williams Steel & Hardware Co has been an employer in North Minneapolis for over 100 years. We have invested many thousands of dollars in facilities and provide employment for 135 people.

We strongly recommend that this portion of I-94 be completed as soon as possible. It is essential that business concerns have adequate transportation arteries in order to compete economically. Nearly all of our competitors have moved to the suburbs along the freeway systems there. We have made a commitment to stay in Minneapolis, on the Northside, and; if we can get an adequate transportation system, we expect to stay.

The City of Minneapolis has a North Washington Industrial Development underway now. This development has progressed quite slowly, at least partially, because the transportation system, namely, I-94, has not been finally approved and constructed. The citizens of Minneapolis need industry for both employment and for tax base. Transportation and industry go together.

Sincerely,

K. E. Puffer
Vice President

KEP/dl

ONE SOURCE FOR STEEL, INDUSTRIAL SUPPLIES, CONTRACTOR SUPPLIES, FASTENERS, ABRASIVES, TOOLS, EQUIPMENT

NORTHSIDE RESIDENTS REDEVELOPMENT COUNCIL
1800 OLSON HIGHWAY
MINNEAPOLIS, MINNESOTA 55411 348 6849

OFFICERS
Dorothea Reynolds
Chairperson
Roland Baker
Vice-Chairperson
Ruth Strong
Secretary
Mattie L. McGowan
Treasurer

ELECTED DELEGATES
Beulah Smith
Willie Mae Reed
Larry Naber
Chloe Sudduth
Rosa Calloway
Ruth Strong
Mattie L. McGowan
James Boughery
James Johnson
Charles Waring
Dorothea Reynolds
Virginia LeVasseur
Roland Baker
Lolla Mae Lindsey
James Lassley
Sylvester Warder
Richard Pope
Merriam Pope
Charles Nelson
Daniel Dobbert
Kenneth Lewis
Wilbur Snook
Lorraine Hoderick

AT LARGE DELEGATES
Nick Sauro
Ronald Edwards
Elizabeth Moore
John James

AT LARGE ALTERNATES
Ted Crockett
Craig Sjoquist
Elaine Slawner

STAFF
Richard Parker
Executive Director
John Sawers
Assistant Executive Director
Mattie Clark
Community Organizer I
Nancy Petschke
Housing Services Assistant
Margaret Bryant
Rehab Specialist
Lynnette Williams
Secretary
John Palmer
Attorney
William P. Brown
CPA

October 14, 1976

Re: Minnesota 1-94 - US 12 - 694 segment, Minneapolis Final EIS Review approval

Mr. William M. Crawford
Dist. Engineer
Minn. Dept. of Highways
2055 North Lilac Drive
Minneapolis, Mn. 55422

Due to severe economic and sociological disruptions which have occured over the past ten years in this area, especially in the area bounded on the north by West Broadway, by public actions in the form of urban renewal, acquisition and demolition of homes and businesses for 1-94 highway right of way, removal of service and manufacturing industries on Plymouth Avenue and surrounding areas there have resulted severe economic and emotional problems. Because of the slowness of the 1-94 highway construction, a great deal of uncertainty has developed which is adversely affecting the development of new homes, rehabilitation of older homes, construction of commercial and industrial facilities and the socio-economic well being of the community.

The delays of construction are costing the residents, those residents least able to pay, excessive taxes and other associated costs. It is indeed time to expedite the approvals necessary to authorize the preparation of final design drawings, create jobs and execute construction at the earliest possible time. Your agency is urged by the elected Northside Residents Redevelopment Council and its approximately 25,000 residents constituents to approve and not delay the Final Environmental Impact Statement processing.

Sincerely,

Dorothea Reynolds
Chairperson, NRRC

OCT 1976

Dist. Eng.
ADE Pre.
AUK Pre.
ADE Con.
AUK Sur.
AUK Mat.
Engr. Geol.
Methods Eng.
Proj. Sup.
Pub. Info.
Personnel
Adm. Mgr.
Trans. Res. Dev.
Environ.
Traffic
Trans. Plan
Right-Way
Final Des.
Secretary

No Response Necessary

No Response Necessary

WEST BROADWAY REDEVELOPMENT, INC.
WEST BROADWAY PROJECT AREA COMMITTEE
2006 JAMES AVENUE NORTH
MINNEAPOLIS, MINNESOTA 55411

GENE G. ELSTON
EXECUTIVE DIRECTOR

Phone (612) 522-5022
(612) 529-4024

October 13, 1976

Mr. William M. Crawford
District Engineer
Department of Highways
District No. 5
2055 North Lilac Drive
Minneapolis, Minnesota 55422

Dear Mr. Crawford:

This letter is written at the unanimous direction of the members of the West Broadway Boundary Area Project Area Committee (PAC).

The West Broadway PAC urges the Minnesota Department of Highways to expedite the construction of Interstate 94 in every way possible. For almost 20 years this project, which has been referred to as one of the last "missing links" in I-94, has been delayed and construction costs have gone up each year while at the same time, millions of dollars in tax revenue have been lost by the city of Minneapolis.

We are convinced that the requirements laid down by the Federal and State Government agencies responsible for the well-being of citizens have been fulfilled in every respect by the planners and engineers of the Minnesota Department of Highways.

We have consulted with Congressmen Fraser and Frenzel and with Senators Mondale and Humphrey and in every case, we have received assurance that they totally favor the completion at the earliest possible date.

Therefore, as duly elected representatives of the West Broadway Boundary Area Project Area Committee, on behalf of the citizens we represent, both business and residents, we insist that every effort be made by all persons and agencies responsible to speedily complete the planning work and get on with the construction of this freeway which is vital to the redevelopment of the West Broadway area and of North Minneapolis.

Sincerely,

David R. Nelson, President
West Broadway Project Area Committee
West Broadway Redevelopment, Inc.

OCT 1976

Action
Dist. Eng.
ADE Pre.
AUK Pre.
ADE Con.
AUK Sur.
AUK Mat.
Engr. Geol.
Methods Eng.
Proj. Sup.
Pub. Info.
Personnel
Adm. Mgr.
Trans. Res. Dev.
Environ.
Traffic
Trans. Plan
Right-Way
Final Des.
Secretary

No Response Necessary

West Broadway Business Association
2006 James Avenue North Minneapolis, Minnesota 55411
Telephone (612) 529-4924 • 522-3922

October 13, 1976

Mr. William M. Crawford
State of Minnesota
Department of Highways
District Engineer's Office
District No. 5
2055 North Lilac Drive
Minneapolis, Minnesota 55422

Dear Mr. Crawford:

The Board of Directors of the West Broadway Business Association has met and by unanimous vote, directed the writing of this letter.

For almost 20 years we have patiently waited for Interstate 94 to become a reality. Many acres of land have been cleared...construction costs have skyrocketed...tax revenue to the city of Minneapolis has suffered by the losses of millions of dollars and still we have had delays caused by reckless and ill-founded objections to freeways. The Board of the W.B.B.A. demands that now, the majority of men and women and children whose life style will be improved immeasurably by the completion of this freeway be recognized.

The office of the W.B.B.A. has received inquiries from at least two major motel developers who plan much needed motel facilities adjacent to I-94 with a construction timetable which will coincide with the construction schedule of the freeway. Further, a major firm (PAKO PHOTO) has indicated strong interest in locating on West Broadway with a resultant TWO MILLION DOLLAR payroll, a one and a half million dollar facility and TWO HUNDRED FIFTY jobs where jobs do not now exist. The plans and final decision is predicated totally on the completion of I-94 because of the vital need of major freeway availability for the transportation of their raw materials inbound and finished products outbound.

This office is prepared to provide written letters from Congressmen Fraser and Frenzel and Senators Mondale and Humphrey in which the aforementioned indicate their strong interest in the completion of this, one of the last "missing links" in Interstate 94.

Further delay cannot be tolerated. The Minnesota Department of Highways in our judgment has fulfilled every demand made by environmentalists, government agencies and those who just plain "hate freeways". We now ask that the majority be heard. The writer has discussed this matter with such organizations as the Camden Merchants (28) and received unanimous endorsement, the Northside Residents Redevelopment Council, the Chambers of Commerce of Osseo, Brooklyn Center, Brooklyn Park and Fridley, all of whom have expressed a strong desire for easier access to such

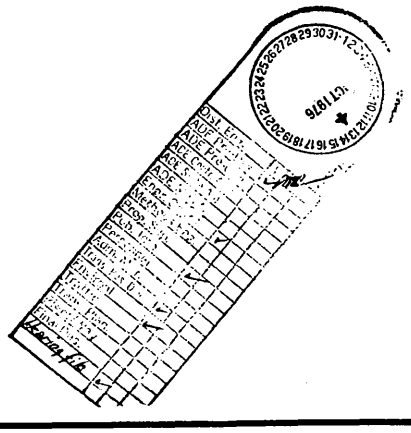


areas as the Camden business district, the Lowry Avenue North area, West Broadway business community and downtown Minneapolis.

In closing, we emphatically insist that every effort be made to speedily complete the planning work and get on with the construction of this vital freeway.

Sincerely,

Gene G. Elston
Executive Director
West Broadway Business Association



OFFICES OF
MANDEL & STIEGLER
ATTORNEYS AT LAW
2006 JAMES AVENUE NORTH
MINNEAPOLIS, MINNESOTA 55411

SEYMOUR MANDEL
ALAN STIEGLER

TELEPHONE
521-0021

October 13, 1976

Mr. Williams M. Crawford
District Engineer
Department of Highways,
State of Minnesota
District No. 5
2055 No. Lilac Drive
Minneapolis, Minnesota

Dear Mr. Crawford:

As a long time tax payor in North Minneapolis with property at 2006 James Ave. N., I wish to go on record as being unequivically opposed to any further delay in the construction of the final phase of Interstate 94.

For more that nineteen years, this major project has been discussed, planned and replanned, designed and amended and every objection made by individuals and agencies involved has been answered by the Minnesota Department of Highways. Further delay on the part of environmentalists or anyone else opposed to freeways in general is unthinkable.

In my legal contacts, everyone with whom I have discussed the matter of Interstate 94 being unfinished has reacted with total disgust. Many acres of land have remained idle and empty and millions of dollars of tax revenue have been lost by the City of Minneapolis and at the same time, construction costs have risen yearly at an alarming rate.

Therefore, I ask that your office and all others responsible for the planning, design and construction of I-94 do everything possible to clear the air and get on with the business of completing this final portion of I-94 in Minneapolis. Its completion is vital to the redevelopment and renewal of North Minneapolis. Further delay cannot be tolerated.

Yours very truly,

SEYMOUR MANDEL

OCT 1976

No Response Necessary

No Response Necessary

From the desk of
PHYLLIS PAPKE Thursday, 10/21/76

Although I was unable to attend this meeting, I would like, as a 19-year resident of Brooklyn Center, to add my pleadings that this project go thru as rapidly as possible.

I'm from Milwaukee and return there frequently and am impressed with the advanced system of North-South PLUS East-West freeways that cover the entire metropolitan area.... with the exception of their major goof, the freeway that endsuncompleted at the lakefront.

It is past time that TC citizens should be able to drive on a freeway from the North side of the metropolitan area through the loop and into the South end.

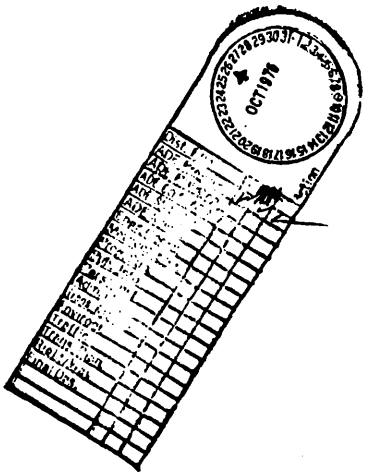
Our life styles are established with total dependence upon cars, whether the environmentalists like it or not. With inflation, we cannot afford to relocate closer to jobs, and the day is coming when we also will be barely able to afford gasoline to drive to them. We need the shortcuts provided by freeways more each year. Please don't cease your efforts to finish the "missing link" from the North area.

Phyllis Papke
(Mrs. R. J.)

561-7877 (after 6 PM)

District engineer-

Enclosed are my comments on the Draft State EIS for the propsed I94 in Mpls andBrookayn Center.




Response

Item A

The I-94 link has been designed to provide a level of service commensurate with the anticipated traffic demand. The capacity of the facility and its anticipated operational characteristics are discussed in Section II, Proposed Impacts.

Item B

Facilities for bicycles and pedestrians in the form of sidewalks are proposed for all crossovers of local streets over I-94. In addition, several separate bicycle and pedestrian facilities are proposed.

I moved to Minneapolis' near north side in June of '76. Having had an interest and some training in urban transportation I am surprized that in this age of enlightenment about the environmental, energy and land use impacts of urban transp. and the private auto system that this progressive state is still building a massive urban freeway link--"I94" thru north Mpls. In the long run it continues a system which has no future when a more thoughtful solution to the transp. needs of the corridor could start to change that system into a more rational one. In the short run it is a very expensive solution to a traffic problem which is clearly not as large as the expected problem it was designed to solve a number of years ago--its too big a highway.

A

Since it is quite possible that the Highway Department (when will we get a Department of Transportation?) will eventually build this freeway, I have some specific design comments.

For many people, particularly those on the near north side this freeway will be one more barrior between us and the rest of the city--we already have the river and the railroad. This is particularly true for bicyclists like myself. Bicycling is dangerous on the enlarged and "improved" arteries crossing and paralleling the freeway--Lyndale, 7th St N, Plymouth etc. And there will be little alternative. These streets when completed will be even less compatible with bicycles because of the higher average speeds and the design. Lyndale from Hennepin to highway 12 is a current example. The speed combined with the design of "T" intersections such as where Hennepin leaves Lyndale northbound forcing the bicyclist to cross several lanes of traffic make it most difficult and dangerous. Bikeways could and should be included in theinitial design of such street modifications. They should have better design criteria than those in the parks with respect to curb cuts and curve radii also.

B

Sincerely,

Fred H. Olson
Box 11215
Mpls, Mn 55411
588-9532

In coordinating this project with the MPCA, the MPCA expressed the following concerns after reviewing the DEIS:

**A** The water quality section of the document does not give the Agency enough background and expected pollutant concentration data to assess whether the project will meet State Water Quality Standards. In addition, the EIS does not indicate that the Minnesota Highway Department intends to meet State and Federal Regulations which require best available treatment economically feasible for control of pollutant discharges into state waters. This document also does not discuss project impacts on municipal water supplies and other designated uses of the waters involved.

**B** The air quality section does not address the potentially significant mitigating impact of metered access along this project's route.

**C** The basic problem of the noise analysis is that it appears that the project will not meet State Noise Standards along most of the project length. There is no indication that greater mitigative measures could be implemented.

The following is in response to the MPCA concerns:

Item A

The information in Table 7, page 78 does not correctly reflect all the stream classifications and standards. The MPCA indicates the following as the applicable classifications and water quality standards for the streams and the highway effluent:

(Correction to Table 7, page 78)

| | Bassett Creek | Shingle Creek | Mississippi River |
|---|---|---|---|
| Classification | 2B, 3C, 4A & B, 5, and 6, with the most stringent limit controlling | 2B, 3C, 4A & B, 5, and 6, with the most stringent limit controlling | 1C, 2B, 3B, & C, 4A & B, 5, and 6, with the most stringent limit controlling |

State Standards for the Mississippi River in the I-94 project area.*

| Parameter | Water Quality Standard | Effluent Standard |
|---|---|---|
| TSS | NA | 30 mg/1 |
| TDS | 500 mg/1 | NA |
| BOD | NA | 25 mg/1 |
| COD | NA | NA |
| P | NA | NA |
| Nitrate (N) | 45 mg/1 | NA |
| Ammonia (N) | 1 mg/1 | NA |
| Chloride | 100 mg/1 | 1500 mg/1 |
| Pb | .05 mg/1 | 2.0 mg/1 |
| Cr (hexavalent) | .05 mg/1 | 1.0 mg/1 |
| Cu | .01 mg/1 | .5 mg/1 |
| Ni | .1 mg/1 | 10 mg/1 |
| Zn | NA | .9 mg/1 |
| T. Coliform | NA | NA |
| F. Coliform | 200 MPN/100 ml | 200 MPN/100 ml |

*These standards should also be applied to the streams which discharge into the Mississippi.

PREDICTED POLLUTANT CONCENTRATIONS

The following is a summary of the "Supplement to the Preliminary Hydraulic Analysis and Water Impact Assessment for I-94", prepared November 4, 1976, by the MHD Hydraulic Unit. The methodology and assumptions made, include:

1) The parameters analyzed for the river were chosen because of the availability of upstream river data and the availability of matching parameters listed in the following references:

"Contributions of Urban Roadway Usage to Water Pollution", March 1975 EPA-600/2-75-004, and

"Water Pollution Aspects of Street Surface Contaminants", November 1972, EPA-R2-72-081.

2) Each outfall is a combination of both the highway and the city areas which comprise the drainage areas (refer to page 36).

3) A 10-year, 24 hour storm was used to determine the concentrations of the discharge as described in "Urban Hydrology for Small Watersheds", January 1975, Soil Conservation Service of the Department of Agriculture. (Different assumptions were made for chloride concentrations.)

4) The value used to represent the existing water quality upstream of the first discharge is based on the mean of the data taken from 1973-1976 during the summer months at the Minneapolis Water Works in Fridley (UM 859).

5) The value used to represent the river flow upstream of the first discharge is the mean of the monthly flows of record from (1930-1960) at the Anoka guaging station.

The results are estimates and may be subject to change as more accurate predictive methods become available.

Table 8a

# CONCENTRATION OF POLLUTANTS

| | OUTFALL CONCENTRATION | | | | | | | | | | | | | | | RIVER CONCENTRATION | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | TOTAL SOLIDS MG/L | VOLATILE SOLIDS MG/L | BOD MG/L | COD MG/L | TOTAL PHOSPHATE-P MG/L | NITRATE N MG/L | KJELDAHL N MG/L | CHLORIDE MG/L | LEAD MG/L | CHROMIUM MG/L | COPPER MG/L | NICKEL MG/L | ZINC MG/L | TOTAL COLIFORM ORG/100ML | FECAL COLIFORM ORG/100ML | TOTAL SOLIDS MG/L | VOLATILE SOLIDS MG/L | BOD MG/L | COD MG/L | TOTAL PHOSPHATE-P MG/L | NITRATE N MG/L | KJELDAHL N MG/L | CHLORIDE MG/L | LEAD MG/L | CHROMIUM MG/L | COPPER MG/L | NICKEL MG/L | ZINC MG/L | TOTAL COLIFORM ORG/100ML | FECAL COLIFORM ORG/100ML |
| STATE REGULATIONS | | | 25 | NA | NA | NA | | 1500 | 2.0 | 1.0 | 0.5 | 10 | 0.9 | NA | 200 mpn/100ML | | | NA | NA | NA | 45 | | 100 | .05 | .05 | .01 | 0.1 | NA | NA | 200 mpn/100ML |
| MEAN VALUES OF RIVER AT FRIDLEY WATER WORKS | | | | | | | | | | | | | | | | | | 3.6 | 38 | .14 | .22 | | 8 | <.01 | | <.01 | <.01 | .022 | 3500 | 280 |
| OUTFALL TO RIVER | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| T.H. 694 | 97.6 | 5.0 | 0.22 | 5.25 | 0.06 | 0.008 | 0.015 | 698 | 1.14 | 0.008 | 0.01 | 0.02 | 0.14 | 0 | 0 | | | 3.50 | 37.0 | 0.14 | 0.21 | | 29.55 | 0.045 | | 0.01 | 0.01 | 0.03 | 3391 | 271 |
| 57th AVE. | 159.3 | 8.4 | 0.50 | 8.79 | 0.10 | 0.01 | 0.05 | 582 | 1.70 | 0.01 | 0.02 | 0.03 | 0.185 | 240 | 14 | | | 3.46 | 36.51 | 0.138 | 0.21 | | 35.94 | 0.064 | | 0.01 | 0.01 | 0.03 | 3355 | 268 |
| 53RD AVE. | 127.2 | 7.86 | 0.78 | 7.79 | 0.09 | 0.009 | 0.115 | 223 | 0.727 | 0.01 | 0.016 | 0.013 | 0.114 | 1050 | 59 | | | 3.42 | 36.05 | 0.137 | 0.21 | | 38.96 | 0.075 | | 0.01 | 0.01 | 0.03 | 3318 | 265 |
| 49th AVE. | 217.2 | 13.55 | 1.39 | 13.40 | 0.15 | 0.016 | 0.21 | 95 | 1.17 | 0.017 | 0.029 | 0.023 | 0.197 | 1891 | 107 | | | 3.37 | 35.47 | 0.137 | 0.21 | | 40.38 | 0.103 | | 0.01 | 0.01 | 0.03 | 3282 | 261 |
| SHINGLE CREEK @ I-94 | | | 5.06 | | 0.10 | | | 77 | 0.18 | 0.010 | 0.01 | 0.007 | 0.04 | 0 | 0 | | | 3.57 | | 0.132 | 0.24 | | 44.8 | 0.112 | | 0.01 | 0.01 | 0.03 | | |
| DOWLING AVE | 134.8 | 8.98 | 1.06 | 8.70 | 0.10 | 0.009 | 0.166 | 66 | 0.414 | 0.011 | 0.02 | 0.01 | 0.094 | 1602 | 91 | | | 3.47 | 34.45 | 0.131 | 0.23 | | 45.6 | 0.124 | | 0.01 | 0.01 | 0.03 | 3218 | 255 |
| 31ST AVE | 168.1 | 10.03 | 0.91 | 10.06 | 0.115 | 0.012 | 1.128 | 672 | 1.15 | 0.01 | 0.02 | 0.02 | 0.174 | 1124 | 64 | | | 3.43 | 34.11 | 0.131 | 0.23 | | 54.4 | 0.138 | | 0.01 | 0.01 | 0.03 | 3189 | 252 |
| 2ND ST. TUNNEL | 86.72 | 4.52 | 0.24 | 4.74 | 0.05 | 0.007 | 0.02 | 331 | 0.96 | 0.007 | 0.01 | 0.02 | 0.122 | 83 | 5 | | | 3.28 | 32.75 | 0.13 | 0.22 | | 67.1 | 0.176 | | 0.01 | 0.01 | 0.03 | 3045 | 241 |
| | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| EXISTING VALUES OF SHINGLE CREEK AT I-94 6-10-76 | | | 5.3 | | 0.10 | | | 21 | 0.046 | | 0.01 | 0.005 | 0.02 | | | | | | | | | | | | | | | | | |
| OUTFALL TO SHINGLE CREEK@I-94 | 231.8 | 11.78 | 0.52 | 12.47 | 0.14 | 0.02 | 0.036 | 1135 | 2.72 | 0.02 | 0.03 | 0.04 | 0.34 | 0 | 0 | | | | | | | | | | | | | | |
| SHINGLE CREEK @ I-94 | | | 5.06 | | 0.10 | | | 77 | 0.18 | | 0.01 | 0.01 | 0.04 | | | | | | | | | | | | | | | | |
| | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| EXISTING VALUES OF SHINGLE CREEK AT I-694 4-9-75 | | | 3.4 | | 0.08 | | | 32 | 0.10 | | 0.01 | 0.05 | 0.01 | | | | | | | | | | | | | | | | |
| OUTFALL TO SHINGLE CREEK AT I-694 | 161.8 | 9.38 | 0.78 | 9.50 | 0.11 | 0.01 | 0.104 | 308 | 1.26 | 0.01 | 0.02 | 0.02 | 0.18 | 872 | 49 | | | | | | | | | | | | | | |
| SHINGLE CREEK AT I-694 | | | 2.59 | | 0.09 | | | 118 | 0.46 | | 0.01 | 0.04 | 0.06 | | | | | | | | | | | | | | | | |

WATER QUALITY STANDARDS

It is the goal of the Department that all State and Federal Water Quality Standards be met.

The predictions of pollutant concentrations indicate that effluent standards for the outfall will be met.

The highway runoff will have an effect on the river, but the impact should be slight for most of the parameters analyzed. The predictions indicate the chloride and lead concentrations in the river will increase because of highway runoff and that water quality standards will be met in the river with the possible exception of the standard for lead being exceeded. It should be noted that these are estimates and actual violations cannot be determined. Traffic-related lead is deposited principally through the use of leaded fuels. The EPA prediction method is based on sampling data collected from 1972-1973 in the Washington D.C. area and may not reflect the increased use of unleaded fuels in more recent years. This will be studied further, so these concentrations can be more precisely determined. The predictions also indicate there is a potential for exceeding standards for chloride concentrations in Shingle Creek at I-694. This will also be studied further.

If it is determined that the highway effluent exceeds State and Federal Standards, reasonable measures will be taken to rectify the problem.

AQUATIC SYSTEMS

The following information concerns the aquatic ecosystems of the streams and the purpose of a barrier to fish on Shingle Creek and Bassett Creek (see page 85).

The MDNR* has indicated the following:

| Mississippi River (in the project area) | Predominate species and comments (in order of abundance) | |
|---|---|---|
| | carp | not indigenous |
| | red house (3 species) | indigenous |
| | white sucker | indigenous |
| | black crappie | indigenous |
| | sheepshead | not indigenous |
| | blue gill | indigenous |
| | pumpkin seed | indigenous |
| | walleye | indigenous |
| | channel cat fish | not indigenous (population has increased significantly from this since the 1960's)** |
| | northern pike | indigenous |

Shingle Creek and Bassett Creek - All the above have access to and many of the migratory species are found in these streams.

*MDNR, Region 6 Office, Division of Fisheries based on 1965 Fish Shocking survey.
**Ibid., 1975 creel survey.

The purpose of the fish barrier on Shingle Creek is primarily to control the further migration of carp into the streams and upstream lakes.

## MITIGATION MEASURES

For discussion purposes, the cost of providing primary treatment for runoff was studied. To provide ponds at various locations along the entire project length, would cost $6 million to $10 million. This would include additional right-of-way for ponds located above the floodplain, pumping facilities from the depressed roadway and construction of the facilities. Detention of the runoff would allow some of the heavy metals (lead) to settle but would not treat dissolved minerals (chloride). The efficiency of such treatment is not known and based on the foregoing predictions, is not proposed at this time.

As part of the contigency plan being developed to prevent spills of hazardous materials from reaching the waters of the state, the design of control devices in the drainage system is being studied. The flow in the system could be stopped with control gates in the drainage pipes or be diverted into a retention tank. The proposed traffic surveillance system (see page 81) will aid in the early detection of a spill. In the event a spill occurs upstream of about 42nd Avenue North, this will allow time to alert the Minneapolis Water Works in Fridley so they may take appropriate precautionary measures in case the spill is not entirely contained.

## DEEP TUNNEL

The actual construction methods for the tunnel will be determined by the contractor doing this work. It will use some form of conventional tunneling, as described on pages 7 and 10 of the Section 4(f) Statement on the St. Anthony Falls Historic District which was included with the State Draft EIS. The possibility of spillage into the river during excavation or disposal of the material will vary with the construction technique used, but it cannot be entirely eliminated. Prior to starting, the contractor will be required to specify the methods for tunnel construction and the precautionary measures to be used to minimize the possibility of excavated material reaching the river.

Although the ultimate design is to combine Bassett Creek flow with highway runoff, it is important to note the sequence of steps involved. At no time will highway runoff be discharged into existing Bassett Creek. Initially, the deep tunnel will carry only runoff from I-94 and an indication of this predicted water quality is included in Table 8A. At sometime in the future, the Corps of Engineers proposes to divert Bassett Creek flow into the tunnel and the tunnel will be sized for this ultimate step. It has not been determined how much the flood control project will change the existing baseline data included in the Corps' DEIS. Since the future water quality of Bassett Creek cannot be determined at this time, the qualitative impacts cannot be adequately addressed. MHD feels, however, that highway runoff in the tunnel (which is expected to meet effluent standards) combined with Bassett Creek flow (assuming it meets State standards after diversion to the tunnel by others) will not have an adverse effect on the Mississippi River water quality.

Item B

Metered access will mean traffic on I-94 can maintain a speed of 40 mph. A speed of 35 mph was used in the Air Quality Analysis. Because the vehicle emission rate for carbon monoxide (CO) goes down with increased vehicle speeds, a possible 10% reduction in CO concentration could be realized.

Item C

Noise barriers proposed for I-94 are being designed to reduce peak noise levels to a maximum of 65 dBA. This level coincides with the MPCA daytime noise standard for residential areas and is significantly lower than the design noise level of 70 dBA required by the Federal Highway Administration.

The MPCA nighttime noise standard of 55 dBA has not been specifically addressed for a number of reasons. First of all, the MHD feels that the 55 dBA level will generally be reached even though it is not specifically designed for (with the exception of the 6 to 7 AM time period, which the MHD feels is not really "nighttime" for this part of the country). Although little data is available to substantiate this claim, the Department believes that nighttime noise levels are generally at least 10 decibels lower than peak daytime levels. If this is true, then the 65 dBA daytime design will be sufficient to cover the nighttime 55 dBA goal.

The reason that the MHD has not specifically addressed the question of nighttime noise levels is because of the current "state of the art". Present methodology used in the prediction of traffic noise levels relies on relatively accurate estimates of future traffic volumes. This leads to two problems. First, methods to accurately forecast hourly night time heavy commercial traffic volumes have not yet been developed. It would make little sense to base design on such low-accuracy data. Secondly, even if accurate traffic volumes were available, they would likely be too low (at least for most of the night) to be able to predict noise levels. The mathematical model used in predicting noise levels is only accurate when it is used with realtively high traffic volumes. In other words, with low night time traffic volumes (particularly trucks) the model may very likely give grossly inaccurate predictions.

Another area of MPCA concern is the lack of proposed noise abatement in the industrial and commercial areas. For the most part, these areas are near the southern end of the project, where proposed I-94 would be paralleled by Washington Avenue on the east. The presence of Washington Avenue between I-94 and the industrial and commercial receptors would negate any benefits provided by noise abatement along I-94. Secondly, the industrial and commercial receptors are generally located in multi-story buildings. Noise barriers would not protect the upper stories of these buildings. Third, industrial and commercial land owners generally prefer visibility from the highway to abatement of highway-generated noise.

MPCA has also expressed a desire that consideration be given to the type of roadway surfacing as it relates to noise levels. At this date, the Department has two types of roadway surfacing that are acceptable for major highway projects. They are conventional asphaltic concrete pavement and portland cement concrete pavement. It has been determined that the portland cement concrete pavement is the most desirable surfacing for this project. Tests have shown that the differential noise levels adjacent to the roadway between the two types of acceptable surfacing are insignificant and undiscernable. Therefore, the pavement determination was based on other pertinent factors.

Open graded asphaltic surfacing has been suggested as a possible consideration. The Department is experimenting with this type mix to evaluate its effectiveness in reducing hydroplaning tendencies and at the same time determine if there is a sustaining reduction to noise levels. Other engineering factors such as lateral drainage effects at a curb and gutter section, possible reflective cracking and subsequent maintenance effects and its operational characteristics must be known before the Department can consider such type of surfacing on major highway projects. To date, neither the Federal Highway Administration nor the Department considers the open graded mix as an acceptable measure for noise abatement.