



# Council Conference Meeting

June 10, 2024

5:30 PM

Fridley City Hall, 7071 University Avenue N.E.

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## Agenda

### Agenda

- [1.](#) AI Policy
- [2.](#) One-Way Conversion and Trail Project Update
- [3.](#) Islands of Peace Regional Park

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#### Accessibility Notice:

- If you need free interpretation or translation assistance, please contact City staff.
- Si necesita ayuda de interpretación o traducción gratis, comuníquese con el personal de la ciudad.
- Yog tias koj xav tau kev pab txhais lus los sis txhais ntaub ntawv dawb, ces thov tiv tauj rau Lub Nroog cov neeg ua hauj lwm.
- Haddii aad u baahan tahay tarjumaad bilaash ah ama kaalmo tarjumaad, fadlan la xiriir shaqaalaha Magaalada.

Upon request, accommodation will be provided to allow individuals with disabilities to participate in any City of Fridley services, programs or activities. Hearing impaired persons who need an interpreter or other persons who require auxiliary aids should contact [CityClerk@FridleyMN.gov](mailto:CityClerk@FridleyMN.gov) or (763) 572-3450.



# AGENDA REPORT

**Meeting Date:** June 10, 2024

**Meeting Type:** City Council Conference Meeting

**Submitted By:** Danielle Herrick, City Manager Intern  
Becca Hellegers, Employee Resources Director  
Mike Grundman, IT Manager

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## Title

Approving City of Fridley Interim Ethical Generative Artificial Intelligence Policy

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## Background

Staff have developed an Interim Ethical Generative Artificial Intelligence Policy to guide City of Fridley (City) staff and partners on the responsible use of this new technology, ensuring transparency and data privacy standards are upheld. This Policy will be presented to the Council for review and discussion.

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## Financial Impact

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## Attachments and Other Resources

- Ethical Generative Artificial Intelligence Policy

## Vision Statement

We believe Fridley will be a safe, vibrant, friendly and stable home for families and businesses.

# INTERIM ETHICAL GENERATIVE ARTIFICIAL INTELLIGENCE (AI) POLICY



## Purpose

The City of Fridley (City) has established the Ethical Artificial Intelligence (AI) Policy (Policy) to affirm the City's commitment to responsible and ethical use of publicly available generative AI systems (e.g., Copilot, ChatGPT, Claude, Gemini, Midjourney, Dall-E).

The City recognizes the potential benefits of utilizing new generative AI technologies. The City also acknowledges the risks and limitations associated with these tools. As generative AI technologies continue to evolve rapidly, ongoing research is crucial to better understand their functionality, societal impacts, and potential biases. It is important to treat generative AI technologies as sophisticated tools, not as equivalents to human intelligence.

This Policy outlines principles and use procedures to ensure transparency, fairness, accountability, and protection of human rights as we utilize generative AI. This Policy's goal is to drive innovation and efficiency through the use of generative AI while safeguarding employees, partners and the public. The Policy includes resources such as a decision matrix, use examples, and third-party references.

## Ethical Use Principles

The following ethical use principles establish requirements for City use of publicly available generative AI systems. These principles aim to ensure responsible generative AI use that upholds transparency, accountability, fairness and protection of human rights. All City employees and departments utilizing generative AI and/or AI systems in their work must adhere to these ethical use principles.

### Human Control

- Generative AI does not replace human decision-making. All outputs from generative AI must be reviewed and approved by the individual who is using it and who has subject matter knowledge before any use or distribution of the generated content.
- Generative AI is a tool, and the City and user are accountable for its outcomes.
- Ensure AI-generated content does not further perpetuate harms against vulnerable populations.
- Users must be able to explain their review process, including prompts used and modification made to AI-generated content.

- In case of unintended consequences, the City may take corrective measures.

## Data Privacy

- Data that includes personally identifying information about people, private/nonpublic data, and confidential data must be removed before inputting into generative AI.
- Users are responsible for ensuring generative AI is used in accordance with the Minnesota Data Practices Act and applicable state laws pertaining to record retention.
- It is forbidden to give generative AI access to any City network or drive.

## Transparency

- Written language, videos and images produced by generative AI must be labeled, ensuring consumers are aware of its origin to maintain transparency and the public's trust in City operations.
- Users are responsible for ensuring all AI-generated content is properly labeled before distribution.

## Training and Awareness

- City employees using generative AI must undergo training to understand their capabilities and limitations before use.
- City employees using generative AI must review and acknowledge this Policy before use.
- Ongoing education and support resources will be provided to ensure employees stay informed about the latest developments and best practices in generative AI.

## Continuous Monitoring

- AI is a rapidly changing technology. This Policy will be reviewed on a quarterly basis and updated as needed to address emerging challenges.
- The AI Taskforce, comprising members from the IT department and relevant stakeholders, may regularly audit generative AI work product for inherent biases, accuracy, and adherence to the City's AI principles.

# Levels of AI Involvement

Generative AI is used for various reasons like efficiency, automating tasks and brainstorming. When properly guided by ethical principles, AI can boost human capabilities and address complex problems. However, misuse of this technology risks amplifying bias, unethical behaviors and other harms. To help guide appropriate generative AI use, the City recognizes four levels of AI integration in the creation of work products. Each level is characterized by the degree of generative AI contribution and the role of human input and revision.

### 1. Assistant (AI contributes 25% or less)

- Generative AI provides support like spell check, sentence structure suggestions, and brainstorming.

- The user is the primary contributor to the final work product.
- The user must input prompts into the AI system to receive output.
- **Example:** Using generative AI to brainstorm program names and suggest revisions to sentence structure and spelling.

## 2. Collaborator (AI contributes 50%)

- Generative AI and humans share equal responsibility in generating ideas and contributing to the final output.
- The user must input prompts into the AI system to receive output.
- **Example:** Using generative AI to help write a staff report by uploading your notes and the report template, then reviewing and editing the AI-generated report.

## 3. Generator (AI contributes 75%)

- Generative AI is the primary creator of the draft output, with minimal human revisions before finalization.
- The user must input prompts into the AI system to receive output.
- **Example:** Using generative AI to render images for new public art, providing direction to the AI system, but making little to no edits to the AI output.

## 4. Automator (AI contributes 100%)

- Generative AI is the sole creator of final outputs, with little to no human revisions before release.
- The generative AI system is designed to take action without human input (automated AI input and output).
- Requires rigorous review and oversight procedures to ensure accuracy and compliance with the AI use principles. *The City does not currently utilize generative AI to automate processes.*
- **Example:** Staff created an automated translation system where generative AI converts all City web content into the top languages spoken locally. The AI system posts the translations to the webpage without review, and staff audit the AI system weekly for accuracy and adherence to AI use principles.

By understanding these integration levels, you can better evaluate the appropriate use of generative AI in your work. This ensures proper oversight and review based on the level of AI contribution. If you have any questions or need further guidance, do not hesitate to reach out to your supervisor or IT.

# Detailed Use Procedure

This Detailed Use Procedure provides specific best practices and guidelines for City employees using generative AI in their daily work. It is essential to note that the Detailed Use Procedure should always

be used in conjunction with the Ethical Use Principles. The Ethical Use Principles serve as the foundation for responsible generative AI use, while the Detailed Use Procedure provides practical guidance for day-to-day generative AI use.

## Decision making: fact check and review all AI-generated content

While generative AI can rapidly produce content, the information and content might be inaccurate, outdated, or simply made up. The user inputting the prompt is responsible for verifying that the information produced by the generative AI system is accurate by independently researching claims made.

*What to look for:*

- Inaccurate information including links and references to events or facts.
- Bias in the positions or information. We must ensure that people are not harmed by these technologies and consider how they could be portrayed or impacted by the content.

### Examples by AI Level:

#### Assistant Level (AI contributes 25% or less)

| DO:                                                                                                                                                                                                    | DON'T:                                                                                                                                                                                                                                                                                                  |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| A Park and Rec employee utilizes generative AI to quickly populate 10 program names for a new summer program. They review all the names on the list and choose one that clearly describes the program. | A Park and Rec employee utilizes generative AI to quickly populate 10 program names for a new summer program. In a rush, they quickly copy and paste the first generated name without close review. Later, staff realize the program name is confusing and does not describe what the program is about. |

#### Collaborator Level (AI contributes 50%)

| DO:                                                                                                                                                                                                                          | DON'T:                                                                                                                                                                                                                                                                |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| A Park and Rec employee utilizes generative AI to help draft an announcement post for a new summer program. They thoroughly review the post to correct any factual errors, like program dates and pricing before publishing. | A Park and Rec employee utilizes generative AI to help draft an announcement post for a new summer program. Staff do not closely review the AI-generated post before releasing the details. Staff start receiving calls that the program dates and pricing are wrong. |

## Data protection: only public and nonidentifiable data may be fed into AI

Data privacy risks must be minimized when using generative AI. Inputs such as written prompts, voice prompts, uploaded documents, and City networks synced to a generative AI system could be utilized by the companies powering these AI systems to train their models. Therefore, it is imperative that any data containing personally identifiable information (PII), private/nonpublic data and confidential data be removed before being inputted into the AI system.

City staff, contractors, and elected officials must adhere to the Minnesota Data Practices Act, which mandates the protection of government data. This ensures that all data handling complies with legal standards and maintains the confidentiality and integrity of sensitive information.

*It is forbidden to give AI access to any city network or drive.*

*What to look for:*

- Names
- Home/work addresses
- Phone numbers
- Email addresses
- Socioeconomic details
- Specific dates of birth
- Private/not public data (defined by the Data Practices Act)
- Confidential Data (defined by the Data Practices Act)

### Examples by AI Level:

#### Collaborator Level (AI contributes 50%)

| DO:                                                                                                                                                                                                                                    | DON'T:                                                                                                                                                                                                                                                                                                                |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| A public health employee wants to use an AI system to better understand community medical needs. They prompt AI only aggregated, anonymized data about general health statistics for the area. No individual patient data is included. | A public health employee wants to use an AI system to better understand community medical needs. They upload detailed electronic health records with patients' names, contact info, medication history and other protected details without consent, violating the public's trust, Data Practices Act and federal law. |

### Transparency: disclose that AI was used to generate content

Transparency promotes accountability and provides information for the public about what the City is doing. As generative AI develops, it could become difficult to differentiate between human and AI-generated content. This is especially true for images and videos. To aid in transparency, users must reference the use of generative-AI in the footer of the document or imbedded in the image/video. *An exception to this requirement is when generative AI is used at the Assistant level, such as for spell checking or basic grammar suggestions, as these tools are already widely used and do not significantly impact the content's creation.*

### How to disclose:

- **Documents:** Include a footer stating, "This document was created with the assistance of [AI system name and version] and reviewed for accuracy by [staff name and title]."
- **Images:** Embed a small text line in the bottom corner of the image stating, "Image rendered by [AI system name] and reviewed for accuracy by [staff name and title]."
- **Videos:** Include a disclaimer at the beginning or end of the video stating, "This video was created with the assistance of [AI system name] and reviewed for accuracy by [staff name and title]."

### Examples by AI Level:

#### Generator Level (AI contributes 75%)

| DO:                                                                                                                                                                                                                                                                                                                                                                                                 | DON'T:                                                                                                                                                                                                                                                                                                       |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Public Works uses Dall-E to generate an image depicting what a proposed development project could look like near Moore Lake. The engineer embeds a small text line on the bottom corner of the image stating, "Image rendered by Dall-E [version] and reviewed for accuracy by [staff name, title]." This makes it clear to residents these images are only examples, not final project renderings. | Public Works uses Dall-E to generate an image depicting what a proposed development project could look like near Moore Lake. The engineer does not indicate the images were AI-generated. This misleads residents into thinking the images are the final project renderings created without community input. |

#### Automator Level (AI contributes 100%)

| DO:                                                                                                                                                                                                                                                                                                                          | DON'T:                                                                                                                                                                                                                                                                                                                                                 |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| The City uses ChatGPT-4o to automatically translate all public facing City content into the top local languages. All the translations contain the disclosure "These translations were created using ChatGPT-4o and reviewed for accuracy by [staff name]" and a contact number on who to reach to report translation errors. | The City uses ChatGPT-4o to automatically translate all public facing City content into the top local languages. The translations do not indicate AI System ChatGPT was used to automatically translate the documents. This leaves residents feeling confused and frustrated because they were not informed an AI System was used for the translation. |

### Other City Policies

Staff must use generative AI and/or AI systems in accordance with all City acceptable conduct and acceptable use policies. Use of these technologies to create content that is inappropriate, discriminatory or otherwise harmful to others or the City may result in disciplinary action, up to and including termination.

# Definitions

Artificial intelligence (AI): Technologies that are capable of imitating intelligent human behavior and taking actions to achieve specific goals. AI may include machine learning, natural language processing, computer vision, predictive analytics, etc.

AI system: A software that uses algorithms, data, computing infrastructure, and policies to generate content that simulates human intelligence. Examples include large language models like ChatGPT, Claude, Copilot and Gemini.

AI Integration Level: Describe the degree of contribution AI has in final output:

- **Assistant** - Human is the primary contributor to the final work product, with AI systems providing support like spell check, sentence structure and brainstorming. Human must input prompts into AI system to receive output. ***AI use contributed to 25% or less of the final work product.***
- **Collaborator** - AI and human share joint responsibility in generating ideas and contributing to the final output. Human must input prompts into AI system to receive output. ***AI use contributed to 50% of the final work product.***
- **Generator** - AI is the primary creator of the draft output, with slight human revisions before finalization. Human must input prompts into AI system to receive output. ***AI use contributed to 75% of the final work product.***
- **Automator** - AI is the sole creator of final outputs, with little to no human revisions before release. AI system is designed to take action without human input. *Automated AI input and output.* ***AI use contributed to 100% of the final work product.***

Generative AI: A class of AI systems that can generate new content such as text, images, audio, and video that simulates human intelligence using prompts.

Prompts: A specific instruction, question, input provided, or documents uploaded to an AI system, intended to guide its response or action. Prompts act as cues to the AI, helping it understand the desired context or objective of the user's request.

Public Data: All government data collected, created, received, maintained or disseminated by a government entity is public unless classified differently by statute, or temporary classification per Minnesota Statutes § 13.03, subd. 1.

Data Practices Act: In reference to the Minnesota Government Data Practices Act, Minnesota Statutes Chapter 13. Chapter 13 classifies official records and government data and provides rights for members of the public and data subjects to access data.

Official Records Act: In reference to the Minnesota Statutes § 15.17 which requires government entities to "make and preserve all records necessary to a full and accurate knowledge of their official activities."

## Questions

If you have questions about the information shared in this Policy, please contact your immediate supervisor or Employee Resources.

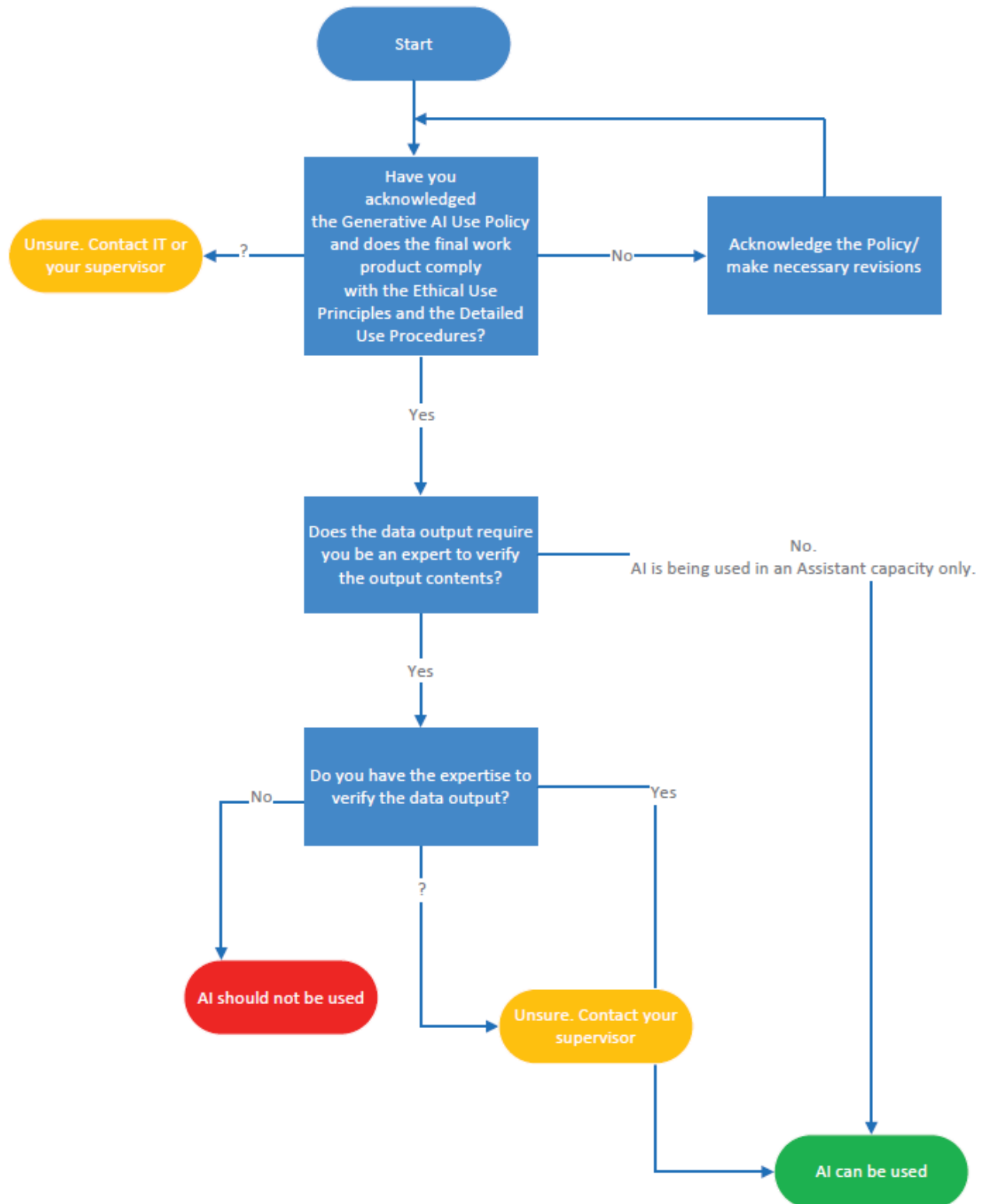
## Acknowledgement

I understand, acknowledge, and agree to the terms of this Policy. Further, I understand, acknowledge, and agree that violation of this Policy in any capacity may result in disciplinary action, up to and including termination.

Date:

Signature:

## Appendix – Approved Usage of Generative AI Flow Chart



# Use Examples: Dos and Don'ts:

These are some suggestions on the kinds of uses that could be particularly useful for City uses. By encouraging responsible experimentation, we are hoping to expand the potential uses while minimizing risks.

## Drafting documents or letters:

Generative AI provides a great opportunity to get started on a memo, letters, and job descriptions. Note that when creating a prompt for an AI system for this context, it can consider including any specific format preferences such as essay, bullet points, outline or dialogue. Additionally, you can request the use of specific keywords or phrases, or technical terms to be included or avoided in the response. This will help the AI system provide you with a more tailored and efficient response to your request.

- Example: generate guidelines for the use of ChatGPT at the City of Fridley
- Example: write a letter requesting support for funding digital equity initiatives in the next budget session.
- Example: you can ask Copilot to generate letters that express points of view specified in the prompt. This might allow you to understand an issue from different perspectives.
- Example: **You can ask generative AI to help you write a more effective version of a prompt. You can say "help me write a better prompt to [insert the initial objective of the prompt]"**.

## DOS:

1. Try to be specific in the prompt. If you give more context, the answer becomes more relevant.
2. Edit and review the content. Regardless of how the content was authored, you and the City will bear responsibility over its use in the public.
3. Be mindful of potential biases in the AI system's response. Review content closely for inclusivity and respect.

## DON'TS:

1. Do not include private/nonpublic, confidential nor personally identifiable information in the prompt.
2. Do not rely on generative AI to provide accurate answers.
3. Do not rely on someone else to review the AI output for accuracy. The user is responsible for ensuring and data, statements of fact, etc. produced by the AI system are verified.

## Drafting Content In Plain Language

Generative AI can help you write clearer and simpler language. You can use the prompt to indicate the reading level or audience for a text.

- Example: use an AI System to write a version of the Declaration of Independence of the United States for a person in elementary school.
- Example: use tools such as Grammarly, Wordtune or others to modify a sentence. These tools often allow you to optimize for the length of the sentence, or the audience.

### **DOs:**

1. Specify in the prompt if you have a specific audience in mind.
2. Try different prompts, or request different versions of the same sentence until you find what works best.
3. You can pass the output of the text by a readability app that can identify challenging sentences, as well as the reading level for the text.

### **DON'TS:**

1. Do not include private/nonpublic, confidential nor personally identifiable information in the prompt.
2. Rely on the AI system using language that is inclusive and respectful.

## **Drafting Content In Other Languages**

Generative AI can help you draft communications in another language. It is not well documented the extent to which ChatGPT and other models can use other languages, but users report over 50 languages being available for ChatGPT, including some Native American languages.

- Example: use ChatGPT to translate these guidelines into Spanish and French, just ask "translate [your text] into Spanish and French."
- Example: you can ask generative AI in what language some text is written in, just ask "what language is [original language] written in?"

### **DOS:**

1. Try different languages. ChatGPT and other AI systems were trained using text from many languages.
2. You can also ask generative AI to perform similar tasks as the ones in this document in other languages, such as summarizing text, etc.

### **DON'TS:**

1. Do not include private/nonpublic, confidential nor personally identifiable information in the prompt.
2. Do not use content generated in a language you do not understand before consulting LanguageLine. You still need to check for accuracy, bias, etc.

## **Summarizing Text/Audio**

Generative AI does a great job of summarizing longer pieces of text into summaries. If you have a few pages that you want to condense into a few bullet points, or you have been struggling with converting a long set of notes into a paragraph, these tools could be very helpful.

- Example: copy notes taken from a meeting to generate a short summary of the meeting.
- Example: summarize citizen comments in response to an engagement
- Example: write a paragraph summary of a 5-page report.
- Example: use the transcript tools in OneNote to transcribe audio into text. You can then summarize the text further using generative AI. This summarization is included in some of these tools.

## DON'TS:

1. Do not include private/nonpublic, confidential nor personally identifiable information in the prompt: make sure you have deleted that information from your notes or other inputs.
2. If you plan on making a decision based on the summary, you should read the entire document(s) to make sure you did not miss or miss characterized the original document.
3. Be aware that the resulting summary might have biases as it will tend to present language that is more frequent in the data used to train the model. You can use changes to the prompt to enhance the results by suggesting that the result incorporates perspectives from marginalized groups.

## Coding/Programming

Generative AI can be great at producing snippets or even help you build more complex components of code.

- Example: write code in Python that extracts tables in a PDF into a Pandas data frame. This can make it possible for less technical people, including interns and student workers, to get to work on technical projects.

## DOS:

1. Explore new languages and libraries - but you should understand the code and read the documentation of the relevant components before using it.
2. You might have to adjust parameters, and your environment to make the suggestions from the AI model work. Generative AI can help you get started, but often you will have to edit before the code works.

## DON'TS:

1. Do not include private/nonpublic, confidential or personally identifiable information in the prompt. As in development best practices: do not include passwords, confidential keys, or other proprietary information in your code or in the prompts.
2. You should understand what the code is doing before using it in production.

3. You should understand the use of new libraries and dependencies, and become familiar with vulnerabilities and other security considerations of using a language or a library.

## Images, Audio, and Videos

Generative AI can produce images, audio, and videos based on prompts. This can support the creation of appealing or insightful communication resources.

- Example: make an image in a modern style that encourages a diverse population of residents to vote.
- Example: create a training video that shows residents how to schedule a bulky item pick-up, by providing the script of the video.
- Example: write a jingle or song to remind viewers to switch to 100% renewable energy.

## DOS:

1. Visual, audio and video communication can be a powerful tool to communicate with others and get across a message. Generative AI can empower you to use these tools beyond your artistic skills.
2. Use generative AI as a tool to create drafts or mockups that allow you to communicate more effectively with graphic designers, videographers, and other creative workers.
3. Contact the Communication Division about the image, audio, or video before publishing or using it. They have expertise on best practices in accessibility, branding, etc.
4. Engaging with members of community organizations that represent groups that might be referenced or impacted by this content. Getting their perspective, in a respectful way, can help you identify when content might be hurtful, discriminatory, or misinterpreted.

## DON'TS:

1. Do not include private/nonpublic, confidential nor personally identifiable information in the prompt. Make sure you have deleted that information from your notes or other inputs. Some examples could include people's faces, people's voices, their identifications, license plates, etc. Particularly, those who have not provided their consent.
2. Do not assume outputs of the generative AI will not be offensive or harmful towards people.
3. Do not publish AI generated images, audio, video without indicating in the output the AI was used.
4. Do not publish visual, audio and video communication created with AI use without ensuring the content adheres to the City's Brand Guidelines.

*Examples were modified using the City of Boston Interim Guidelines Policy (City of Boston, 2023)*

# Resources & Training

You can contact IT to learn more about generative AI. The AI taskforce has compiled third-party generative AI Use guides for training purposes. Please note the City is not responsible for content on third-party websites.

League of Minnesota Cities:

- [LMC Minnesota Cities: Jan-Feb 2024](#)
- [Cities and Artificial Intelligence \(AI\): What You Should Know](#)
- [ChatGPT: What Mayors and Managers Must Know](#)
- [Fall Forum: Artificial Intelligence](#) (must sign in using Memberlearn)

Harvard University Information Technology

- [AI Use Cases: Text](#)
- [AI Use Cases: Image generation](#)



# AGENDA REPORT

**Meeting Date:** June 10, 2023

**Meeting Type:** City Council Conference Meeting

**Submitted By:** James Kosluchar, Public Works Director  
Brandon Brodhag, Assistant City Engineer

## Title

University One-Way Conversion and Trail Project Update

## Background

Public Works Department staff will present an update to the One-Way Conversion and Trail Project planned to begin in the 3<sup>rd</sup> Quarter of 2024. No action by the Council is requested, but feedback is welcome.

## Financial Impact

None.

## Recommendation

Discuss items presented.

## Focus on Fridley Strategic Alignment

- |                                                                      |                                                                     |
|----------------------------------------------------------------------|---------------------------------------------------------------------|
| <input type="checkbox"/> Vibrant Neighborhoods & Places              | <input type="checkbox"/> Community Identity & Relationship Building |
| <input type="checkbox"/> Financial Stability & Commercial Prosperity | <input type="checkbox"/> Public Safety & Environmental Stewardship  |
| <input checked="" type="checkbox"/> Organizational Excellence        |                                                                     |

## Attachments and Other Resources

- None

## Vision Statement

We believe Fridley will be a safe, vibrant, friendly and stable home for families and businesses.



# MEMORANDUM

## Public Works Department

Streets • Parks • Water • Sewer • Stormwater • Fleet • Facilities • Forestry • Engineering

**Date:** 6/24/2021

PW21-025

**To:** Wally Wysopal, City Manager

**From:** James Kosluchar, Public Works Director  
Brandon Brodhag, Civil Engineer

**RE:** Neighborhood Meeting on University Avenue West Service Road Conversion Project  
Between 67<sup>th</sup> Avenue & Rice Creek Terrace

On June 22<sup>nd</sup> at 5:30 PM, a Neighborhood Meeting was held for the proposed University Avenue West Service Road Conversion Project between 67<sup>th</sup> Avenue & Rice Creek Terrace (see attached project map). Notice of this meeting was sent to properties on the 67<sup>th</sup> Avenue, Plaza Curve, and Rice Creek Terrace.

Sixty (60) notices for the Neighborhood Meeting were mailed to residents and property owners. Thirteen (13) attendees signed in at the Neighborhood Meeting and others present included Mayor Lund, Councilmember Bolkcom, Councilmember Ostwald and staff (see attached sign in sheet). Prior to the meeting staff only received one phone call from a resident that lived in the neighborhood and said resident was present at the meeting.

Staff began the meeting with discussion with a short review of the project that included a brief summary of the prior neighborhood meeting held in April of this year. Staff talked about the revisions of project including the geometric changes at both ends of the one-way conversions to allow for better availability for vehicles needing to turn around and accessibility to driveways along the Service Road. After staff completed their presentation on the project, staff opened the conversation to questions from the meeting attendees.

Staff responded to questions regarding the project, including:

1. A resident asked about the driveway along the Service Road being able to back up with the one-way configuration. Staff responded that the design of the concrete curb and gutter on the east side of the one-way likely will be constructed as surmountable curb to allow for those backing out of the lone driveway will be able to drive over the curb and partially use the trail area if need be.
2. A question about how the plowing configuration for the neighborhood will work with the one-way street. Staff replied that they didn't immediately know other than the streets

could be plowed. Staff confirmed with operations that there would be an adjustment to plowing routes for the neighborhood and concluded that snow distribution could be equally divided between street sides.

3. A concern was raised about the loss of parking along the Service Road for the adjacent property owners. Staff responded that there are adjacent streets that allow for additional parking and that the existing road configuration doesn't have the width to allow for a dedicated parking lane. Staff confirmed parking for approximately 16 spaces on two blocks would be lost, which would have to be moved to roughly 200' along the two-way front streets for any events where this is required.
4. There was a concern on who would be using the trail and the resident stated that there was a higher chance for criminal activity. Staff replied that generally throughout the City there tends to be less crime in the areas where there are trails because of higher volumes of people travelling through the neighborhood to have eyes on properties. Staff referenced the West Moore Lake Drive Trail project and stated that those residents had similar concerns of having a trail in the neighborhood but after construction staff had received many complimentary comments about the trail from property owners in the area.
5. A resident was questioning why the City was wanting to build a trail on the west side of Trunk Highway 47 when there already is a trail on the east side. Staff stated that the point of having a trail on the west side of Trunk Highway 47 was to make connections to the existing trail system without having to cross Trunk Highway 47, which has been labeled as a barrier based off feedback received at prior meetings and events.
6. A resident expressed concern for the neighborhood only having one access to the neighborhood at Mississippi Street and 2<sup>nd</sup> Street. Staff explained that this project didn't have any impact on the access to and from the neighborhood to Mississippi Street. Staff explained that Mississippi Street is in Anoka County's Jurisdiction and it would be up to them if a change was needed.
7. Residents asked how the proposed one-way project was allowed to happen given the legal description in Rice Creek Plat Addition didn't state that a trail could be constructed in the Right-of-Way nor could access be taken away with turning the street into a one-way. Staff responded that they looked into this with the City Attorney and he opined that the City has the authority to construct alternative transportation modes throughout its Right-of-Way and remove a travel lane for vehicles as long as reasonable access remains unhindered.
8. A resident gave their opinion that a better solution would be to keep the existing geometrics the same and to delineate the street with pavement markings for the trail.

Staff explained that current street width wouldn't allow for two-way traffic plus space for an on-road trail and that from previous feedback received at meetings and events that a majority of residents prefer to have vertical separation from vehicle traffic when biking and walking on the trail. It is notable this would be an inexpensive retrofit; however, surveys have indicated a grade-separated path is often preferred by the public.

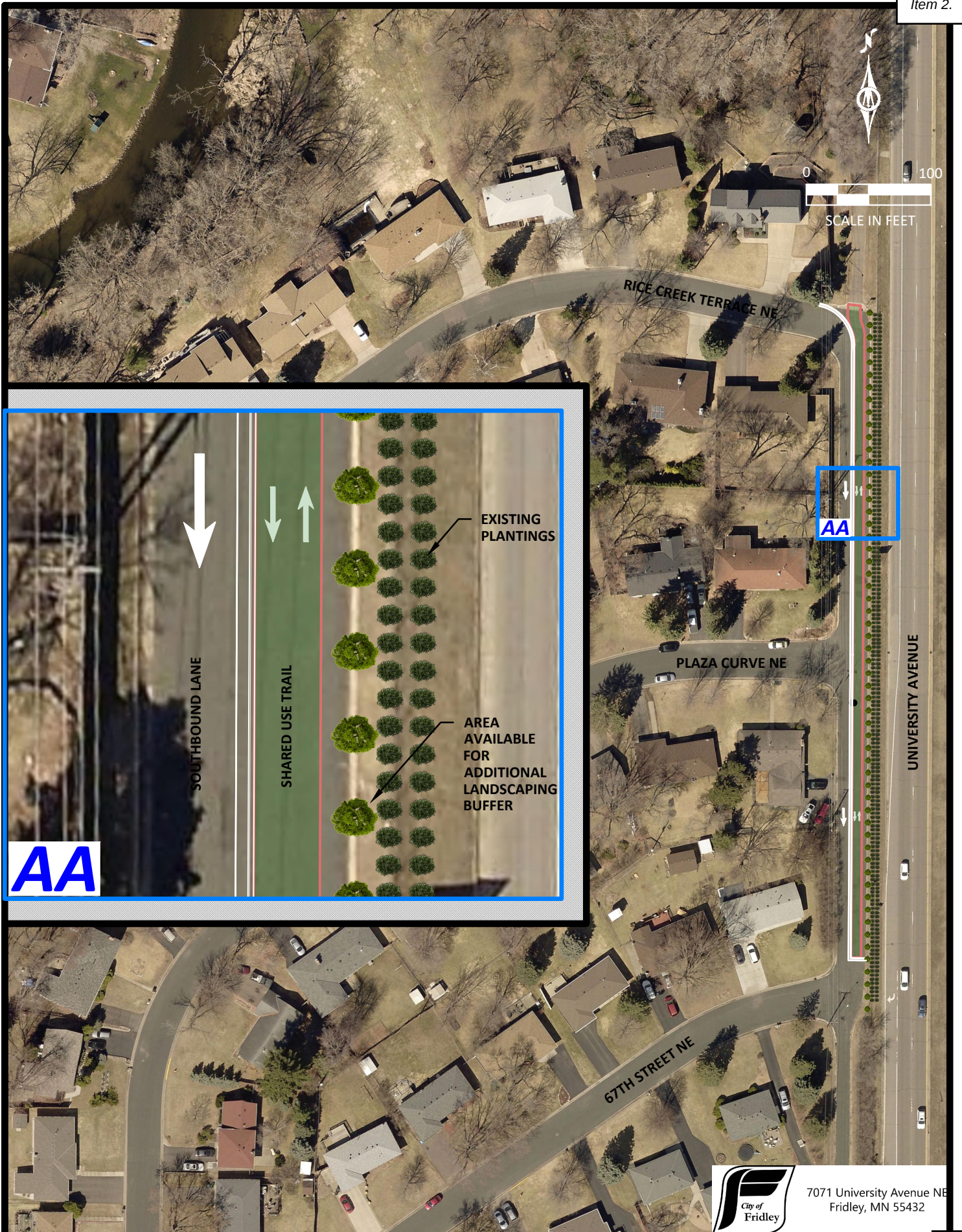
9. Residents were concerned for the safety of the neighborhood regarding kids and pets possibly crossing over the trail and alternative buffer without a fence onto Trunk Highway 47. A resident stated that the neighborhood is getting younger with more young families moving into the neighborhood. Staff responded that the eventual full growth of plantings (estimated 3 years) will be visual and hard barrier between Trunk Highway 47 and the neighborhood as shown in the graphic included with the meeting invitation. Staff explained that the fence isn't a safety measure for vehicles and that it wouldn't stop a car from crossing through or stop a pedestrian from jumping over it.
10. A resident asked what the emergency of getting this project completed now. Staff responded that this project was part of the approved Capital Improvement Plan (CIP) by City Council to be constructed now. Staff explained that when the Trunk Highway 47 Fencing and Landscaping project was constructed last year, they had worked out with MnDOT that these 3 segments for the current project with alternative buffers were going to be constructed the following year.
11. A question about the aesthetics of landscaping looking better than the fence with additional maintenance. Staff responded that Public Works would be taking care of the maintenance of landscaping and that it will be easier for them than the fence since they won't have to work around the fence (i.e., weed whipping, mowing, etc.).
12. A resident claimed that if the City is worried about traffic, why they would allow the redevelopment of Holly Center to apartments. Staff replied that this project had nothing to do with the redevelopment of Holly Center. Staff stated that other City departments worked closely with the property owners for the redevelopment and did so in the best interests of the City.
13. A resident stated that they feel railroaded by the project and that the project is a done deal already. Staff responded that this project has been discussed since 2018 and discussed that all of these elements for the project had been discussed at the four TH 47 & TH 65 corridor meetings in 2019 and that there were two previous Neighborhood Meetings specifically for their neighborhood. The Neighborhood Meeting in 2019, there wasn't a single resident that showed up to the meeting.

14. A resident asked why the fence was installed near Rice Creek for the wildlife crossing but not in front of houses that may have children or pets. Staff replied that there is a higher chance of wildlife crossing near Rice Creek with a greater probability of causing an accident on Trunk Highway 47, so the fence was replaced near Rice Creek.
15. A question of the possibility of having some sort of temporary barrier until the plantings grow to more of an established barrier. Staff replied that they would evaluate the possibility of adding a temporary barrier during the seasons while the plantings mature.
16. A resident asked for the meeting minutes from the prior meetings. Staff apologized for not sending an email to this resident earlier when they showed up at the April 26<sup>th</sup> City Council Meeting asking for those minutes and said that they would send an email this week to the resident. This information was forwarded the day after the onsite meeting.

Staff will incorporate concerns and comments towards completion of a Feasibility Report to the City Council for items discussed. Staff anticipates delivering the Feasibility Report and project recommendation in mid-July.

JPK/BJB

Attachments



7071 University Avenue NE  
Fridley, MN 55432

# UNIVERSITY AVE WEST SERVICE RD TRAFFIC CHANGES BETWEEN RICE CREEK TERR & 67TH AVE

## CITY OF FRIDLEY PROJECT

Neighborhood Meeting Sign-in Sheet

6/22/2021

| Name                    | Address                | Telephone No. | Email                    |
|-------------------------|------------------------|---------------|--------------------------|
| RAT CHASE               | 291 Rice Creek Terr.   | 963-572-8762  | pine-trees 50@yahoo.com  |
| James Tracy             | 250 Rice Creek Terrace | 763 570 8534  | James.M.Tracy@DyMant.com |
| Red Throckm             | 280 " " "              | 612 619 6290  | pn15cshw@att.net         |
| Ken Bru                 | 270 " " " "            | 571 0758      |                          |
| LYNN NEHRING            | 291-67th AVE.          | 571-9352      | lnehri@msn.com           |
| Lori Stasik             | 6610 Plaza Curve NE    | 571-8908      | l1stasik@gmail.com       |
| Ethel Dubay             | 220 Rice Creek Terr    | 763 571 3268  | etheldubay@icloud.com    |
| Kathy Campbell          | 6770 Plaza Curve NE    | 763-572-0887  | Kar123@a.com             |
| Throne Lindsay & Krishn | 6700 Plaza Curve       | 763-340-5738  |                          |
| Charity Schaefer        | 221 Rice Creek Terr NE | 612 600 6250  | mmmarketplaces@gmail.com |
| Bee Hao                 | 6811 PLAZA             | 651-497-8385  |                          |
|                         |                        |               |                          |
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|                         |                        |               |                          |



# MEMORANDUM

## Public Works Department

Streets • Parks • Water • Sewer • Stormwater • Fleet • Facilities • Forestry • Engineering

**Date:** 3/26/21

PW21-011

**To:** Walter T. Wysopal, City Manager

**From:** James Kosluchar, Director of Public Works and Engineering  
Brandon Brodhag, Project Engineer

**Re:** University Avenue Frontage Road One-Way Conversion Project

In 2019, the City undertook a community visioning effort for Trunk Highways 47 & 65 and received recommendations to improve safety and image along the corridors after a series of community engagement meetings with MnDOT personnel, City staff and Fridley residents. MnDOT and the City have been coordinating work on Trunk Highway 47 to improve the image after the community meetings and recommendations. The City and MnDOT have established segments where fencing will be replaced, and others where alternative buffers could be established; see the attached map excerpted from a presentation to the City Council for a disposition of these buffers. Note that those that are marked in black have potential for alternative buffers (i.e., no fencing).

The fence removal and buffers are in place insofar as the University Avenue Fencing and Landscaping project funded by MnDOT that was completed last year. The alternative buffers placed on the west side of University have doubled plantings from what was envisioned as additional funding was made available through the City's in-kind work. A short segment of fencing was replaced on the west side of University Avenue north of Rice Creek Terrace, as this was agreed to with MnDOT (shown in green in the map) as a wildlife control.

In addition to what is currently planted, the City may provide additional plantings, and is planning to provide space for a shared-use path and additional buffer space under the University Avenue Frontage Road One-Way Conversion Project. This project is planned to include 1) road closure from 67th to 68th Avenue on the east frontage road remnant, 2) one-way conversion on the west frontage road remnant from Holly Center to Rice Creek Terrace, and 3) one-way conversion on the west frontage road from Star Lane to Mercury Drive. The conversion would allow future fulfillment of an eventual trail connection from 57<sup>th</sup> Avenue to 69<sup>th</sup> Avenue on the west side of University Avenue, in accordance with the City's Active Transportation Plan.

The improvements of the first two segments are included in the attached presentation and are contemplated in the Capital Investment Plan for 2021 along with the third segment south of Mississippi Street. None of these plans include fencing installation. These are currently under preliminary design after open house meetings and a presentation to the Planning Commission in 2019.

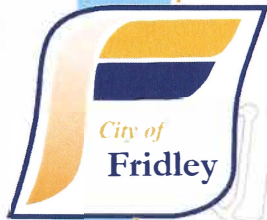
Finally, the attached typical section is illustrative of the plan for the one-way conversion on the west frontage road remnant from Holly Center to Rice Creek Terrace, which was the subject of a concern for lack of fencing this past week.

Staff have tentatively scheduled the following informational meetings onsite and plans to mail notices next week for the first of these meetings. In the case of inclement weather, the meetings will be held at the Council Chambers.

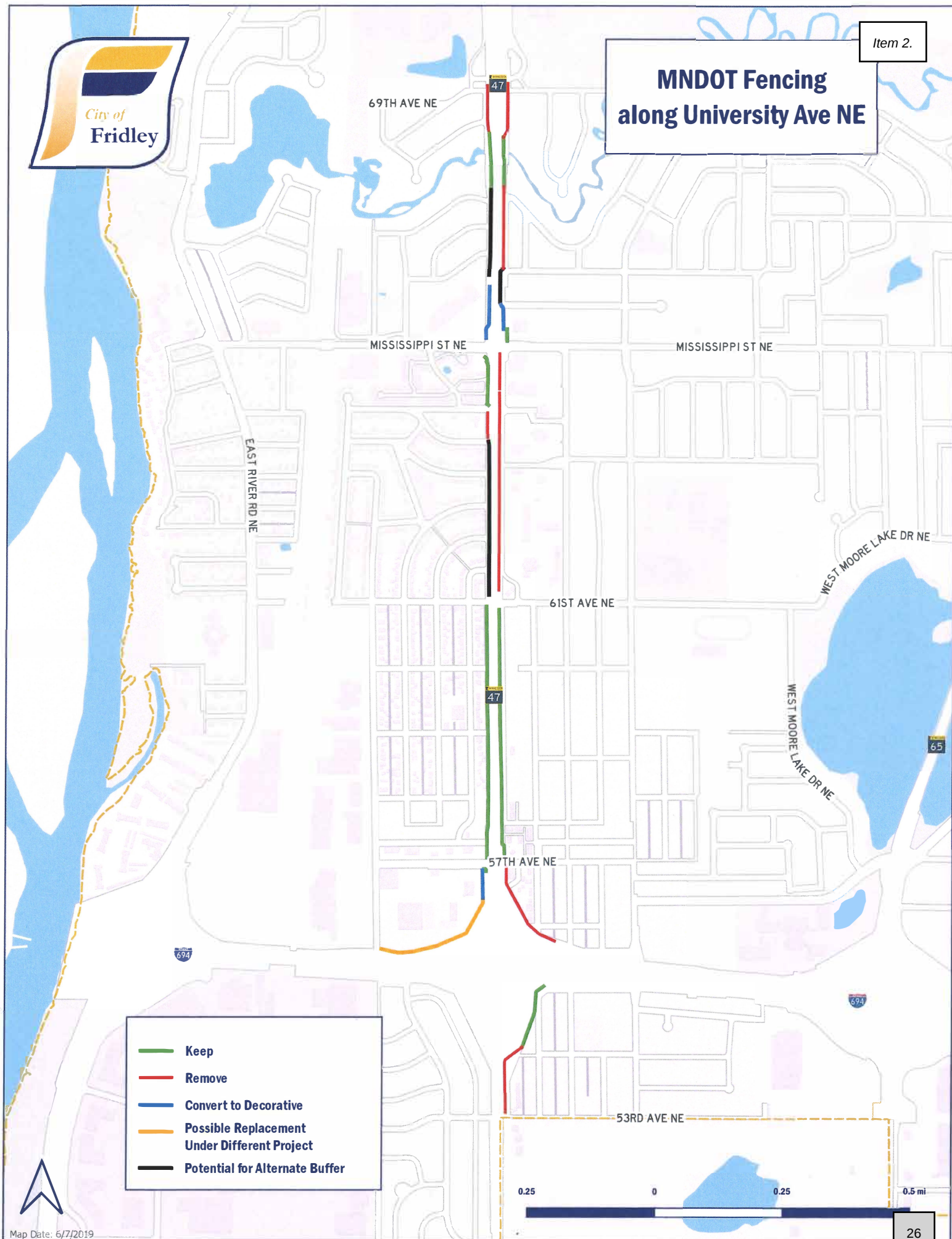
1. University West Frontage Road north of Mississippi Street: April 20, 6:00 PM
2. University West Frontage Road south of Mississippi Street: April 27, 6:00 PM
3. University East Frontage Road north of Mississippi Street: May 4, 6:00 PM

We will provide copies of letters when sent out; we plan to notice those properties who received prior open house notices.

JPK/jk  
attachments



# MNDOT Fencing along University Ave NE



# BACKGROUND

## TH47 FENCING & LANDSCAPING PROJECT

- In 2019 City staff discussed plans with MNDOT for replacement and removal of the existing Trunk Highway 47 right-of-way fencing in Fridley, which has fallen into disrepair
- The City Council subsequently approved Resolution 2019-29
  - disposition of fencing
  - segments identified for removal
  - replacement with alternate buffers
  - replacement with fencing



3

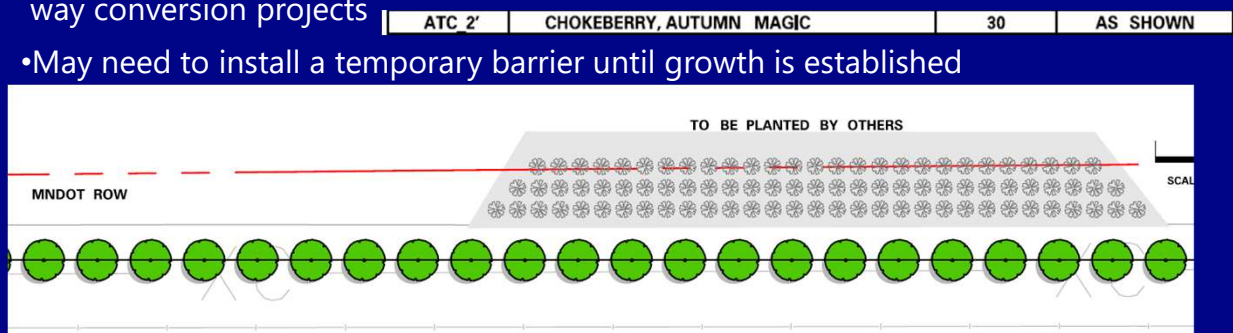


3

# PROJECT PLANS

## TH47 FENCING & LANDSCAPING PROJECT

- Plans also include some medium-sized edge plantings to create a buffer
- Example below from west side of 61<sup>st</sup> to Mississippi, note some plantings are indicated as future in this segment, and would be planted by City with road one-way conversion projects
- May need to install a temporary barrier until growth is established



7



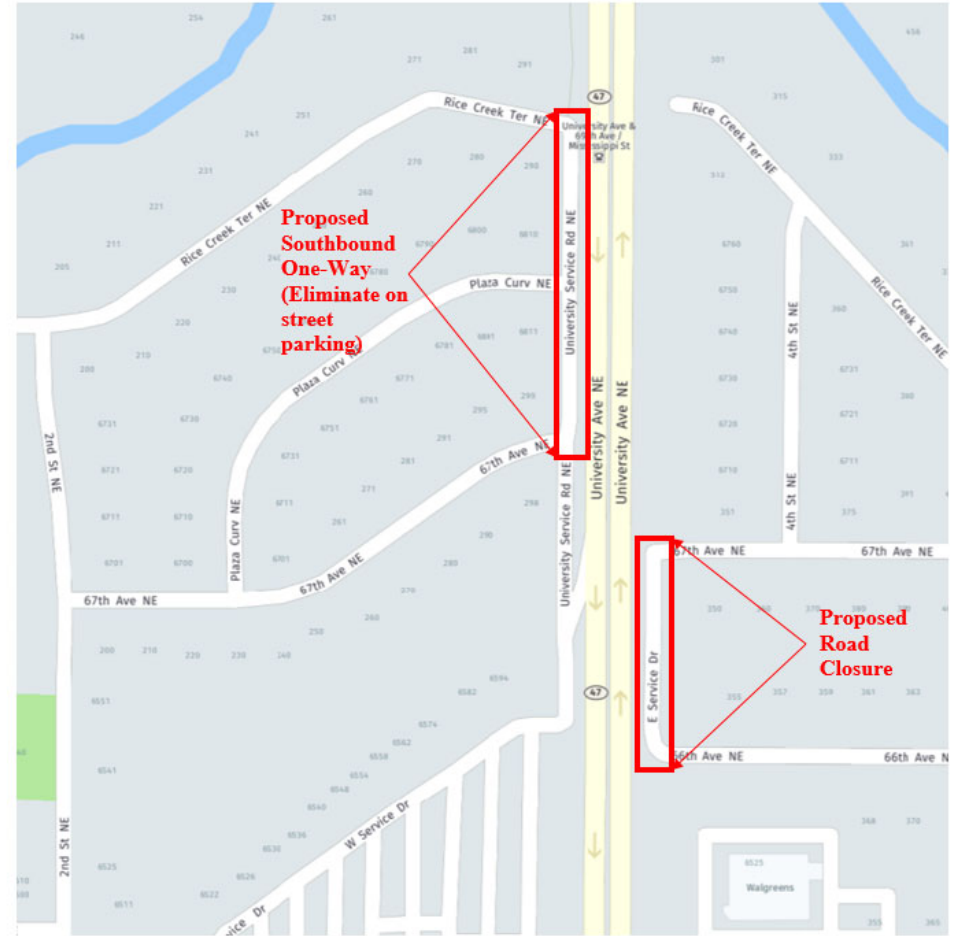
7

# Project Map - Locations

West Service Rd between  
Rice Creek Terrace & 67<sup>th</sup>  
Avenue

East Service Rd between 66<sup>th</sup>  
& 67<sup>th</sup> Avenue

MAP SUMMARIZING PROPOSED TRAFFIC CHANGES

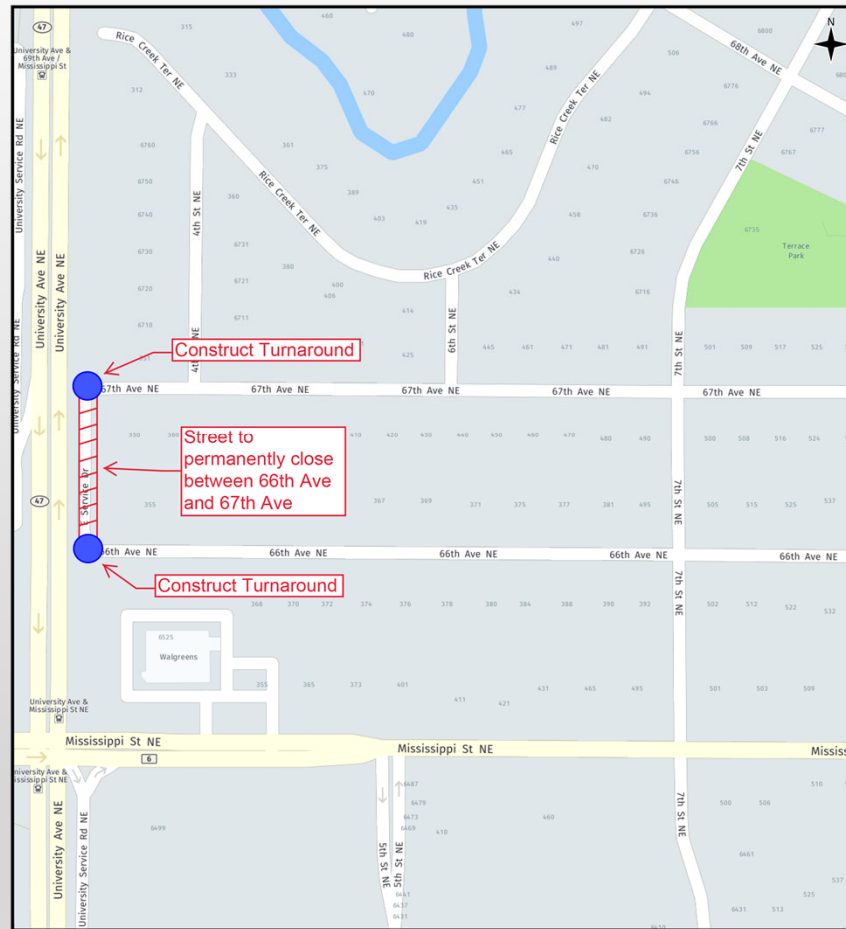


# Neighborhood Meetings

- Staff held three Neighborhood Meetings, one for each segment for the adjacent neighborhoods
- University Ave East Service Road between 66<sup>th</sup> & 67<sup>th</sup> Ave – August 13
  - **9 attendees** with no strong opposition to the traffic changes
- University Ave West Service Road between Rice Creek Terrace & 67<sup>th</sup> Ave – September 10
  - **5 attendees** that only included City staff and Councilmember Bolkcom



## University Ave East Service Rd Closure



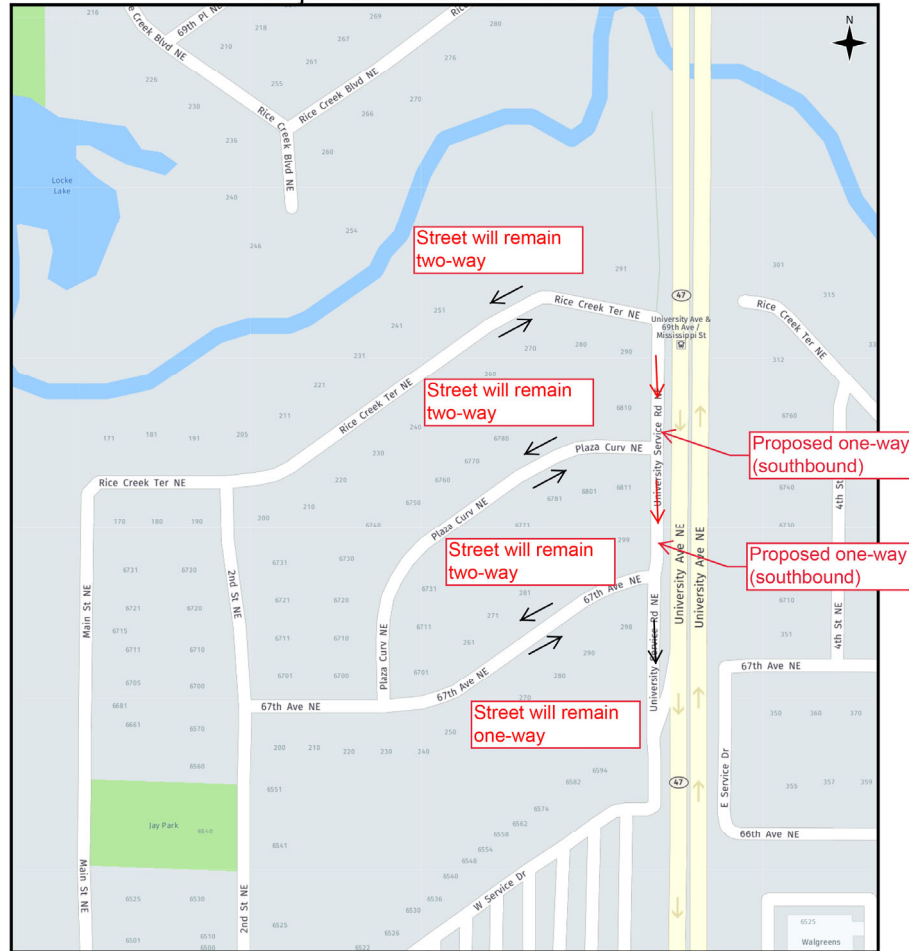
Concept for Turnaround at 66<sup>th</sup> Ave/University Ave East Service Rd



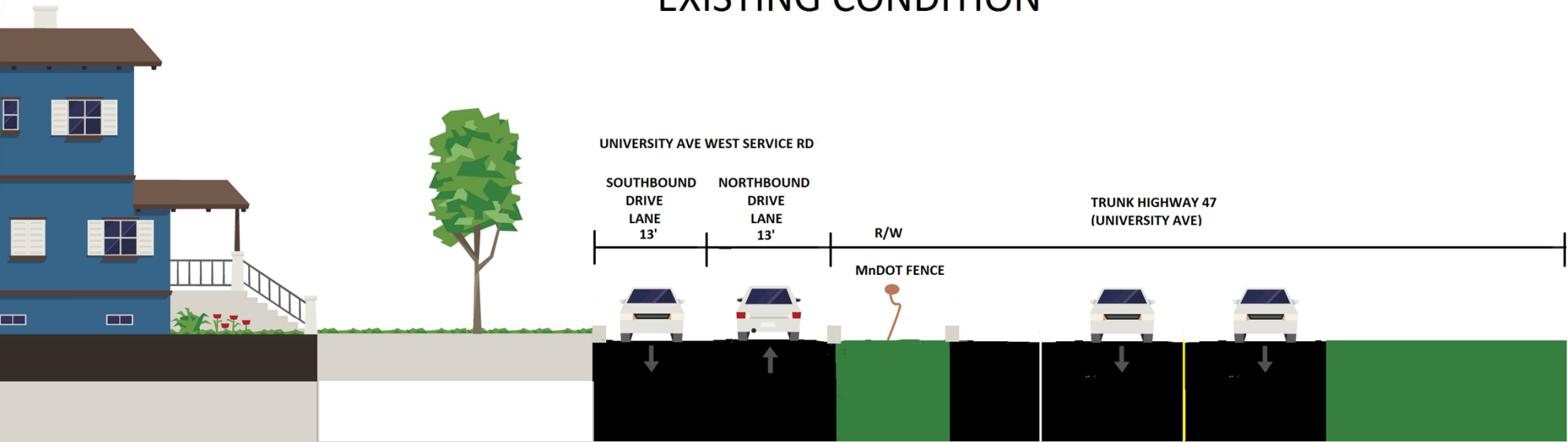
Concept for Turnaround at 67<sup>th</sup> Ave/University Ave East Service Rd



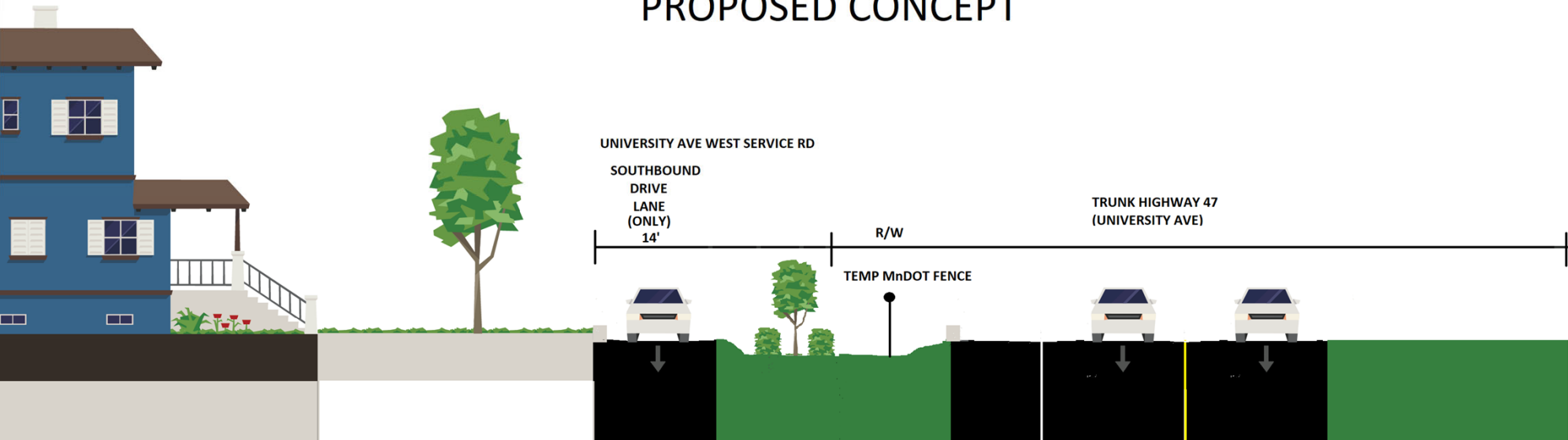
 **University Ave West Service Road Traffic Change  
In Conjunction With Reduced Street Width**



# EXISTING CONDITION

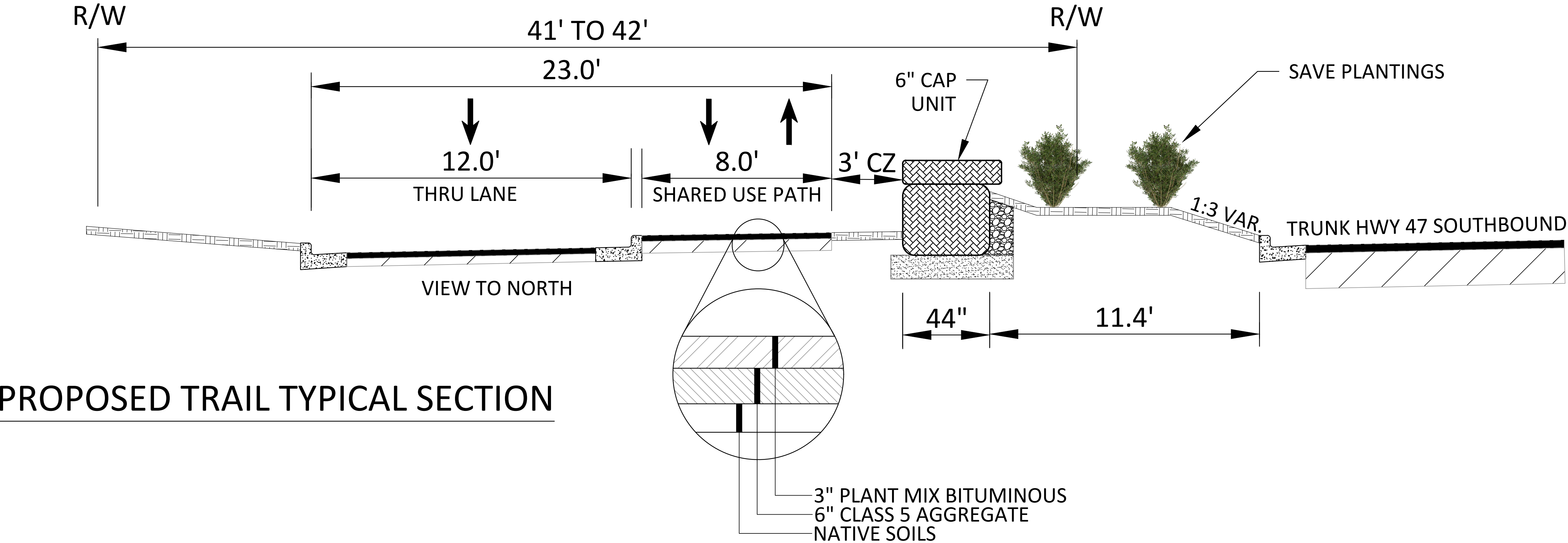
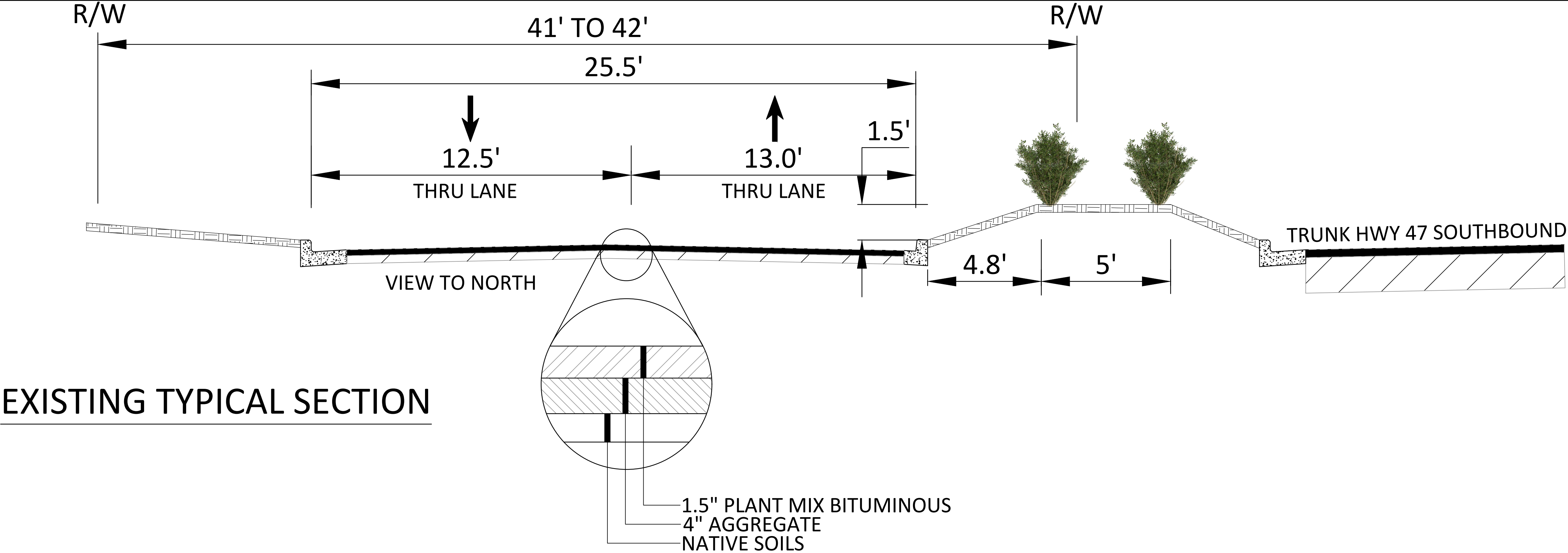


PROPOSED CONCEPT

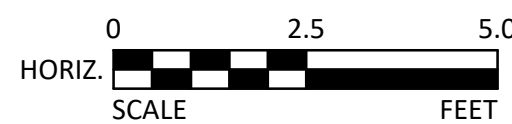


- Buffer alternatives for landscaping, berming, and swales
- Traffic Counts do not support need and maintenance
- Reduce pavement in accordance with City's Local Water Management Plan





C:\Users\jasky\OneDrive\Desktop\University Ave\2021.XX.TV.dwg 3/25/2021 2:27:08 PM



I HEREBY CERTIFY THAT THIS PLAN, SPECIFICATION, OR REPORT WAS PREPARED BY ME OR UNDER MY DIRECT SUPERVISION AND THAT I AM A DULY LICENSED PROFESSIONAL ENGINEER UNDER THE LAWS OF THE STATE OF MINNESOTA.

JAMES P. KOSLUCHAR  
LIC. NO. 26460 DATE xx/xx/2020

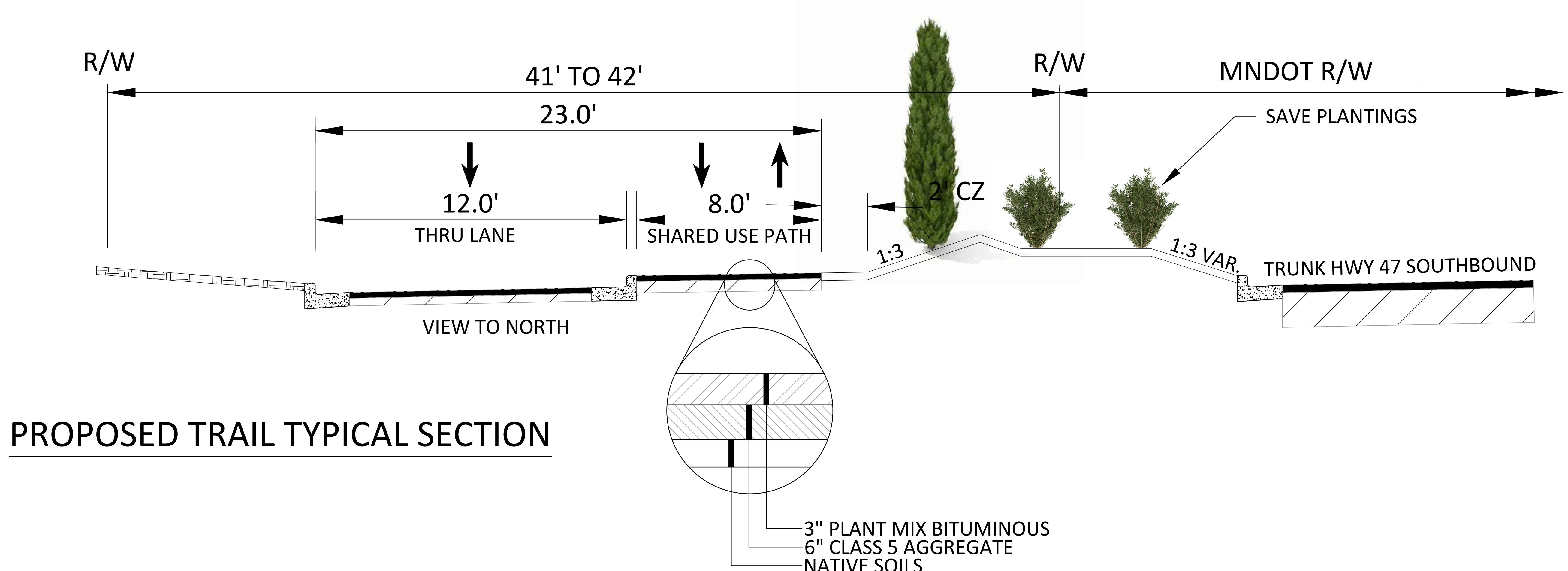
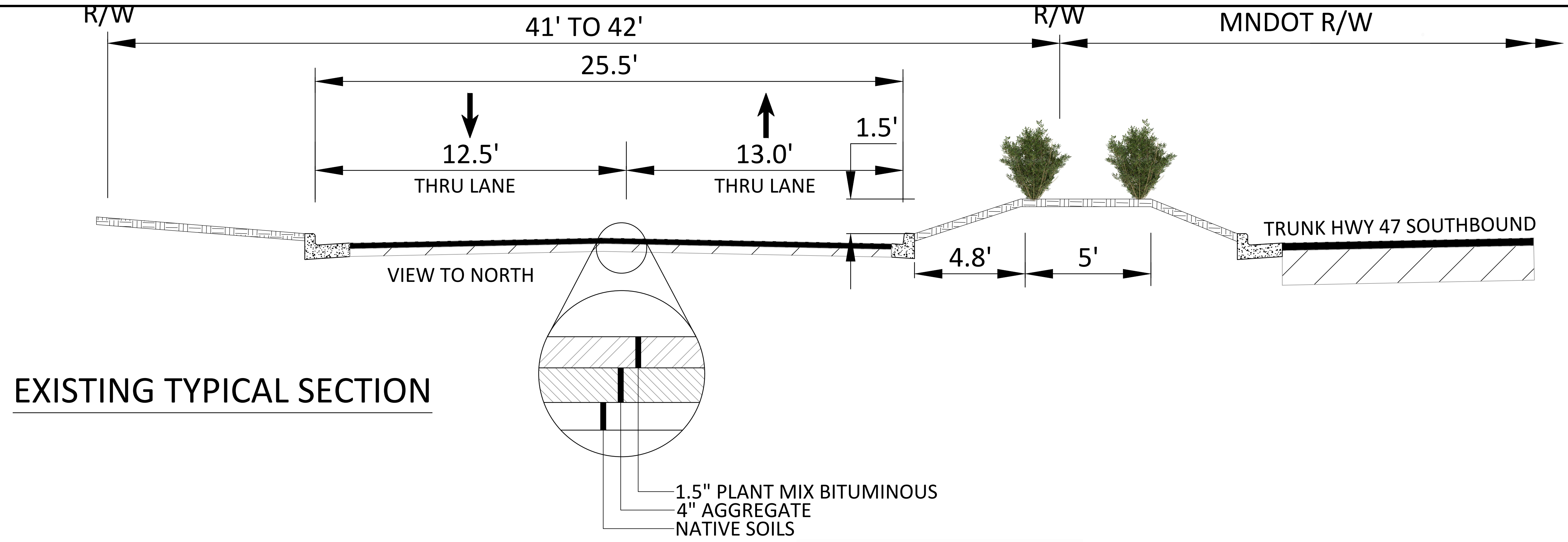


7071 University Avenue NE  
Fridley, MN 55432

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| DRAWN            | NMO |     |            |      |
| CHECKED          |     |     |            |      |
| CLIENT PROJ. NO. |     |     |            |      |

UNIVERSITY AVENUE ONE WAY CONVERSION  
CITY OF FRIDLEY  
TYPICAL SECTIONS

SHEET  
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OF  
##

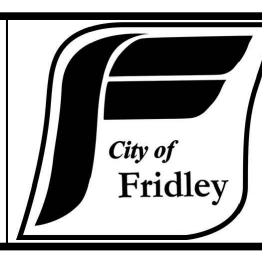


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I HEREBY CERTIFY THAT THIS PLAN, SPECIFICATION, OR REPORT WAS PREPARED BY ME OR UNDER MY DIRECT SUPERVISION AND THAT I AM A DULY LICENSED PROFESSIONAL ENGINEER UNDER THE LAWS OF THE STATE OF MINNESOTA.

JAMES P. KOSLUCHAR  
LIC. NO. 26460 DATE xx/xx/2020



7071 University Avenue NE  
Fridley, MN 55432

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| UNIVERSITY AVENUE ONE WAY CONVERSION |  |
| CITY OF FRIDLEY                      |  |
| TYPICAL SECTIONS                     |  |

SHEET  
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OF  
##



# AGENDA REPORT

**Meeting Date:** June 10, 2024

**Meeting Type:** City Council Conference Meeting

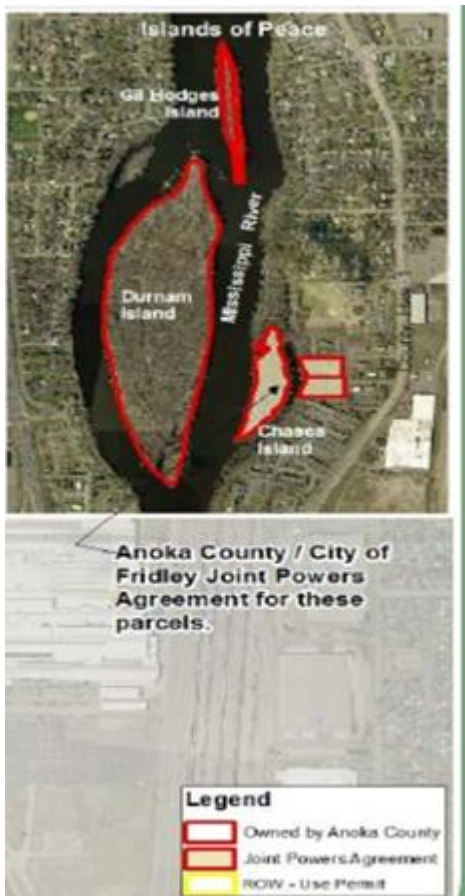
**Submitted By:** Walter Wysopal, City Manager

## Title

Islands of Peace Regional Park

## Background

At Monday's Conference meeting, we will have a discussion regarding the Islands of Peace Regional Park (Islands of Peace). The purpose of our discussion on Monday is to gain a better understanding of the arrangements for which Islands of Peace exists and the conditions which prompt our need to act. I am looking for guidance not a decision.



## Vision Statement

We believe Fridley will be a safe, vibrant, friendly and stable home for families and businesses.

As you know, the City owns the property that comprises Islands of Peace. A portion of the park was donated to the City by the Islands of Peace Foundation, which was a nonprofit organization. Its mission was to create a park that was handicapped accessible. The building on the property was developed jointly by the Foundation and the City. A portion of the Park was donated to the City in 1980 as the Foundation ceased operations. The City agreed to continue the mission of serving handicapped persons. But, before the City could ever begin to fulfill that mission, the City transferred the obligations to the County through a JPA for the purpose of creating a Regional Park.

The JPA requires the County provide handicapped programming in the building. The programming can be fulfilled by a third party who could lease the building. The County leases the building to the Minnesota Recreation and Park association who uses it for their general office. They do not currently and have never provided handicapped programming. The City has the right to approve the lease of the building and did so in 1992 to MRPA. However, since then, the County has reauthorized the lease several times without City consent. Many improvements were also made to the building and property without prior approval of the City as required. City staff considers these actions to be violations of the JPA.

The County manages the property through a JPA and under the policy guidance of the Met Council, making the County responsible for its development. While this is similar to the recently dissolved Locke Park arrangement, it is inherently different in that by entering into the JPA, the City intended to help create a Regional Park. In the case of Locke Park, we only intended to make property available for a trail in exchange for certain improvements to the Park.

There are many questions to be discussed including why did we get involved in the JPA in the first place? Should the City gain JPA compliance? And, is it worth the effort?

The record is clear the City was involved in the JPA to help create the Regional Park by leveraging its resources. We should consider our intentionality that helping to create the Islands of Peace Regional Park obligates us morally to do our part to continue the Regional Park status. So, we can either fix the JPA or get out of it.

To fix the JPA would require us to put the County on notice of the violations. The remedy would be to provide the programming and remove the MRPA from the building. However, the City would continue to be in a monitoring position to assure compliance. And, when it comes to improvements, the County would most likely use state bond proceeds to make the improvements. As such, we would have to grant a permanent easement to the County or end up in the same situation we had with Locke Park. In the end, the City would own the property, have no control over it, and become legally liable for the improvements.

Another option is to terminate the JPA and take over the regional park. But, doing so on our own would be difficult and almost impossible. Firstly, we would need to gain Implementing Agency status. You will recall our effort to get this for Locke Park was a bust. Without Implementing Agency status, we could not fulfill the obligation we made to create a Regional Park. The grandfathering theory we used in Locke Park does not apply here, as that dealt with grants and this situation addresses authority for regional status. In 1982 when the City entered into the JPA, cities were not eligible for regional status.

### **Vision Statement**

We believe Fridley will be a safe, vibrant, friendly and stable home for families and businesses.

Therefore, dissolving the JPA would only mandate the City to acquire Implementing Agency status through legislative change.

Prior to considering implementing agency status, the City should have a vision for the park. Other than to support the Regional Park Master Plan, we have none. Furthermore, it would need to be consistent with the Regional Master Plan for the Park so any changes would require amending the Master Plan. According to Mike Maher, programming the Park would be limited to the things currently being done, a passive nature area with some access to water. Elevation changes are steep, creating a significant barrier to usage. Also, we are in the midst of the Park Improvement Plan (PIP), and we recently added Locke Park to the mix. Our resources are very thin and adding new responsibilities could jeopardize our success with the PIP.

The City's Comprehensive Plan designates Islands of Peace as park and open space. While there has been some interest over the last 15 years to redevelop the multifamily housing areas east of the park, no land conversion of the park was proposed. There was interest in increasing access to the River, and moving the Regional Trail from East River Road to be closer to the River.

The way in which Islands of Peace is established with City ownership and County management places the City at a disadvantage. As property owners, we have no control over the land due to the Regional Park Status. However, any improvements made with state grants places a liability on the City as much as the County. Even things we are to have influence over such as the building rental and park improvements have proven to be problematic. And, the primary focus of City involvement from the beginning--handicapped accessible programming--has gone unanswered.

In preliminary discussion with County Park staff, I expressed the possibility of selling the property to the County. The County's response was very favorable. The County would pursue the Met Council Acquisition Opportunity Fund, which is a first come, first served process depending upon available funding. There is also a 25% local match. Typically, appraisals are conducted by both the seller and buyer as a starting point for negotiations. Met Council policy does not finance anything over 10% of the market value.

Pat Maghrak did a quick analysis of the property value. The Girl Scout camp just north of this site sold in 2016 for \$3,415,000 and included 22.04 acres or 960,062 sq ft, along with a structure valued at \$268,300. That concludes to a land per sq ft value of \$3.28 per sq ft. We own three parcels. Applying the Girl Scout camp rate, Islands of Peace could conservatively fetch \$600,000. Proceeds would, according to our policy, be placed in the Community Investment Fund for uses such as park improvements for handicapped persons.

Going forward with the intent of disposing of the property may take some time, as the Met Council funds are first come, first served. In the meantime, extending the MRPA lease would be advisable, as they are not even aware of the requirement to provide handicapped accessible portograms.

## **Attachments**

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None

## **Vision Statement**

We believe Fridley will be a safe, vibrant, friendly and stable home for families and businesses.