

Action Transmittal

Transportation Advisory Board



Committee meeting date: January 15, 2026

Date: January 9, 2026

Action Transmittal: 2026-14

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

To: TAC Funding & Programming 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

Recommend that the Technical Advisory Committee 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 (SP# 141-030-056), expand improvements at the remaining 11th Avenue intersections, and add a two-way protected bikeway along 11th Avenue South.

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 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.”*

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.

Routing

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

