



STATE AID FOR LOCAL TRANSPORTATION
De MINIMIS PRELIMINARY DETERMINATION REQUEST
For parks, recreation areas, wildlife or waterfowl refuges

Page 1 of 6

SP 128-091-004 Federal Project No. _____

Route CSAH 102 (Douglas Drive)

From TH 55 To CSAH 70 (Medicine Lake Road)

Proposed Improvement:

The proposed project is located in Golden Valley in Hennepin County, MN (Figure 1). The proposed CSAH 102 (Douglas Drive) project improvements involve the reconstruction (new pavement, curb and gutter, storm sewer, treatment ponds) of CSAH 102 from TH 55 to Medicine Lake Rd. The following summarizes these improvements.

- The four-lane section from TH 55 to north of the TH 55 Frontage Road will be reconstructed as a four-lane section with dedicated turn lanes at both of those intersections.
- A three-lane section (one southbound lane, one northbound lane and a continuous center two-way left turn lane [with the exception of median development at the proposed Golden Valley Rd roundabout]) will be constructed from north of the TH 55 Frontage Rd to St. Croix Ave.
- A four-lane section (two southbound lanes, one northbound lanes and a continuous center two-way left turn lane [with the exception of median development for Duluth St and at the proposed Sandberg Rd roundabout]) will be constructed from St. Croix Ave to Medicine Lake Rd.
- Revised signals and dedicated turn lanes will be installed at the intersections with TH 55, TH 55 Frontage Rd, Duluth St, and Medicine Lake Rd.
- Multi-lane roundabouts will be constructed at the intersections with Sandburg Road and Golden Valley Road.
- Additional dedicated turn lanes will be constructed on northbound CSAH 102 at the St. Croix Ave/Honeywell access.
- Access to CSAH 102 from Hampshire Place and Country Club Drive will be removed.
- Access to TH 55 from Country Club Drive will be modified from right-in only to right in/right out only.
- A separated six foot sidewalk will be constructed along the east side of CSAH 102 from TH 55 to the TH 55 Frontage Road and along the west side of CSAH 102 from Golden Valley Road to Medicine Lake Road.



- A separated trail (8 foot wide) will be constructed along the west side of CSAH 102 from Golden Valley Road to Medicine Lake Road.
- A separated trail (10 foot wide) will be constructed along the east side of CSAH 102 from Golden Valley Rd to the TH 55 Frontage Road.
- The proposed trail will connect to the existing Luce Line Regional Trail, which is located along the west side of CSAH 102 from TH 55 to the TH 55 Frontage Road. This trail follows TH 55 then jogs onto CSAH 102 and continues east along the Union Pacific Railroad.
- Six foot wide on-street bicycle lanes will be constructed on both sides of CSAH 102 from Golden Valley Rd to Medicine Lake Rd.

The existing right of way along CSAH 102 and Duluth Street, adjacent to the church property, is approximately 69 and 64 feet, respectively. The proposed reconstruction would require the right of way along Duluth Street to be increased to approximately 92 feet. Right of way along CSAH 102 will also increase, but will not encroach into the church parcel. The proposed increase is planned to maintain the existing centerline of Duluth Street, but add a center median and right-turn lane in the westbound lane. The increase is planned to avoid a shift to the south.

Environmental Document anticipated: Categorical Exclusion - Project Memo (PM)

Project Manager Name: Ron Nims
 Title: Public Works Project Coordinator
 Address: 7800 Golden Valley Road, Golden Valley, MN 55427
 Phone: 763-593-8032
 Email: rnims@goldenvalleymn.gov

This project will impact the following Section 4(f) property.

1. Description of The Section 4(f) Property. Refer to attached Figure 2.

Name: Kingdom Hall of the Golden Valley Congregation of Jehovah's Witnesses

Size (acre): 1.4 acres

Location: 1950 Duluth Street, Golden Valley, MN

Ownership: Kingdom Hall of the Golden Valley Congregation of Jehovah's Witnesses

Type of Section 4(f) Property: Historic Property



Function of or Available Activities on the Property: Church

Description and Location of Existing and Planned Facilities:
Church facility and 52 parking spaces

Access:

Full access to the church property is available off Duluth Street.

Usage: The church has three congregations of between 35 and 110 people each. The total of all three congregations is 245 people. Given that each congregation has two services per week, and always separate from one another, the maximum usage at any one time is 110.

Relationship to Other Similarly Used Lands in the Vicinity:

Based on data gathered from Google Maps, the next nearest Jehovah's Witness churches are found in Minneapolis and Minnetonka, Minnesota.

Applicable Clauses Affecting Ownership: Not applicable

Unusual Characteristics Reducing or Enhancing the Value of the Property:

Not applicable

LAWCON Section 6(f) (or other Federal Encumbrances) Impacts:

Not applicable

2. Impacts to the Section 4(f) Property.

Amount of land impacted: 0.90 acre

Permanent R/W Acquisition/Easements: 0.20 acre

Temporary Easements: 0.70 acre

Functions Affected: Parking and access

Facilities Affected: The existing 20 parking spaces along the south side of the parking lot will be removed as a result of encroachment from the roadway and sidewalk and access off Duluth Street will be limited to right-in, right-out only.

3. Coordination with Responsible Official with Jurisdiction Over the Section 4(f)

Property: The site plan and identified changes have been reviewed by the church leadership, including their national building management, and they are in agreement that the impacts and mitigation as indicated on the site plan allow them to fully maintain current operation and function of the site. Please refer to



the attached letter from the Kingdom Hall of the Golden Valley Congregation of Jehovah's Witnesses.

4. Considerations.

Impact Avoidance:

The proposed reconstruction would result in the south right-of-way line moving approximately 28 feet closer to the building. The west right-of-way line will remain unchanged. The existing right of way along the corridor is approximately 64 feet. The following alternatives were considered to avoid impacting the 4(f) property:

No Build Alternative:

The No Build Alternative is not feasible because it would not correct the existing and projected capacity deficiencies at the intersection and it would not address bicycle and pedestrian needs along the corridor.

Build Roadway in New Location:

Building the roadway in a new location is not a feasible alternative because a roadway in a new location would not solve the existing and projected capacity deficiencies on CSAH 102.

Shift to South to Avoid 4(f) Property

In order to completely avoid impacting the Section 4(f) property, the alignment would have to be shifted to the south 28 feet. The land use along the south side of Duluth Street is commercial business, and consists of a gas station and medical care center directly south of the church property. This shift would result in a partial take at a minimum, if not total business relocation for the medical center and potentially the gas station as well (Figure 3). In addition to the relocation impacts, a shift to the south would result in soil disturbance to the Super America gas station property. Based on information gathered from the MPCA's What's in My Neighborhood web application, the Super America station located in the southeast quadrant of Duluth Street and CSAH 102 is the site of a former leak and two existing tanks. The former gasoline leak resulted in contaminated soils and groundwater. Contaminated soils still remain onsite. Any impacts to the gas station property could involve contaminated soils remediation and tank removal.

Planning to minimize harm:

The roadway is being widened to the north to prevent the potential for relocation of commercial businesses and to avoid potentially contaminated soils. The widening that is proposed is necessary to improve the safety and capacity along Duluth street, which results in the construction of a center median and dedicated right- and left-turn lanes.

The impacts to the Section 4(f) property have been minimized to the greatest extent feasible. Although right of way along CSAH 102 is also being increased, the



this corridor is being shifted to the west in order to avoid impacting the church and other properties in the area. In order to maintain a safe drive aisle width along the south side of the building, a small retaining wall is proposed, and approximately 210 square feet of green space (currently lawn) will be replaced by bituminous. The retaining wall will be built using white limestone or the equivalent to match the existing planter box near the church's entrance (see attached photos).

The impacts that are proposed are minimal and occur to the parking lot only. Mitigation for the removal of the 20 parking spaces and removal of left-turn access is described below.

The City has coordinated with MnDOT's Cultural Resource Unit and the State Historic Preservation Office (SHPO). Based on this coordination, MnDOT's Cultural Resources Unit determined, and SHPO concurred, that this project and the associated impacts to the church property will have **no adverse effect** on the Kingdom Hall site. A copy of this coordination is attached.

Mitigation:

In consideration of the design's consistency with the project's purpose and need and in consideration of the substantial right of way impacts that would occur with complete avoidance of the Section 4(f) resource, appropriate mitigation has been reviewed and agreed upon with the Kingdom Hall of the Golden Valley Congregation of Jehovah's Witnesses. It has been determined that the proposed expansion of the existing parking area to the northwest, reconfiguration of the parking area to contain 52 parking spaces (no net loss of parking spaces), and the construction of a new parking lot access off CSAH 102 (Douglas Drive) will mitigate for the impact to the Section 4(f) resource (**Figure 2**). Currently, an area that will eventually be between the parking lot and the right-of-way line is bituminous (areas south and west of the building). It is proposed to remove and replace it with 2,250 square feet of new green space. In the northwest corner of the site, 5,720 square feet of green area (currently lawn) will be replaced by bituminous as part of the parking lot reconfiguration. The new access off CSAH 102 (Douglas Drive) will be right-in, right-out only, but the median at the intersection of Douglas Drive and Duluth Street will be designed to allow for U-turns for south-bound traffic.

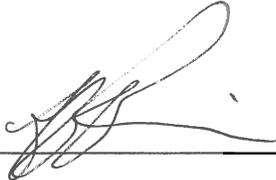
Enhancement:

The Kingdom Hall of the Golden Valley Congregation of Jehovah's Witnesses reviewed the proposed design and has determined that the proposed improvements will improve mobility and safety for motorists and pedestrians traveling to and from the church.



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Recommended:

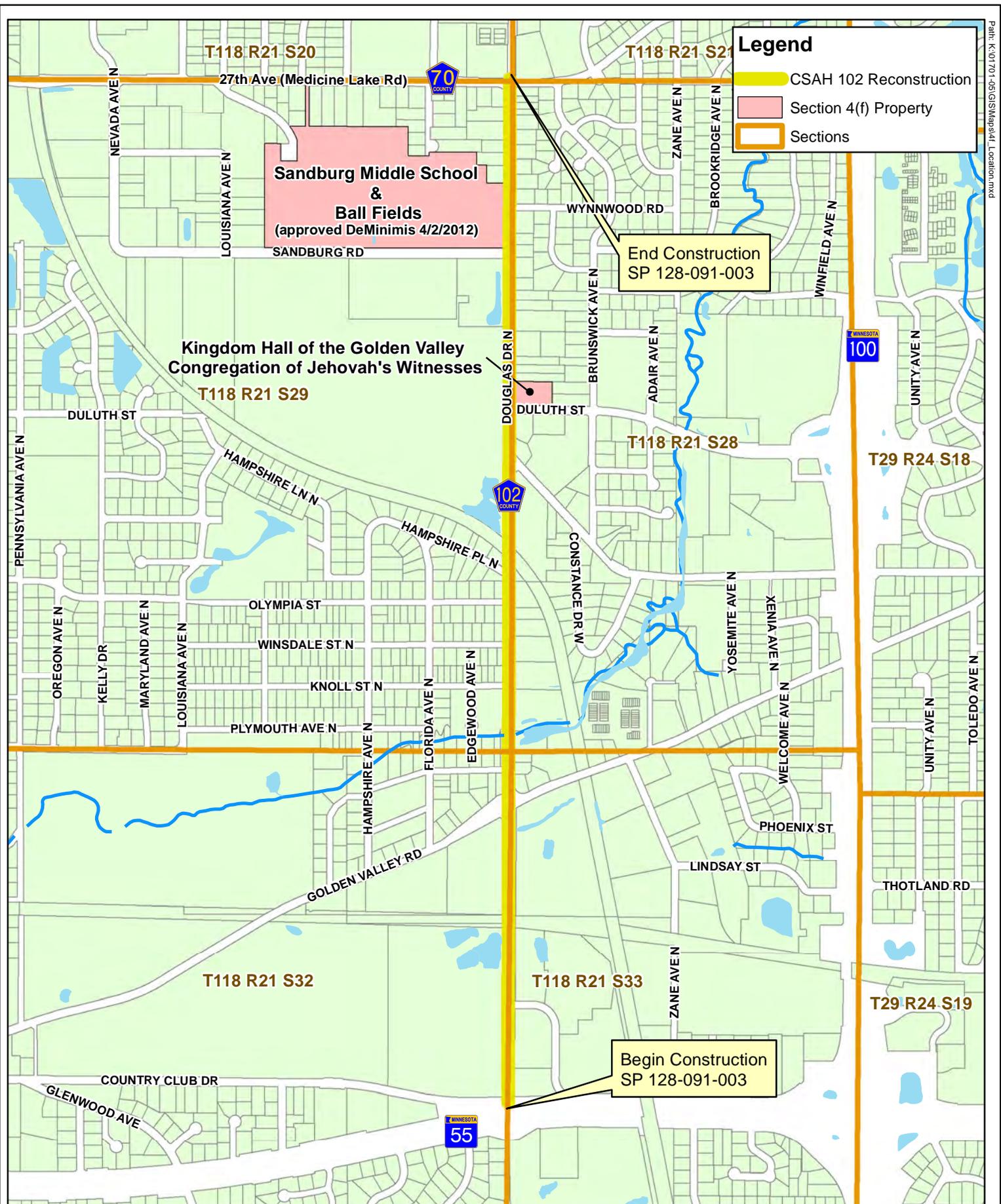
Local Agency Engineer  Date 12/20/12

District State Aid Engineer _____ Date _____

State Aid Engineer _____ Date _____

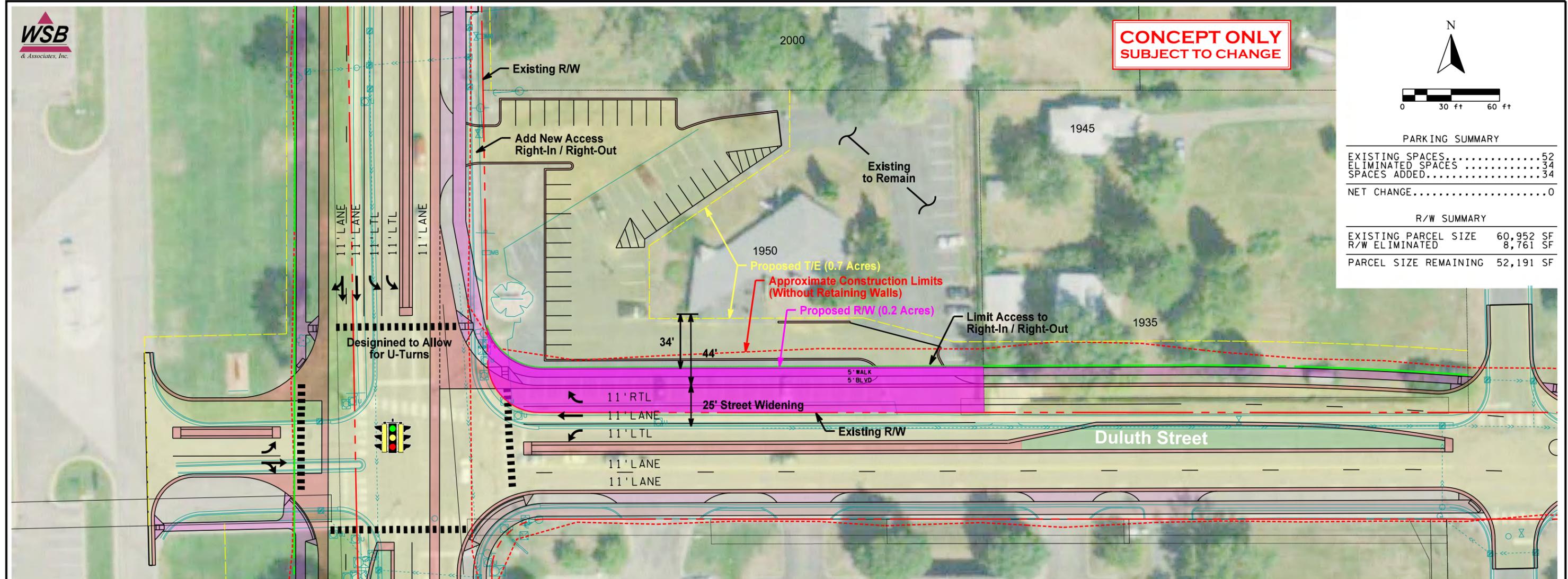
Preliminary Approval conditioned on results of public notice & comment period:

FHWA Engineer _____ Date _____



**Figure 1: Section 4(f) Property Locations
CSAH 102 (Douglas Drive)
From TH 55 to CSAH 70 (27th Avenue)
Golden Valley, MN**





PARKING SUMMARY	
EXISTING SPACES.....	52
ELIMINATED SPACES	34
SPACES ADDED.....	34
NET CHANGE.....	0

R/W SUMMARY	
EXISTING PARCEL SIZE	60,952 SF
R/W ELIMINATED	8,761 SF
PARCEL SIZE REMAINING	52,191 SF



Looking East at Church Property from Douglas Drive



Looking North at Church Property from Duluth Street

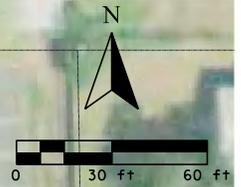


Section 4(f) Impacts

CSAH 102 (Douglas Drive) S.P. 128-091-003
 City of Golden Valley, Minnesota

Figure 2
Property Impacts
 Church Property (1950 Duluth Street)

**CONCEPT ONLY
SUBJECT TO CHANGE**



Duluth Street

Existing R/W

Proposed R/W

Approximate Construction Limits

Existing R/W

Date: Printed: 11/11/2012
WSB Filename: K:\010101-05\Cad\Exhibits\Section 4(f)\Alternate Limits.dgn



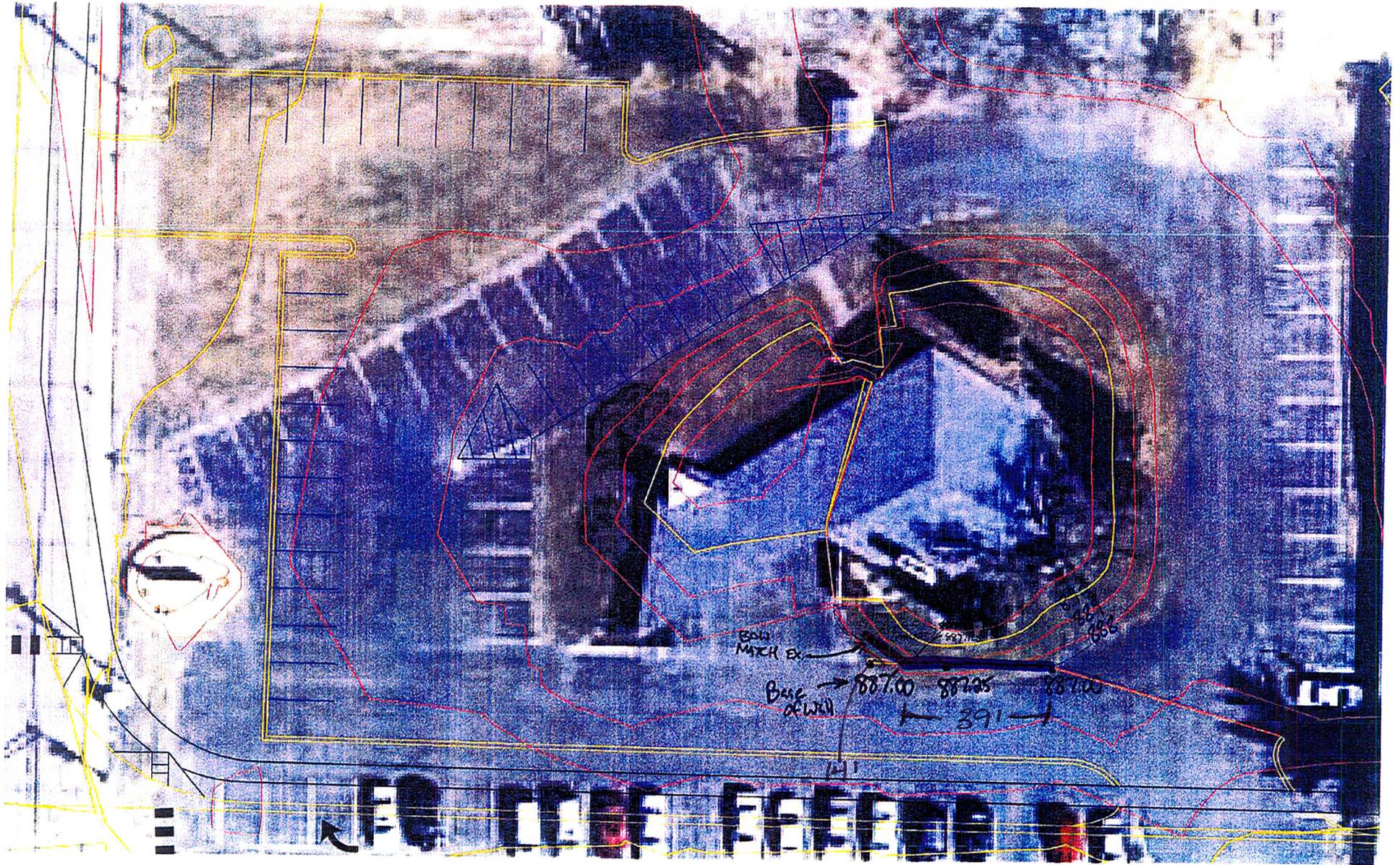
Section 4(f) Impacts

CSAH 102 (Douglas Drive) S.P. 128-091-003
City of Golden Valley, Minnesota

South Alignment Alternative

Figure 3

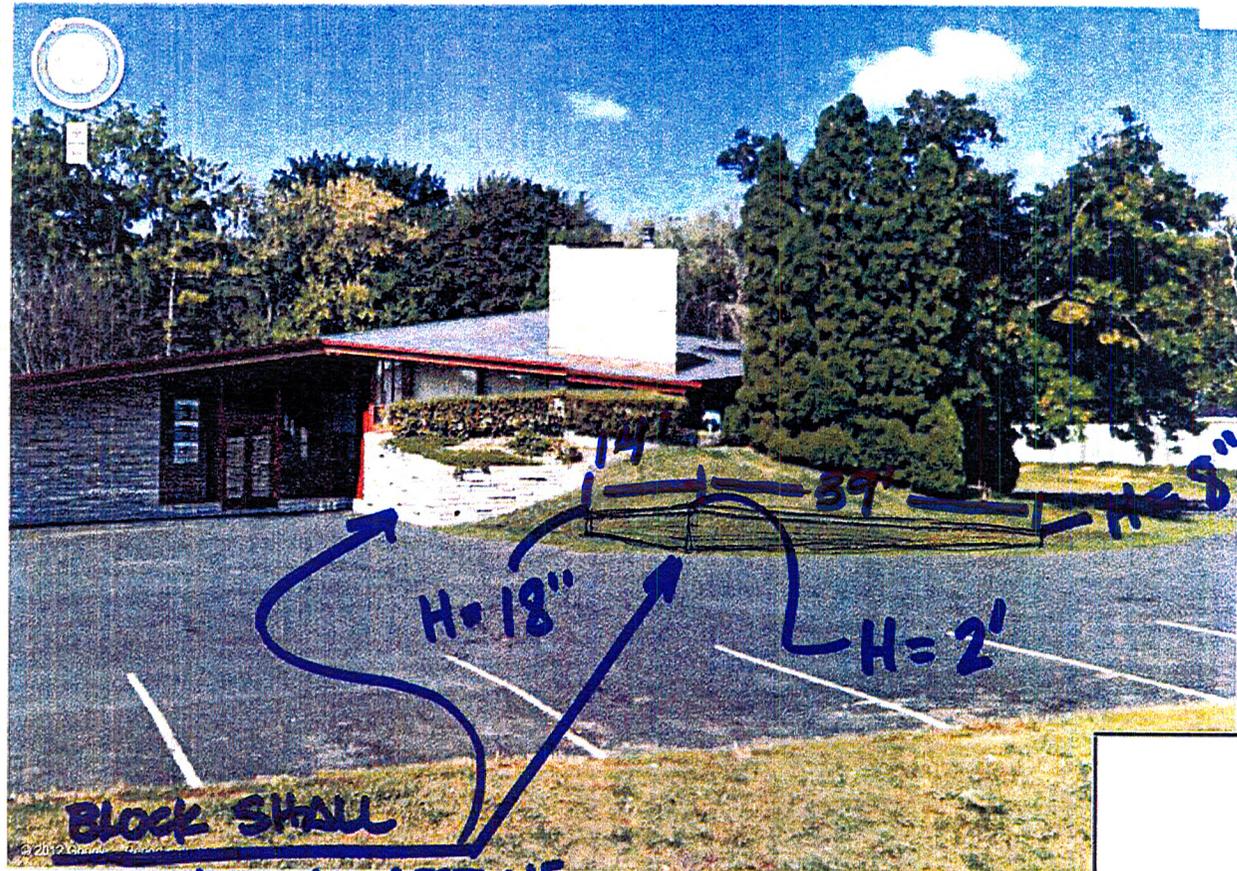
Property Impacts



Retaining Wall Plans (1 of 2)



To see all the details that are visible on the screen, use the "Print" link next to the map.



**BE WHITE LIMESTONE
OR EQUIVALENT
TO MATCH EXIST.
PLANTER BOX**

Golden Valley Congregation of Jehovah's Witnesses

1950 Douglas Dr. N Golden Valley, MN 55422

AUG 22 2012

August 20, 2012

Mr. Ron Nims
Public Works Project Coordinator
City of Golden Valley Public Works Department
7800 Golden Valley Road
Golden Valley, MN 55427

Subject: CSAH 102 from TH 55 to CSAH 70 (Medicine Lake Road)
Transportation Improvements-Golden Valley, Hennepin County,
Minnesota

Dear Mr. Nims:

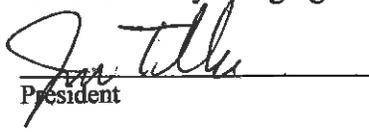
The Golden Valley Congregation of Jehovah's Witness would like to express its support for the CSAH 102 (Douglas Drive) Transportation Improvements. The Congregation is aware that the proposed improvements will impact the Kingdom Hall property, which is being utilized by the Golden Valley Congregation of Jehovah's Witnesses, Plymouth Congregation of Jehovah's Witnesses and Russian Congregation of Jehovah's Witnesses. The Congregations further understand that the proposed improvements are estimated to result in the acquisition of less than one (1) acre along the south side of the property. We are also aware that the property that has been determined to be eligible for listing in the National Register of Historic Places.

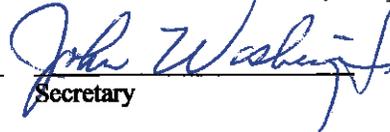
However, the Congregations have decided that the existing structure, although recognized by some to have some architectural significance, is no longer of any value to them because the inefficiencies of the interior design, structure and energy consumption. It is cost prohibitive to make the essential changes. At this time the Congregations have decided to demolish the building and construct a new Kingdom Hall on site. Refer to the attached site plan for additional details.

The Congregations believe the proposed improvements and parcel boundary change will not have an impact on our ability to use the new building and site as proposed on the attached site plan. We feel the new location of the Kingdom Hall and parking lot will enhance the proposed access changes (removal of left turns, but an additional entrance off of Douglas Drive) and believe they will not negatively impact the ability of our multiple congregations to access the new Kingdom Hall and parking lot. The Congregations are therefore supportive of the proposed project to reconstruct CSAH 102 as a three-lane roadway with dedicated turning lanes, on-street bicycle lanes, and off-street sidewalks. The Congregations anticipate the project will improve mobility and safety for motorists and pedestrians traveling to and from Kingdom Hall.

Sincerely,

Golden Valley Congregation of Jehovah's Witnesses, Corporation Officers:


President


Secretary


Treasurer

Date: AUGUST 20, 2012

Cc:

Plymouth Congregation of Jehovah's Witnesses

Russian (speaking) Congregation of Jehovah's Witnesses

Attachment: Site plan of proposed new Kingdom Hall.

Section 106 Coordination



Minnesota Department of Transportation

Office of Environmental Stewardship

Mail Stop 620
395 John Ireland Boulevard
St. Paul, MN 55155

Office Tel: (651) 366-3615

Fax: (651) 366-3603

November 28, 2012

Dr. Mary Ann Heidemann
Government Programs & Compliance Officer
State Historic Preservation Office
Minnesota Historical Society
345 Kellogg Blvd. W.
St. Paul, MN 55101

RE: S.P. 128-091-033 (Douglas Drive (CSAH 102) Reconstruction, Hennepin County, Minnesota; RETAINING WALL)

Dear Dr. Heidemann:

We have reviewed the above-referenced undertaking pursuant to our FHWA-delegated responsibilities for compliance with Section 106 of the National Historic Preservation Act, as amended (36 CFR 800), and as per the terms of the Programmatic Agreement (PA) between the FHWA and the Minnesota State Historic Preservation Office (SHPO) (June 2005).

On May 23, 2012, your office concurred with MnDOT CRU's determination that the Kingdom Hall of the Golden Valley Congregation of Jehovah's Witnesses is eligible for listing in the National Register of Historic Places under Criterion C. Your office further concurred that the efforts to limit potential impacts of the right-of-way expansion on Duluth Street, and review of the proposed site plan, parking replacement, lawn retention and new access plans will have no adverse effect on the property. These findings were made subject to review of a retaining wall plan; the retaining wall is needed in the parking lot due to shifting of the two-way drive aisle on the south side of the building (see Figure 2, graphic indicating property impacts to property).

In order to complete the Section 106 review of the eligible property, a retaining wall plan has been submitted. In both this submittal and the original submittal, MnDOT CRU sought to retain the distinctive lawn area that mirrors the shape of the church and has been present since the building was constructed in 1957. In consultation with the project engineer, our office questioned whether the lawn slope in this area could be graded in a manner to avoid construction of the proposed retaining wall. The engineers responded that grading the lawn area would create a slope too steep to be maintained with a mower; it would also cut deeper into the lawn and bring vehicles closer to the building. It was concluded that the retaining wall would better preserve the distinctive shape of the lawn while also providing adequate space for the driving lanes.

The plan for the retaining wall has been drawn on a photograph of the site (see attached). The wall will be constructed of white limestone to match the existing planter box wall near the building entrance. The wall will be adjusted in height to match the lawn slope, beginning at 18" nearest the building

entrance and continuing in length for 14 feet, rising to 24" at a corner. The wall then continues eastward from the corner for 39 feet, sloping down to 8" at the eastern edge.

Based on the consultation between the church, the City and their consultants and CRU, it is our determination that the retaining wall plan will have **No Adverse Effect** on the Kingdom Hall Congregation of Jehovah's Witnesses property.

Please contact me at garneth.peterson@state.mn.us or at (651)366-3615 with any questions.

Sincerely,



Garneth O. Peterson
Historian
Cultural Resources Unit (CRU)

CC: Ron Nims, City of Golden Valley
Alison Harwood, WSB & Associates
Golden Valley Congregation, Jehovah's Witness Church
MnDOT CRU File

December 18, 2012

Garneth Peterson
MnDOT Cultural Resource Unit
Transportation Building, MS 620
395 John Ireland Blvd.
St. Paul, MN 55155-1899

RE: S.P. 128-091-033
Douglas Drive Reconstruction between TH 55 and CSAH 70
Golden Valley, Hennepin County
SHPO Number: 2012-1738

Dear Ms Peterson:

Thank you for sending us additional information on the above project. We have reviewed the project plans pursuant to the responsibilities given the State Historic Preservation Officer by the National Historic Preservation Act of 1966 and implementing regulation (36CFR800), the Minnesota Historic Sites Act and the Minnesota Field Archaeology Act.

As documented earlier, the Kingdom Hall of the Golden Valley Congregation of Jehovah's Witness is eligible for listing in the National Register of Historic Places. Therefore, all work on the property should meet the Secretary of the Interior's Standards for Rehabilitation.

In our prior consultation about this project, we agreed that the project as proposed will have no adverse effect on the Kingdom Hall of Golden Valley property, subject to review of the retaining wall plans. Based on our review of the retaining wall plans you provided, we find that the plans meet Standards. Therefore, we concur that the project will have **no adverse effect** on the Kingdom Hall.

Feel free to call me at (651) 259-3456 if you have any questions on our review.

Sincerely,


Mary Ann Heidemann, Manager
Government Programs and Compliance