

Action Transmittal

Transportation Advisory Board



Committee meeting date: February 18, 2026

Date: February 5, 2026

Action Transmittal: 2026-14

Scope Change Request – City of Minneapolis' Elliot Park Neighborhood Pedestrian Improvements

To: Transportation Advisory Board

From: Technical Advisory Committee

Prepared by: Joe Barbeau, Planning Analyst, 651-602-1705

Requested action

The City of Minneapolis requests a scope change to remove pedestrian improvements at two intersections on Park and Portland Avenues in the Elliot Park Neighborhood and add improvements along 11th Avenue South in the same neighborhood.

Recommended motion

That the Transportation Advisory Board approve the City of Minneapolis's scope change request to remove improvements at two intersections along Park and Portland avenues from its four-intersection pedestrian improvement project (SP# 141-030-056), expand improvements at the remaining 11th Avenue intersections, and add a two-way protected bikeway along 11th Avenue South with a \$752,281 reduction in federal funds.

Background and purpose

The City of Minneapolis was awarded \$2,000,000 in Surface Transportation Block Grant (STBG) funds in the Pedestrian Facilities category in the 2022 Regional Solicitation for program year 2027.

[The application](#) was awarded to fund intersection improvements such as protected bicycle intersection elements, ADA ramp upgrades, signal upgrades, curb extensions, and striping at four intersections: Park Avenue & 14th Street, Portland Avenue & 15th Street, 11th Avenue South & 17th Street, and 11th Avenue South & 15th Street. Each intersection includes an existing bike lane planned to be upgraded to a protected bikeway, though not as part of this project.

After being awarded the funding for these upgrades, Hennepin County announced its intent to perform similar upgrades along Park and Portland avenues, which are under its jurisdiction. Additionally, Hennepin County advanced a separate 2024 mill-and-overlay project, which reduced the number of through lanes on Park and Portland avenues from three to two. Hennepin County's changes to those intersections, while not identical to what was in the city's application, similarly address the safety concerns at these intersections: reducing exposure for people walking and biking and improving ADA-compliant crossings.

The requested scope change maintains the original intersection improvements at 11th Avenue South & 17th Street and 11th Avenue South & 15th Street and adds new elements following a scope refinement. These include new signals, geometric changes, and integration of the bikeway with space for future transit stops. It also adds a curb-protected two-way bikeway along 11th Avenue South between 4th Street South and 18th Street East. The two retained intersections are both on that route.

Relationship to regional policy

Projects that receive funding through the Regional Solicitation processes are subject to the regional scope change policy. The purpose of this policy is to ensure that the project is designed and constructed according to the plans and intent described in the original application. The scope change policy allows project sponsors to adjust their projects as needed while still providing substantially the same benefits described in their original project applications.

Staff analysis

Approval/Denial of the Scope Change: The protected bike lane improvements intended to be made along 11th Avenue South are different in nature from the original application, but do not detract from the value or intent of the original application and intersect the project's remaining intersections. In fact, they have been planned, though not as a part of the project, since before the application was submitted. Similarly, the refined scope at the two 11th Avenue intersections does not detract from the project. Therefore, allowing these additions on their own would be allowable without TAB action, provided federal funds would be restricted to original items.

Regarding the removal of the two intersections, for requests that result in the on-the-ground project not changing (i.e., project elements being moved directly to another project), a scoring analysis is not needed. Further, scoring is a non-issue as all eligible projects in the Pedestrian Facilities category were funded in the 2022 Regional Solicitation.

Funding: The project's original and proposed updated funding are displayed in Table 1 below.

Table 1

	Cost Estimates (2022-unit costs)	Notes
Original Grant Application	\$2,564,770 (\$2,000,000 Federal; 78%)	Inclusion of all four intersections in the original Regional Solicitation application.
Removal – Park Avenue and Portland Avenue Intersections	\$1,394,000	Signal mast and non-signal improvements at Park Avenue & 14 th Street and Portland Avenue & 15 th Street.
Addition – Refined scope for 11 th Avenue South intersection safety improvements	\$428,870	Refined planning concept based on further design work that include intersection safety improvements.
Addition – 11 th Avenue South curb-protected bikeway	\$290,350	Curb-protected two-way bikeway improvements along 11 th Avenue South between 4 th Street South and 18 th Street East.
Total Updated Cost Estimate	\$1,889,990 (\$1,511,000 Federal; 80%)	

The City of Minneapolis is requesting that STBG funding be reduced from \$2,000,000 to \$1,511,000 (just under 80% federal), which ensures that the project meets the requirements of a 20% local match in funding.

While all changes in this request are permissible, whether federal funding can be moved to new project elements is in question. The Scope Change Policy states: "While adding eligible project

elements is permitted, “awarded funds¹ cannot be shifted away from any removed elements to new project elements unless the removed elements are being done as part of some other programmed project. *Awarded funds² cannot be added to a project beyond the original award as part of a scope change.*”

The city acknowledges that the county’s project at the removed intersections is not a one-for-one match; for example, no pedestrian refuge is being constructed. That said, staff believe the underlined text in the paragraph applies. However, the italicized indicates that the federal funding should remain within the original scope, which holds true to the policy’s rationale to not shift funding to new elements simply to keep all federal funds.

Given the above language, staff presents the following funding options, along with approval for the scope adjustments, for discussion:

1. The applicant returns \$1,087,320 (e.g., retention of \$912,680) in federal funds, reflective of 78% of the funding attached to the intersections being removed. This would effectively keep the funds with the remaining original project elements only.
2. The applicant returns \$752,281, retaining \$1,247,719. This allows federal spending on all intersection elements (new and original) but not the bikeway.
3. The applicant returns \$489,000, retaining \$1,511,000 as requested, enabling federal funding to be spent on all updated project elements.

Committee comments and action

At its January 15, 2026, meeting, the TAC Funding & Programming Committee voted to recommend approval of the City of Minneapolis’s scope change request to remove improvements at two intersections along Park and Portland avenues from its four-intersection pedestrian improvement project, expand improvements at the remaining 11th Avenue intersections, and add a two-way protected bikeway along 11th Avenue South with a \$489,000 reduction in federal funds. (option 3 from the staff analysis). The motion was approved by a vote of 16 to 4. Committee members agreed that the project changes being requested should be approved. Discussion was around the amount of federal funding to be returned. The focus of the discussion was interpretation of the following Scope Change Policy language: “awarded funds cannot be shifted away from any removed elements to new project elements unless the removed elements are being done as part of some other programmed project. Awarded funds cannot be added to a project beyond the original award as part of a scope change.” Discussion considered whether this language is a call to not add additional funding (which was not under consideration) or to move existing federal (or “awarded”) funds to added project elements. Members also raised concerns about the uncertain nature of Hennepin County’s plans on the two removed intersections, particularly that the county could apply for Regional Solicitation funding.

At its February 4, 2026, meeting, the Technical Advisory Committee voted to recommend approval of the City of Minneapolis’s scope change request to remove improvements at two intersections along Park and Portland avenues from its four-intersection pedestrian improvement project, expand improvements at the remaining 11th Avenue intersections, and add a two-way protected bikeway along 11th Avenue South with a \$752,281 reduction in federal funds (option 2 from the staff analysis). Members felt that while allowing federal funding to be used on the upgraded intersections is appropriate, using federal funds on the added bike trail would set a precedent enabling spending funds on elements not included in applications. The motion was approved by a vote of 25 to 1.

¹ “Awarded funds” was called “federal funds” in the previous iteration of the Scope Change Policy. The change was made because the policy now includes the non-federal Active Transportation Solicitation.

² Same note as above.

Routing

To	Action Requested	Date Completed (Scheduled)
TAC Funding & Programming Committee	Review and recommend	January 15, 2026
Technical Advisory Committee	Review and recommend	February 4, 2026
Transportation Advisory Board	Review and approve	<i>February 18, 2026</i>



MEMORANDUM

To: Jim Kosluchar, Chair, TAC Funding and Programming Committee

Cc: Colleen Brown, Federal Aid Program Coordinator, MnDOT Metro District State Aid
Kyle Puent, Federal Aid Project Manager, MnDOT Metro District State Aid
Mohamed Omer, Engineer, City of Minneapolis Public Works
Nick Turner, Principal, Alliant Engineering, Inc.

From: Gustave Stewart, Transportation Planner, City of Minneapolis Public Works

Date: December 22, 2025

Subject: Scope Change Request for SP 141-030-056 Elliot Park Traffic Safety Project

Dear Mr. Kosluchar,

The City of Minneapolis respectfully requests for the Metropolitan Council's Funding and Programming Committee to consider the change request described below for SP 141-030-056 City of Minneapolis Elliot Park Traffic Safety project.

Grant Application & Funding Award

In 2022, the City of Minneapolis was awarded \$2,000,000 in Surface Transportation Block Grant (STBG) federal funding toward pedestrian safety in the Elliot Park neighborhood in Minneapolis. The project application focused on providing safety improvements on City identified High Injury Streets, which have vehicle, bicycle, and pedestrian crash history, to prevent future crashes and injuries. Intersections in the application included Park Avenue (CSAH 33) & 14th Street E, Portland Avenue (CSAH 35) & 15th Street E (MSAS 281), 11th Avenue S (MSAS 213) & 15th Street, and 11th Avenue S (MSAS 213) & 17th Street E. Proposed safety improvements included ADA ramp upgrades, curb extensions, pedestrian refuge island, signal, striping, and protected bicycle intersection elements.

Project Coordination

Following award of the STBG funding, the City coordinated with Hennepin County, which owns and operates Park Avenue (CSAH 33) and Portland Avenue (CSAH 35). Through that coordination, the City learned that Hennepin County had advanced a separate 2024 mill and overlay project and a reconstruction project into its' 10-year work plan for these corridors. These projects are independent of this STBG award and were not anticipated at the time of the City's 2022 grant application.

As part of the 2024 mill and overlay, Hennepin County reduced the number of through lanes on Park Avenue and Portland Avenue from three to two and re-striped the roadway to provide a wider buffered bikeway. These changes substantially shortened the pedestrian crossing distance and reduced the number of general traffic lanes that pedestrians must cross at Park Avenue &

14th Street E and Portland Avenue & 15th Street E. While these improvements are not identical to the specific treatments described in the City's original application, they address core safety and accessibility concerns that motivated the City's proposed work at Park and Portland: reducing exposure for people walking and biking and improving ADA-compliant crossings on these High Injury Streets.

Park Avenue and Portland Avenue are also programmed by Hennepin County as a future full reconstruction in their ten-year work plan. The planned reconstruction may include signal upgrades, curb extensions, and separated bicycle facilities and will provide a greater opportunity to re-envision the corridor compared to the project scope's spot improvements. Furthermore, the reconstruction project would likely result in the removal of any constructed elements part of this project, risking potential pay back of federal funds.

Given the recent lane reductions, buffered bikeway, ADA upgrades, and planned reconstruction, the City does not believe it is an efficient or appropriate use of federal funds to construct additional interim geometric or signal work at these two County-owned intersections. As a result, the traffic signal improvements, which include the proposed mast-arm upgrades identified in the STBG application, for the Park and Portland intersections will not be constructed as part of this project. Accordingly, the City is requesting a formal scope change to remove Park Avenue & 14th Street E and Portland Avenue & 15th Street E from the STBG project and to focus the remaining federal funds on safety and multimodal improvements along 11th Avenue S within the Elliott Park neighborhood. In the interim, the City will be exploring short-term safety countermeasures with the County at these intersections, which may include temporary bollard treatments, prior to the reconstruction project.

Project Development – 11th Avenue Corridor

As the project progressed, the City focused project development on 11th Avenue S, a City-identified High Injury Street within the Elliott Park neighborhood. Through corridor-level analysis, crash history review, and public engagement, the City refined the concept originally described in the STBG application into a cohesive set of safety and multimodal improvements along 11th Avenue S between 4th Street S and 18th Street E. The resulting 30 percent layout is attached.

Within this corridor framework, the project provides targeted intersection improvements that directly respond to the safety needs identified in the original grant application. Together, these intersection treatments implement the median, ADA, signal, and protected bicycle intersection elements contemplated in the original project concept.

- At 11th Avenue S and 17th Street E, the project will install a new traffic signal, ADA-compliant ramps, marked crosswalks, and protected bikeway intersection treatments. This intersection serves traffic exiting I-35W and has a history of safety concerns for people walking and biking; the new signal and geometric changes will reduce conflicts, manage vehicle speeds, and provide protected crossings consistent with the crash reduction strategies described in the application.
- At 11th Avenue S and 15th Street E, the project will construct a permanent raised median to provide a pedestrian refuge, upgrade ADA ramps, add curb extensions, and integrate the bikeway with space for future transit stop improvements.

To effectively deliver these proposed safety benefits at the intersections, a two-way protected bikeway on the west side of 11th Avenue S was incorporated into the design. The curb-protected bikeway between and beyond 15th and 17th Street is critical to ensuring safety for bicyclists

transitioning from the two-way configuration to the existing one-way bike lanes north and south of the project area. The 5th St and 18th St intersections serve as the safest and most feasible potential transition points in the project area. The curb-protected bikeway connects existing and planned bikeway facilities on both ends of the corridor, with the Samatar Trail Crossing connection at 5th Street and a future planned All Ages & Abilities low-stress bikeway south of this project along 11th Avenue S. The inclusion of the curb-protected bikeway in the Elliot Park Traffic Safety Project's design meets and strengthens the original project goals of improving pedestrian and bicycle safety, enhancing ADA accessibility, and supporting multimodal travel within the Elliott Park neighborhood.

Cost Estimated and Funding

For the 2022 Regional Solicitation application, the City prepared a planning-level cost estimate for the four Elliott Park intersections: Park Avenue & 14th Street, Portland Avenue & 15th Street, 11th Avenue S & 15th Street E, and 11th Avenue South & 17th Street E. The total project cost in the application was \$2,564,770, with a requested federal STBG amount of \$2,000,000 and the remainder to be funded with local match.

The City is requesting an updated cost estimate in the STIP as well as a reduction in STBG funds to reflect the refined project scope. The scope change request includes the removal of the Park Avenue & 14th Street and Portland Avenue & 15th Street and updated estimates for the project design along 11th Avenue S. The table below summarizes these changes.

	Cost Estimates (2022-unit costs)	Notes
Original Grant Application	\$2,564,770	Inclusion of all four intersection in the original grant application.
<i>Removal</i> – Park Avenue and Portland Avenue Intersections	\$1,394,000	Estimate for Park Avenue & 14 th Street and Portland Avenue & 15 th Street, with the following assumptions: • \$75k per signal mast arm • \$472k non-signal work at each intersection
<i>Addition</i> – Refined scope for 11 th Ave S intersection safety improvements	\$428,870	Refined planning concept for 11 th Avenue & 15 th Street and 11 th Avenue & 17 th Street intersection safety improvements, developed through further design work.
<i>Addition</i> – 11 th Ave curb-protected bikeway	\$290,350	Necessary curb-protected two-way bikeway improvements for intersection safety improvements along 11 th Avenue.
Total Updated Cost Estimate	\$1,889,990	

To reflect the updated cost estimate associated with the scope change request, the City is requesting the federal funding for the grant to be reduced from \$2,000,000 to \$1,511,000. This change ensures the STBG-funded project meets the 80% federal maximum and 20% local minimum match requirements. Accordingly, the City is also requesting to update the STIP cost estimate from \$2,821,247 to \$1,993,126, reflecting 2025 unit costs.

Summary of Request

The City of Minneapolis is requesting for the following improvements to be made:

- Remove Park Avenue & 14th Street and Portland Avenue & 15th Street from the STBG project scope, recognizing coordination with Hennepin County projects.
- Reallocate planning-level non-signal funding capacity originally associated with Park and Portland to the refined 11th Avenue S project scope within the Elliot Park neighborhood.
- Update the total STIP cost estimate from \$2,821,247 to \$1,993,126 to reflect the removal of the two intersections and the updated project scope.
- Adjust STBG federal funding from \$2,000,000 to \$1,511,000.

By granting the scope change request, the City and County will maximize efficiency and reduce redundancy of work, while still providing important safety improvements. The City believes this approach is a more cohesive and effective process to traffic safety improvements for the community.

Please refer to the attachments for additional information and reach out to me at gustave.stewart@minneapolismn.gov with any questions.

Sincerely,

A handwritten signature in black ink, appearing to read "Gustave Stewart".

Gustave Stewart
Transportation Planner
City of Minneapolis, Public Works

ATTACHMENT 1: FUNDING DATA FOR SCOPE CHANGE REQUEST

Original Application:

Regional Solicitation Year	2022
Application Funding Category	Pedestrian Facilities
HSIP Solicitation?	No
Application Total Project Cost	\$2,564,770
TAB Award	\$2,000,000
Application Federal Percentage of Total Project Cost	78%

Project Elements Being Removed:	Original Application Cost
Removal of Park Avenue & 14th Street and Portland Avenue & 15th Street intersections, recognizing completed and planned future project work.	\$1,394,000

New Project Elements:	Cost (Based on Year of Costs in Original Application)
Refined concept for 11th Avenue & 15th Street and 11th Avenue & 17th Street intersection safety improvement work.	\$428,870
Inclusion of 11th Avenue two-way curb-protected bikeway.	\$290,350

HENNEPIN COUNTY

MINNESOTA

December 15, 2025

Jim Kosluchar
Chair, TAC Funding and Programming Committee
Metropolitan Council
390 North Robert Street
St. Paul, MN 55101

Re: Support for Scope Change Request
Elliot Park Traffic Safety Project (SP 141-030-056)

Mr. Kosluchar,

Hennepin County has been notified that the City of Minneapolis is requesting a scope change for the Elliot Park Traffic Safety Project (SP 141-030-056), which was awarded federal funding as part of the 2022 Regional Solicitation. This scope change request would remove the following intersections from the project:

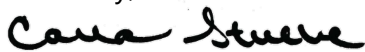
- Park Avenue (CSAH 33) and 14th Street E
- Portland Avenue (CSAH 35) and 15th Street E

Since the city was awarded federal funding for the project in 2022, the following has transpired along Park Avenue and Portland Avenue:

- Reconstruction of these corridors between I-94 and Washington Avenue (CSAH 152) was added to the county's 10 Year Work Plan, tentatively scheduled for 2035.
- A mill and overlay was completed in 2024, including a new pavement surface, restriping from three lanes to two lanes, bikeway enhancements, and ADA upgrades.

Hennepin County supports the city's scope change request to coordinate planned efforts along Park and Portland avenues and reduce any potential re-work at these intersections. Recognizing the timeline for the county's reconstruction project, county and city staff will coordinate to monitor and potentially explore interim safety improvements at these intersections.

Sincerely,



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

cc: Jason Pieper, P.E. – Capital Program Manager
Emily Buell – Transportation Project Delivery Grant Coordinator

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



Elliot Park traffic safety project area map

Project area map

Removed, maintained, & coordinated bikeway improvements loaction map

