★Roll Call Number

Agenda Item Number
59

Date October 8, 2007

**(1) Approving the East Indianola Avenue Corridor Study, and (2) Approving the Professional Services Agreement with Snyder & Associates, Inc. (David Moeller, P. E., President, 501 SW Oralabor Road, Ankeny, Iowa 50021), for the East Indianola Avenue Roadway Design, total not to exceed $988,908.00.**

WHEREAS, on July 25, 2005, by Roll Call No. 05-1773, City Council approved the professional services agreement between the City of Des Moines and Snyder & Associates, Inc., for engineering services in conjunction with the East Indianola Avenue Corridor Study; and

WHEREAS, the East Indianola Avenue Corridor Study has been developed through public involvement and identifies a series of recommended improvements and priorities that include 4-lane, 5-lane, and 4-lane boulevard sections with curb and gutter, intersection improvements, sidewalks, multi-purpose trails, bicycle lanes, and storm sewer; and

WHEREAS, a "Finding of No Significant Impact and 4(f) DeMinimis Impact Finding" for this corridor study was prepared as part of this study and subsequently approved by the Federal Highway Administration on July 17, 2007;

NOW, THEREFORE, BE AND IT IS HEREBY RESOLVED BY THE CITY COUNCIL OF THE CITY OF DES MOINES, IOWA: That the East Indianola Avenue Corridor Study, a copy of which will be on file in the office of the City Engineer, be and is hereby approved.

BE IT FURTHER RESOLVED: That the Professional Services Agreement between the City of Des Moines and Snyder & Associates, Inc., David Moeller, President, 501 SW Oralabor Road, Ankeny, Iowa 50021, for professional services for design of the East Indianola Avenue improvements between SE 4th Street and East Army Post Road, for an hourly amount not to exceed $988,908.00, a copy of which is on file in the office of the City Clerk, is hereby approved as to form and content.

BE IT FURTHER RESOLVED: That the Mayor and City Clerk are hereby authorized and directed to execute and attest, respectively, said Professional Services Agreement for and on behalf of the City of Des Moines, Iowa.

(Council Communication No. 07-601 )

APPROVED AS TO FORM:

Kathy Vanderpool, Deputy City Attorney

Funding Source: 2007-2008 CIP, Page Street - 16, East Indianola Avenue Widening – SE 14th to Army Post Road, STR213.

| COUNCIL ACTION | YEAS | NAYS | PASS | ABSENT |
|---|---|---|---|---|
| COWNIE | | | | |
| COLEMAN | | | | |
| HENSLEY | | | | |
| KIERNAN | | | | |
| MAHAFFEY | | | | |
| MEYER | | | | |
| VLASSIS | | | | |
| TOTAL | | | | |

MOTION CARRIED APPROVED

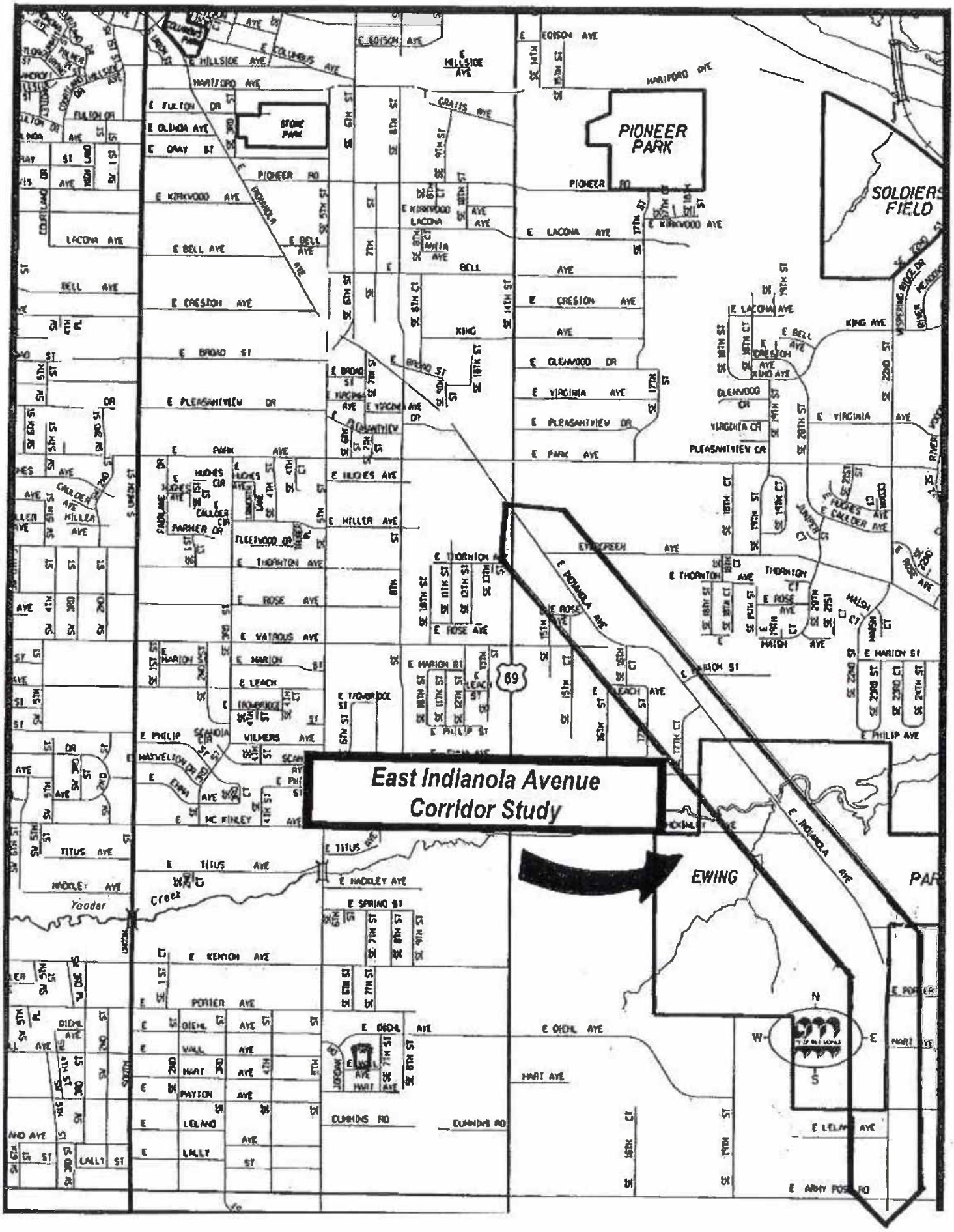
Mayor

**CERTIFICATE**

I, DIANE RAUH, City Clerk of said City hereby certify that at a meeting of the City Council of said City of Des Moines, held on the above date, among other proceedings the above was adopted.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed my seal the day and year first above written.

City Clerk


East Indianola Avenue
Corridor Study
PIONEER PARK
SOLDIERS FIELD
EWING
E INDIANOLA AVE
E HILLSIDE AVE
E COLUMBUS AVE
E EDISON AVE
HARTFORD AVE
E FULTON DR
E OLIVIA AVE
E GRAY ST
STONE PARK
PIONEER RD
E KIRKWOOD AVE
LACONA AVE
E BELL AVE
E CRESTON AVE
E BROAD ST
E PLEASANTVIEW DR
E PARK AVE
E HUGHES AVE
E MILLER AVE
E THORNTON AVE
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E TROWBRIDGE
WILMERS AVE
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E TITUS AVE
E HADLEY AVE
E SPRING ST
E KENYON AVE
PORTER AVE
E DIEHL AVE
HART AVE
PAYSON AVE
LELAND AVE
LALLY ST
CUMMINS RD
E ARMY POST RD
KING AVE
VIRGINIA CR
EVERGREEN AVE
THORNTON CT
WALSH AVE
69
Yeader Creek

# Executive Summary

## East Indianola Avenue Corridor Study
## Southeast 14th Street to East Army Post Road

### Activity ID No. 01-2005-028

## Background

The City of Des Moines commissioned the East Indianola Avenue Corridor Study on July 25, 2005. The study was to determine the future lane configuration and alignment of Indianola Avenue to evaluate the proposed roadway improvement and related environmental impacts, and develop a master plan for the improvements. The study was also to address future right of way requirements, drainage issues, and include an environmental assessment that could be submitted to the Iowa Department of Transportation for project approval. Federal funds will be used to construct some of the improvements, so the study must provide the City with a plan that is eligible for Federal funding and conforms with the necessary clearances and/or permits.

Indianola Avenue appears on plat maps as early as 1874, as the historical route between Des Moines and Indianola. The base paving is 1950's, with subsequent overlays in the 1980's. The current pavement on Indianola Avenue is deteriorating rapidly under increasing traffic loads. When considering the significant cost of replacing the pavement, it is prudent to analyze the future capacity needs of the corridor. It is also important to consider the other modes of travel, particularly pedestrian and bicycle traffic.

## Documentation

The study included the preparation of eight documents:

1. Phase IA Archeological Assessment – October 24, 2005
2. Reconnaissance Level Architectural Survey – October 7, 2005
3. Traffic Projections and Functional Geometrics Memorandum – January 16, 2006
4. Crash History and Analysis Memorandum – January 16, 2006
5. Intensive-Level Historical/Architectural Survey – Patten House – April 26, 2006
6. Environmental Assessment – December 13, 2006
7. Finding of No Significant Impact and 4(f) *De Minimus* Finding – July 17, 2007
8. Executive Summary / Functional Plans

Documents 1 through 6 are either included or summarized in the bound copy of document 7, the Finding of No Significant Impact and 4(f) *De Minimus* Finding. The Functional Plans are a set of plan sheets that illustrate the initial alignment, functional geometry, profiles, cross sections, construction phasing and staging, and utility mapping as a guide for the design of the

improvements, the packaging of the construction projects, and the staging necessary for access during construction.

## Data Collection

Data for the study was obtained from many sources. It included land-use plans, zoning, roadway, traffic data, accident data, utility information, soils information, right of way and property information, wetland survey, sensitive habitat survey, endangered species, regulated materials, historical and archeological resources, limited topographical survey and aerial photography.

An initial public meeting was held at the completion of the data collection to share the information with the public and collect comments and answer questions.

## Analysis

Significant analysis was performed on the compiled data. Traffic forecasts, a crash analysis, and a roadway capacity analysis were performed to determine the needed geometric improvements for the corridor consistent with future land use plans. These desired geometric improvements were then analyzed versus the existing features of the corridor, plus the identified resources that are protected against impacts by federal law. Preliminary alignment and profile of the proposed roadway were designed to avoid the noted resources and reduce impacts to determine an approximate right of way need.

The corridor carries just under 10,000 vehicles per day today. Traffic levels are projected to grow to approximately 19,000 vehicles per day by 2030, with increased traffic levels beyond that year.

## Environmental Assessment

The Environmental Assessment process is a study to determine the impacts of the proposed action, which is the reconstruction of Indianola Avenue. Alternatives to the proposed action are considered for feasibility. A preferred alternative is determined, and the preferred alternative is analyzed versus a number of potential impact categories to resources protected by Federal law.

Once approved by the Iowa DOT and the Federal Highway Administration, the Environmental Assessment can be published and made available for public and regulatory agency review. A public hearing is held to receive comments on the document. The comments received are

compiled, and responded to as needed. This information is collected and summarized in a decision document, which for this project is a Finding of No Significant Impact.

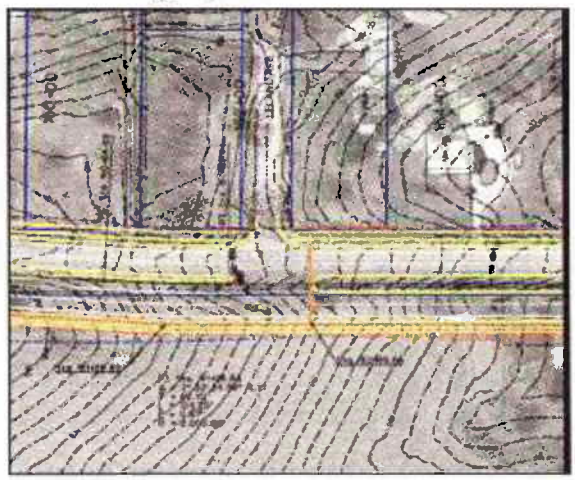
**Section 4(f)**

Ewing Park is a protected resource under Section 4(f) of the U.S. Department of Transportation Act of 1966. However, 23 CFR 771.135 allows impacts to resources protected under Section 4(f) if the impacts are unavoidable, and the impacts do not detrimentally affect the recreational use of the resource. Since Indianola Avenue is an existing route through Ewing Park, widening of Indianola Avenue creates unavoidable impacts. Through close coordination with the Parks and Recreation Department, the improvements through Ewing Park were reviewed and adjusted to match the needs of the park, such that the reconstructed roadway will be an enhancement to the park, to offset the impacts of the construction. A *de minimus* finding was proposed, which indicates that the improvements will have no detrimental affect to the protected resource. A letter of support from the Parks Department was supplied, and a drawing was provided at the public hearing to receive public comment. This information was provided to the Iowa DOT and Federal Highway Administration to conclude the process with a 4(f) *de minimus* finding. This document was approved by both agencies on July 17, 2007.

**Functional Geometry**

The proposed functional geometry for Indianola Avenue includes two through lanes in each direction, with left turn lanes as the corridor width allows. The design will follow the "Complete Streets" policy, also as space allows. This will include bike lanes from Army Post Road north through Ewing Park, and a pedestrian trail on the west side of the roadway, with sidewalk on the east side for the entire length of the project.

More specifically, Indianola Avenue will be five lanes wide from Southeast 14th Street to just south of Evergreen Avenue. A right turn lane will be added from northwestbound Indianola Avenue to northbound Southeast 14th Street. Indianola Avenue will be four lanes, undivided from just south of Evergreen Avenue to just north of Jackson Elementary School. From Jackson Elementary to Ewing Park, Indianola Avenue will be five lanes wide, including a center left turn lane. From the north boundary of Ewing Park to Army Post Road, Indianola Avenue will be a four lane divided boulevard with bike lanes and a raised center median. The only exception to this is the crossing of Yeader Creek, where the roadway will narrow to a 4-lane, undivided, section in order to fit on the existing triple box culvert.



Traffic signals and side road turn lanes are proposed at Evergreen Avenue, Watrous Avenue, McKinley Avenue, Easter Lake Drive, and Payton Avenue. Signal modifications are proposed at the Southeast 14th Street and the Army Post Road intersections with Indianola Avenue.

## Public Involvement

Two public meetings were held during the course of the study. An initial meeting was held October 26, 2005 after the completion of the data collection. The second meeting was the public hearing on the Environmental Assessment, which was held February 20, 2007. The first meeting was attended by 21 people. The Environmental Assessment public hearing drew 71. Opposition to the project was voiced and written by many of the adjacent property owners. Most of the comments in favor of the project came from residents who do not front Indianola Avenue, but otherwise make daily use of the corridor. Concerns from the adjacent property owners included negative property value impacts, noise, speeding, safety, and impacts to yards and driveways.

As part of the Environmental Assessment process, all comments received, both from the public and from regulatory agencies, and the responses provided, are summarized and included in the Finding of No Significant Impact document. This document was submitted to the Federal Highway Administration and approved by them on July 17, 2007.

## Accomplishments of the Study

The Finding of No Significant Impact and 4(f) *De Minimus* impact finding clears the project to be able to utilize Federal funding in the development and construction of the project. The functional plan provides the basis for the preliminary and final design of the improvements, and the first ideas toward the construction packaging, and needed construction phasing to enable access to adjacent properties during construction. Right of way acquisition will be necessary, however, no total acquisitions are anticipated. The planned improvements will serve the growing needs of the corridor for the foreseeable future, when this portion of southeast Des Moines is fully developed and populated.

## Proposed "Order of Magnitude" costs and Project Construction Phasing

Because of the length and access needs of the corridor, the study recommended that construction be accomplished in 4 separate segments, and that the construction sequence begin at the north end of the corridor. These segments are identified below, along with their "Order of Magnitude" total project cost opinion.

| | |
|---|---|
| SE 14th Street to Jackson Elementary School | $2,700,000 |
| Jackson Elementary School to Ewing Trace | $3,400,000 |
| Ewing Trace to Easter Lake Drive | $5,000,000 |
| Easter Lake Drive to Army Post Road | $4,800,000 |
| TOTAL | $15,900,000 |