

SUMMIT AVENUE REGIONAL TRAIL PLAN

PLANNING COMMISSION

APRIL 28, 2023



Review Process



SAINT PAUL
MINNESOTA



SUMMIT AVENUE REGIONAL TRAIL



EAST - WEST
connection across the city



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SAINT PAUL
Parks and Recreation



BOLTON
& MENK

SUMMIT AVENUE REGIONAL TRAIL PLAN

Why is this being considered + why now?

1

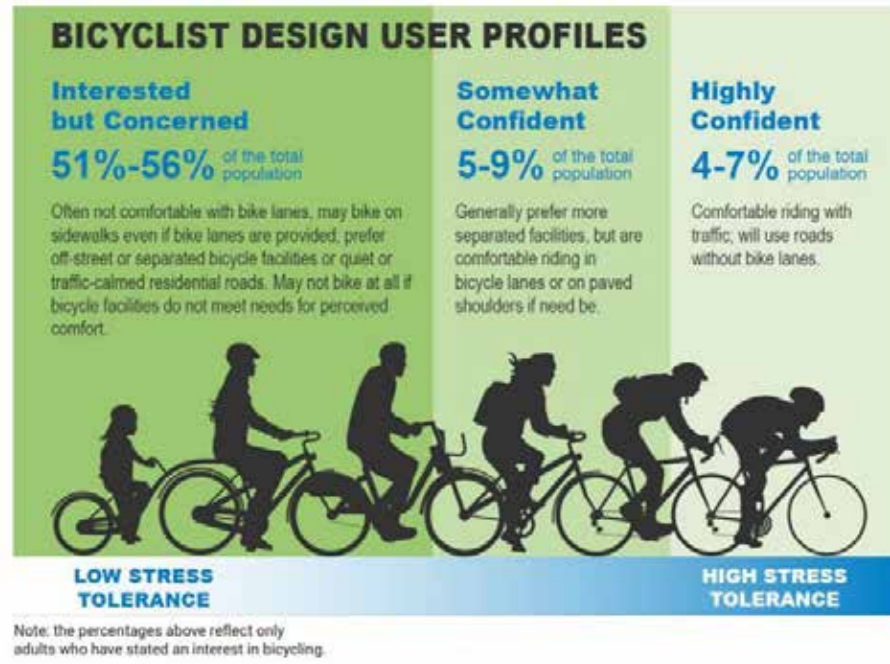
Long-range
planning

2

User
Experience

3

Existing
Infrastructure



Source: U.S. Department of Transportation - Federal Highway Administration Bikeway Selection Guide, 2019

Project Context

5.5-mile corridor along Summit Avenue, Kellogg Boulevard, and Eagle Parkway

Connection for Regional Park Units:

- Mississippi Gorge Regional Park
- Samuel H. Morgan Regional Trail

Regional Network Connections

- Ayd Mill Road
- Lexington Parkway

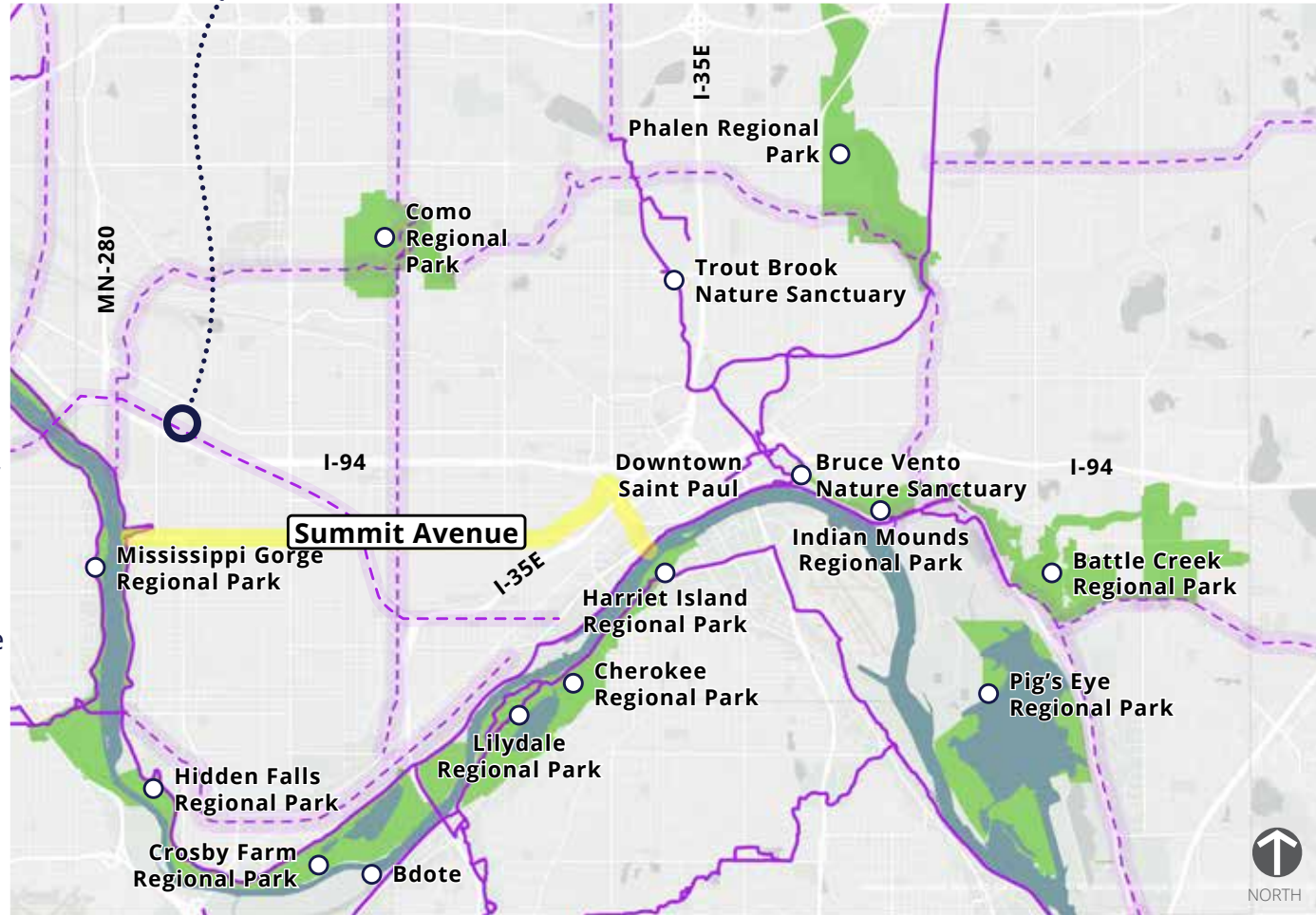
Important east-west connection between Regional Park and Trail facilities. Currently sees high use for transportation and recreation in the City

The trail would be a regional park amenity in Ward 1. Ward 1 does not currently have regional park or trail facilities.

Other Routes:

Other potential routes were evaluated at a high-level. Routes were not preferred to Summit due to various conditions such as indirect connections, lack of parkway characteristics for recreation, and narrow public right-of-way, for example.

Mississippi Gorge - Samuel Morgan Regional Trail
The Regional Parks Policy Plan views both this search corridor and the Summit Avenue search corridor as complementary to one another and serving two separate functions/service areas within the regional trail system.



Legend

- Project Area
- Regional Park
- Regional Trail
- Regional Trail Search Corridor

Summit Avenue currently has high multi-modal use and its parkway characteristics are important for recreation. Regional trails are placed in regionally desirable settings that can provide high quality opportunities for people to get outdoors.

2040 Comprehensive Plan



Plan Chapter Highlights



Plan Addenda



Values, Goals, & Policies

Celebrating Parks

Community/Public Health

Respecting our History and Culture

Land Use

- Institutional campuses and safe pedestrian and bicycle access
- Off-street parking efficiency
- Stand-alone parking use is limited

Transportation

- Priority Hierarchy: Pedestrians, Bicyclists, Transit, other vehicles
- Safety and accessibility for all users
- Access to employment and Economic opportunity
- True Transportation choice
- Functional and attractive parkways

Parks, Recreation, and Open Space

- Equitable programs, resources & amenities
- People, responsive to changing needs
- Healthy network of community partnerships
- Strong and accessible connections:
Integrate parkways into City's broader transportation network

Existing Bicycle Lanes



The Roadway



Many segments of Summit Avenue have not been reconstructed for more than 100 years.

Over time, roadways need to be reconstructed to replace aging infrastructure, this includes underground utilities, roadway base structure and surface, lighting, curb & gutter and sidewalks.

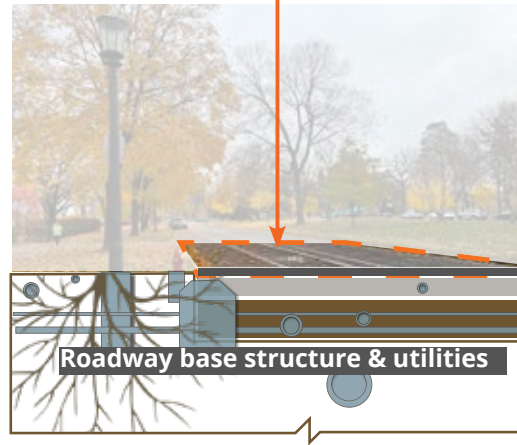
Improvements

Near-Term (2-3 yr.)

- Surface treatments
 - Lexington to Victoria
 - Portions west of Snelling
- Maintains existing bike lanes
- Funded for construction

Long-Term (Phased process, ~10-15+ yr)

- Roadway Reconstruction
- Regional Trail Facility
- NOT funded for construction



ROADWAY Composition & Construction

SURFACE IMPROVEMENTS
Occurs every 8-10 years*



STREET RECONSTRUCTION
Occurs every 50-100 years*

*Specific scope and timing of roadway construction projects vary depending on existing conditions and funding availability

How does this relate to a trail facility?



The most cost-effective opportunities to add pedestrian and bicycle improvements come when roads are being fully redesigned.



Separated Trail Facility

Industry Best-Practices, Recommended Facility

This table outlines current best practices for bicycle facilities based on traffic volumes. Based on the existing annual average daily traffic counts on Summit Avenue, the majority of the corridor falls into the >6,500 vehicles per day category. The segment from Ramsey St to John Ireland Blvd is 3,900 vehicles per day.

Roadway Traffic Volume (vehicles per day)	Posted Roadway Speed	Recommended Facility Type		
		FHWA Bikeway Selection Guide	MnDOT Bicycle Facility Design Manual	NACTO Designing for All Ages and Abilities
< 3,000	25-30 mph	Shared Roadway or Bike Boulevard	Shared Roadway or Bike Boulevard	Bike Boulevard (<25 mph)
3,000-6,500	25-30 mph	Bike Lane (buffer preferred)	Bike Lane (buffer preferred)	Bike Lane (<6,000 AADT and <25 mph)
>6,500	25-30 mph	Separated Bike Lane or Sidepath	Separated Bike Lane or Sidepath	Separated Bike Lane or Sidepath

Fig. 4-33 | Recommended Facility Types



Community Engagement



1,316 Survey Participants
Engage Saint Paul Site
10/01/2021 - 10/17/2022



119 Public Information Session*
June 2022 - 30% design update
* Figure reflects registered participants



289 Community Open House*
October 2022
* Figure reflects registered participants

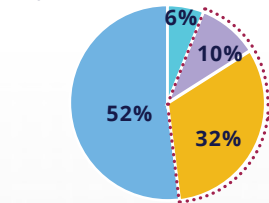
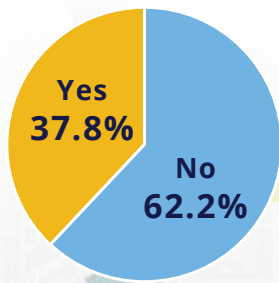
593 Comments received
60% Draft Document - Engage Saint Paul

720 Comments received
90% Draft Document - Engage Saint Paul

Focused Engagement Surveys

Do you currently use the on-street bikeways on Summit Avenue?

If you answered no, why not?



42% of those who do not currently use the bikeways on Summit, indicated either accessibility or the on-street bikeway experience as a barrier to their use.

- Location/Proximity** - I don't travel or connect to places near Summit Avenue
- Safety/Comfort/Experience** - Biking on-street does not feel safe to me
- Accessibility** - Bikeway is not ADA accessible or I do not have a bicycle
- Interest** - I am not interested in biking



How has engagement informed the Regional Trail Plan?



• Tree preservation

- Disturbance utilizes roadway footprint
- Framework for constrained conditions when needed

• Safety & User Experience

- Physical separation
- Removes two-way trail & contra-flow
- Intersection toolkit

• Historical Significance

- Roadway footprint reflects travelway
- Patterns and symmetry
- Future formal SHPO and HPC reviews

April 13, 2023 - Parks and Recreation Commission Meeting Recap

The information below summarizes feedback heard at the April 13th, 2023 Parks and Recreation Commission Meeting. City staff gave a presentation to Commissioners on the Summit Avenue Regional Trail Plan. A representative from both SOS (Save Our Streets) and the Saint Paul Bicycle Coalition gave 4 minute remarks to the Commission, followed by a comment period where over 60 individuals provided comments.

1 Safety

- *Priority for Safety*
- *Engineering & Safety*
- *Vehicle Conflicts*
- *More Vulnerable Users*

3 History

- *Historic Preservation*
- *Historic Destination*

5 Process and Community Engagement

- *Frustration*
- *More Time*
- *Inclusion*
- *Process Clarity*
- *Priorities*

2 Tree Canopy

- *Data Discrepancies*
- *Value of Trees*
- *Balance of Needs*
- *Priority for Preservation*

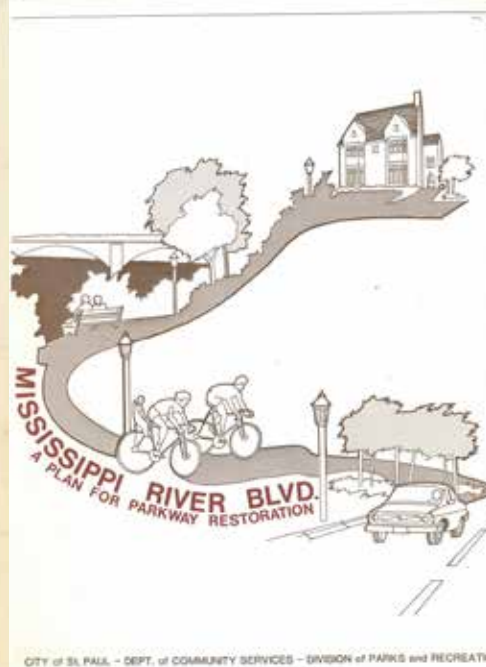
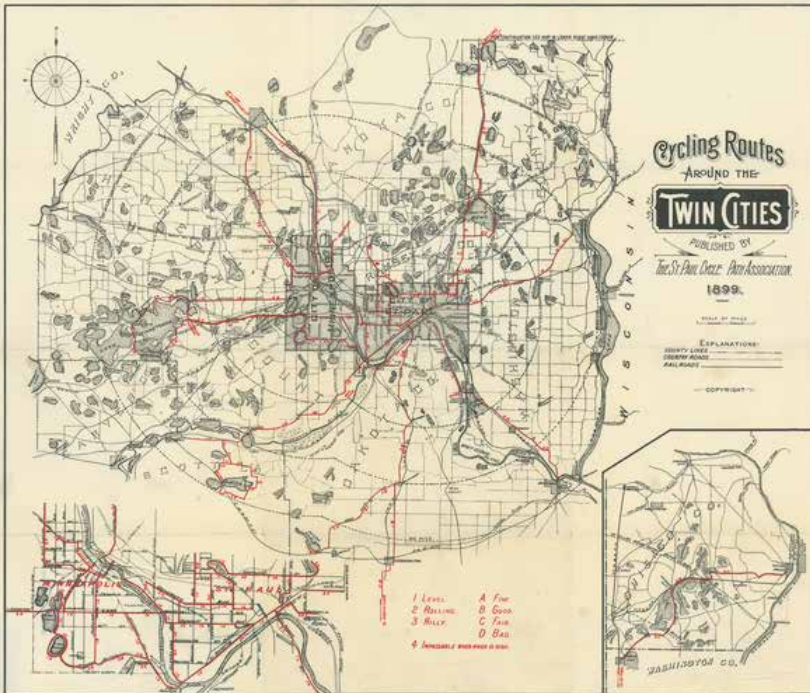
4 Parking

- *Economic Impacts*
- *Safety and Accessibility*
- *Land-use Priorities*

6 Climate Change and Future Planning

- *Investment in Climate Resilience*
- *Future Infrastructure Planning*
- *Youth and Future Generations*

Recreational Planning



recreational path:

No additional paths or walks will be installed on the residential side of MRB. A continuous hard surface path will be installed on the bluff side of the boulevard.

- TYPE: Combined pedestrian/bike casual recreational path.
- LOCATIONS: The path will be continuous the length of the parkway and located on the bluff side to take advantage of the river corridor's scenic quality.
- WIDTH: Typically 8' 0" but narrower where limited space exists. Separated pedestrian/bike paths where space permits adjacent the Ford Motor Co.
- MATERIAL: Bituminous pavement with an earthtone color crushed gravel surface (see cost).
- OTHER CONSIDERATIONS: A turf boulevard strip will be provided between the path and the roadway wherever possible as an aesthetic and protective buffer and for utilities, park furnishings, trees, and snow storage. The provision of a boulevard will take precedence over path width. The path will be reduced in width up to a minimum of 4' 0" to accommodate the boulevard.



MRB at MAGOFFIN AVE.



MRB NORTH of SHADOW FALLS

Council File # 93-793
Green Sheet # 2333a

RESOLUTION CITY OF SAINT PAUL, MINNESOTA

Presented By _____
Referred To _____ Committee: Date _____

WHEREAS, the quality of our urban environment requires that the City address the problems associated with pollution from automobile emissions; and

WHEREAS, carbon dioxide and carbon monoxide emissions can be reduced by using alternative forms of transportation; and

WHEREAS, bicycling emits no undesirable emissions as well as being a popular commuting and recreational activity for many residents of the City of Saint Paul; and

WHEREAS, Summit Avenue is a popular bicycling route due to its continuity between Mississippi River Blvd. and the Capitol/Downtown area as well as its aesthetic appeal; and

WHEREAS, the Public Works Department placed a bicycle test section on Summit Avenue between Mississippi River Blvd. and Wheeler St. in August, 1992; and

WHEREAS, two neighborhood meetings and hundreds of calls to the Citizen Service office have indicated popular acceptance to the concept; and

WHEREAS, Public Works has observed no operational problems and an early indication of



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Summit Avenue Corridor



Roadway construction near Summit Avenue and Grotto, 1915
Credit: Minnesota Historical Society



View of Summit Ave. looking west, circa 1900
Credit: Minnesota Historical Society



View of Summit Ave from rooftop, looking northwest, circa 1900
Credit: Minnesota Historical Society

Consistency & Adaptability

- Wide Public Right-of-Way & Parkway Design
- Expansive, park-like Green Spaces
- Pattern and Rhythm of Landscape and Public Space
- Materials & Movement
 - Pavements
 - Walkways
 - Bikeways

Corridor Layout

Summit Avenue Corridor Segments



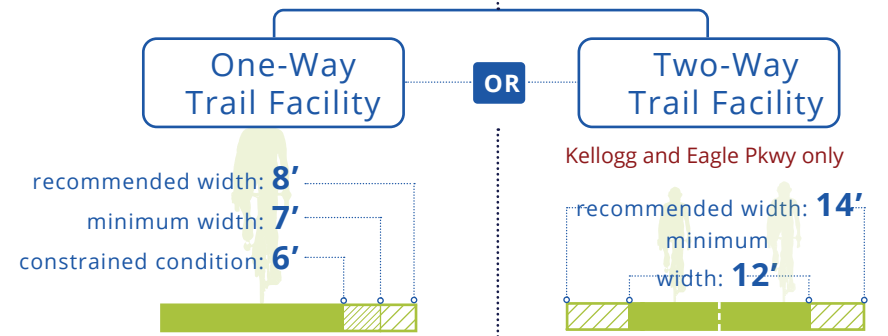
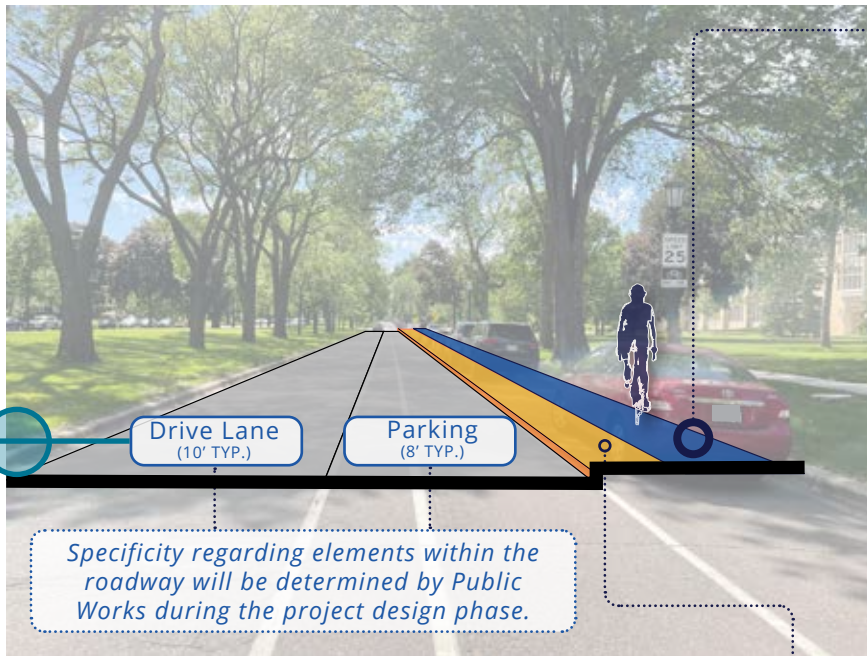
Preferred Proposed Corridor-wide Trail Alignment



Legend

- Proposed Bike Facility - Two One-Way Facilities
- Proposed Bike Facility - One Two-Way Facility
(Kellogg & Eagle Parkway)

Proposed Components of the Transportation Envelope



- Familiar to drivers and current users of the Summit Avenue bike lanes
- Easier to maintain consistent facility through project implementation
- Predictable movement between modes at intersections and transition points
- Easier and less costly to maintain
- Smaller overall facility - easier to implement in existing roadway with limited impact
- Align with City and other policy recommendations

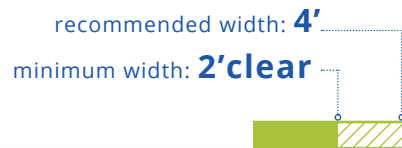
Example | Paved Buffer:



Example | Vegetated Buffer:



Buffer



Note: all facility dimensions to be verified at the time of design and implementation

Drive Lane Widths & Design Minimums



10' recommended for traffic calming
(Requires 1'-2' curb reactions, i.e. 11'-12')



1

Sidewalks

Variable widths, 6'-10'

2

Amenity Areas

Space for rest, furnishings

3

One-Way Trail

Grade Separated

4

Buffer

Grass

5

Vehicle Corridor

6

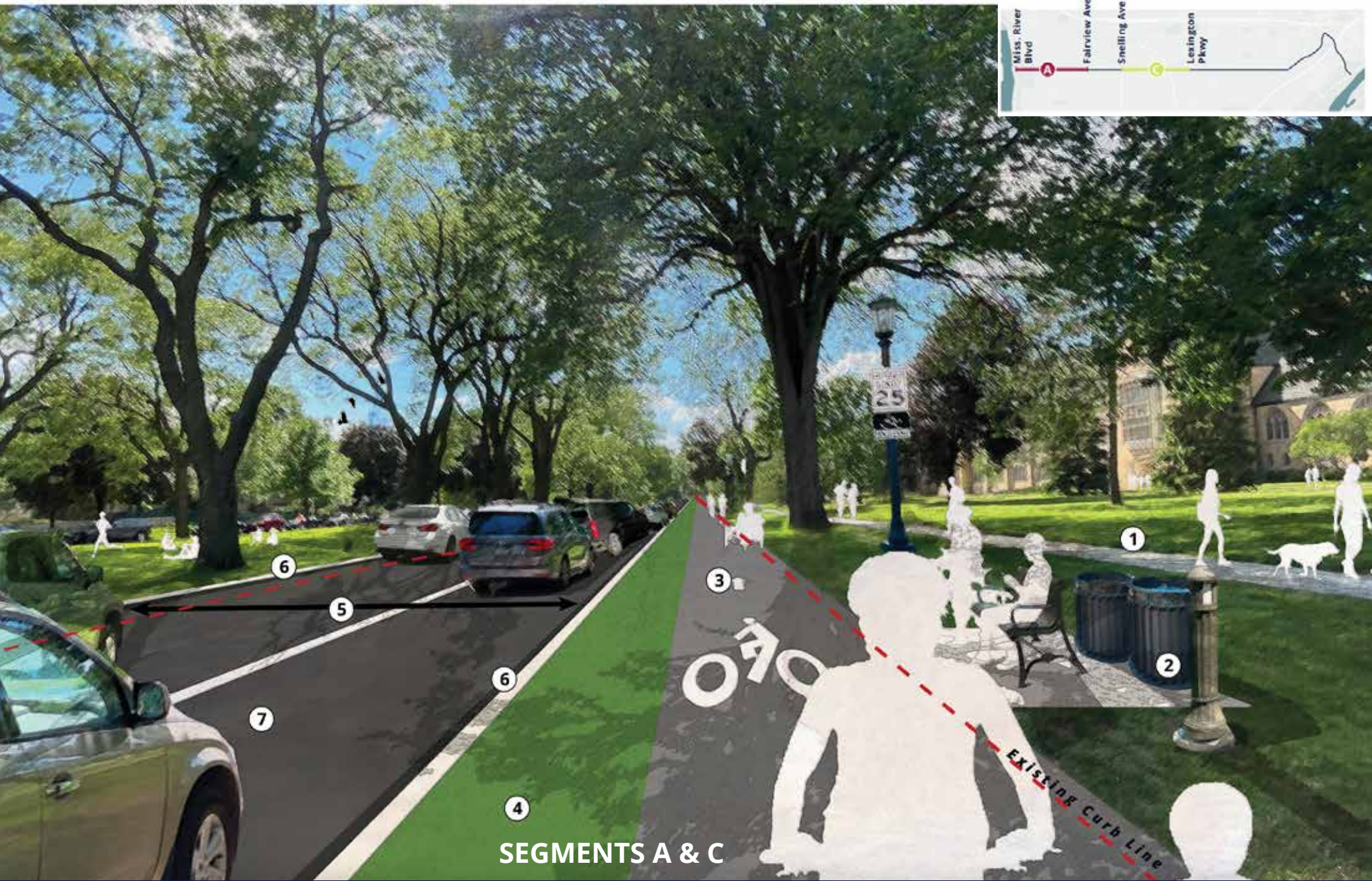
Curb

6" Height

7

Parking

On-Street



①
Sidewalks
Variable widths, 6'-10'

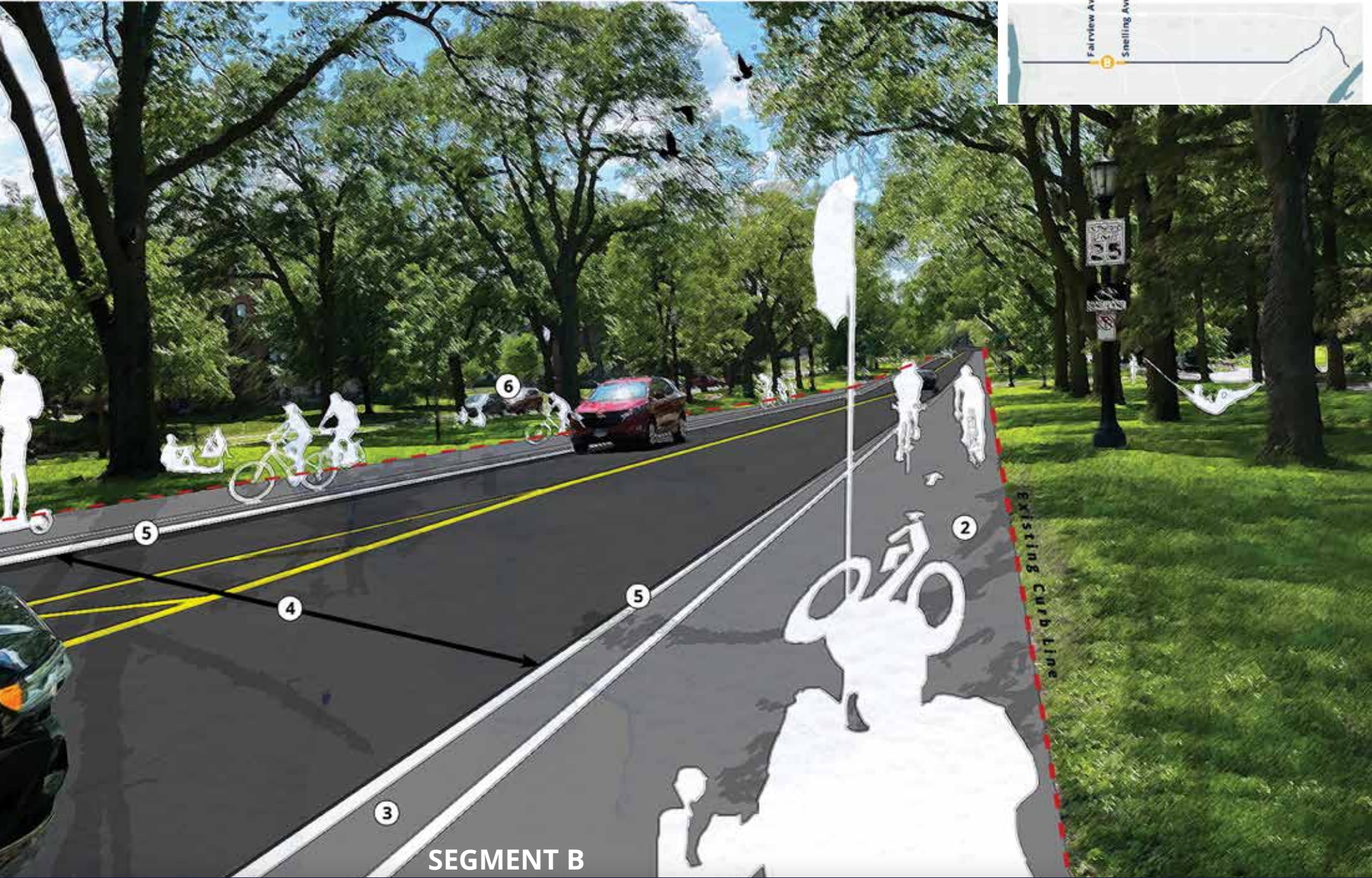
②
One-Way Trail
Grade Separated

③
Buffer
Paved

④
Vehicle Corridor

⑤
Curb
6" Height

⑥
Parking
Frontage Roads



1

Sidewalks

Variable widths, 6'-10'

2

Tabled Crossing

Trail and sidewalk raised 6" above street level

3

One-Way Trail

Grade Separated

4

Buffer

Paved

5

Vehicle Corridor

6

Curb

6" Height

7

Driveway Apron



SEGMENTS D, E, & F

Historic Lens

Engagement & Review Processes

• Plan Development

Technical Advisory Committee (TAC)
Staff from Heritage Preservation Commission (HPC) and State Historic Preservation Office (SHPO) are invited to participate in TAC meetings to provide guidance and initial feedback

PLAN

(CURRENT PROCESS)

Departure from the typical section would be determined during design and engineering, constrained conditions could remove parking or reduce paved surface dimensions as a way to adapt to site conditions within the roadway.

• PARKING

• PAVED TREADWAY

BEYOND THE PLAN PROJECT UNDERTAKING | SECTION 106

• Design & Engineering

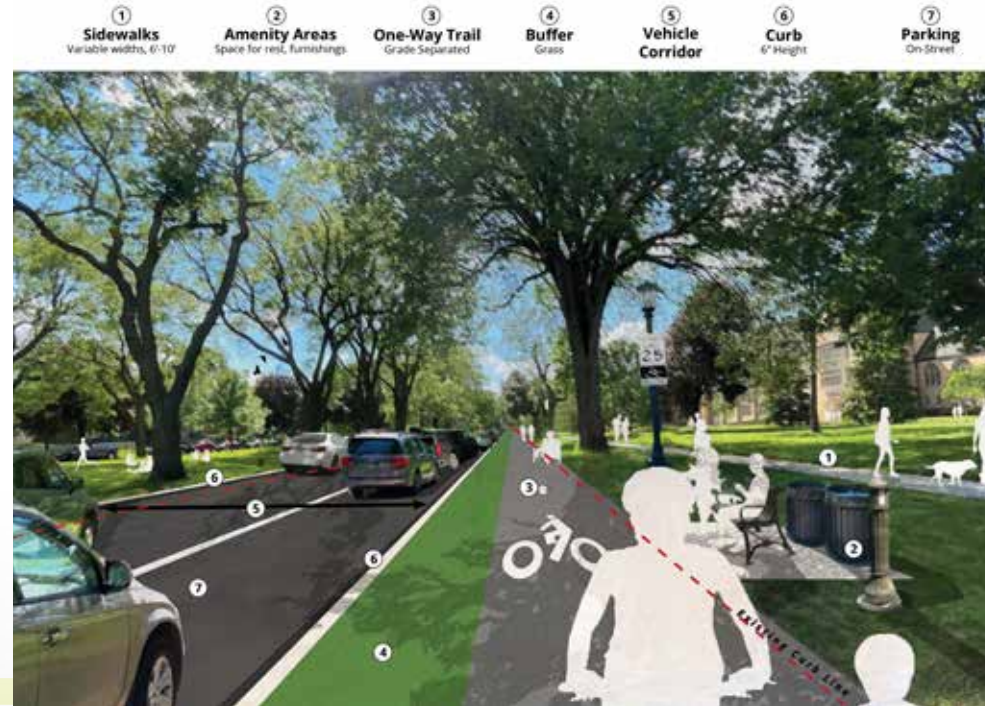
Formal Review

Depending on funding sources, Local, State, and Federal Review Processes Apply

PROJECT

(FUTURE PHASES)

Any undertaking identified in the National Historic Preservation Act (NHPA) as a project, activity, or program that is funded in whole or in part with federal financial assistance requires that affects to designated or potentially eligible structures are identified and assessed



Evaluating Potential Tree Impacts

Risk to trees is highly variable depending on specific site conditions, health of tree, and tree species.

Potential risk to trees was evaluated for corridor-wide concepts based on proximity of root zones to curb lines. In this study, approximately 8%-15% of the trees in the Summit Avenue corridor could be considered highly vulnerable to construction. Specific impacts and tree preservation strategies are beyond the scope of the Summit Avenue Regional Trail Plan, and will be evaluated during the design and engineering phases of the project.

NOTE: Study was reflective of current conditions and data at the time of evaluation and is subject to change. **Survey data corridor-wide is not available at this time.**



Urban Forestry | Context

- 448** Trees removed along Summit Avenue from 2009 - 2022
- 15%** Average percentage of trees impacted after street reconstruction
*Derived from three case studies of City of Saint Paul street reconstruction projects from 2011, 2014, 2015
- 1:1** Tree Replacement practice. Importance of diversity, both age and species

Existing Condition - Baseline for street reconstruction

Existing Condition

- 1,561 Tree Corridor-Wide
- 132 High Vulnerability Trees (8% of total)

.....Summit Avenue.....

Proposed Trail Concepts

Legend

 One-Way Trail Facilities

Preferred Alignment

(one-way trail: corridor-wide)

- 221 High Vulnerability Trees (14% of total)



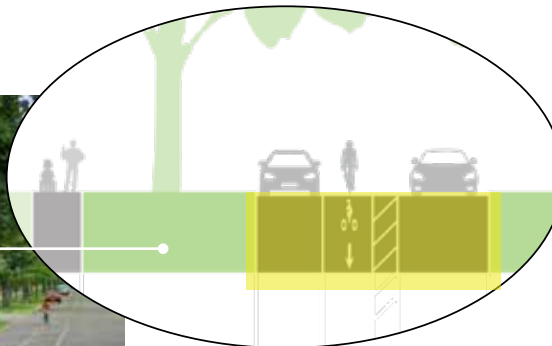
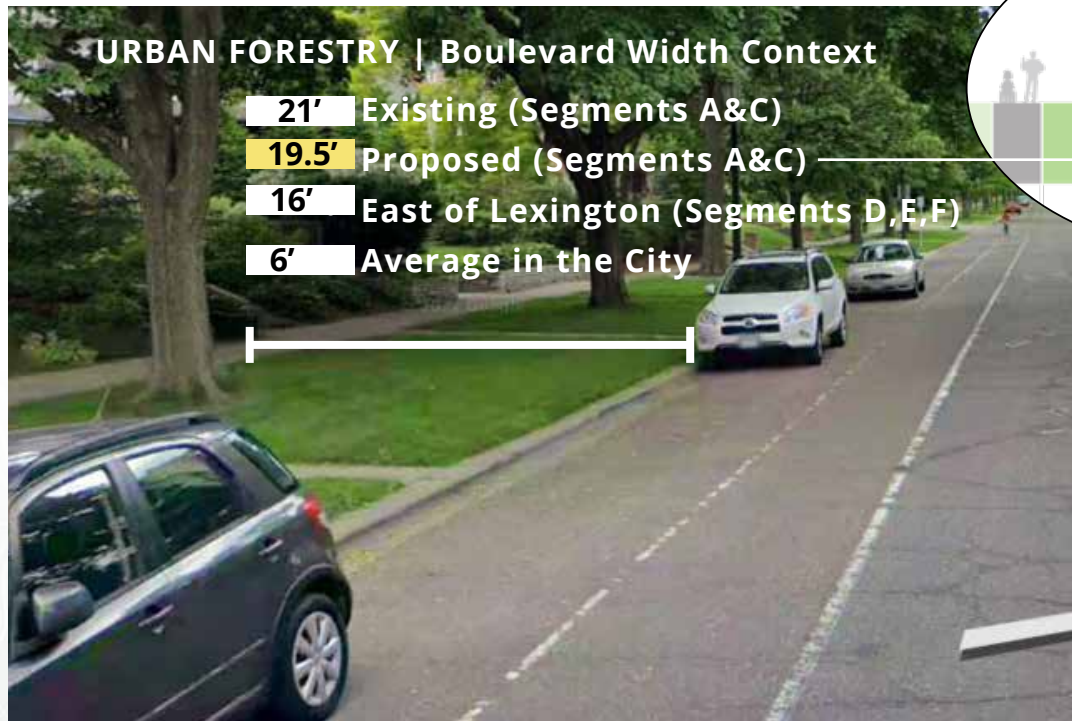
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Proposed Trail Concepts



SEGMENTS A & C

- Proposed envelope (road + trail) = 31'
- Design narrows roadway space for vehicles

WHY IS THE ENVELOPE LARGER?

- The envelope needs to **fit both trail and roadway**
- 20' min. roadway for emergency vehicle access
- Trail buffer is important here: snow encroachment
- Trees are generally set further back
- Opportunity for enhanced trail experience
- Ability to constrain trail where needed

Driveways

Drivers should yield to cyclists on the trail similar to yielding to pedestrians on a sidewalk. Different treatments of driveway crossings may be necessary depending on their use classification (high, medium, low). Many of the driveways in the corridor are for residential properties and would potentially have a lower use frequency

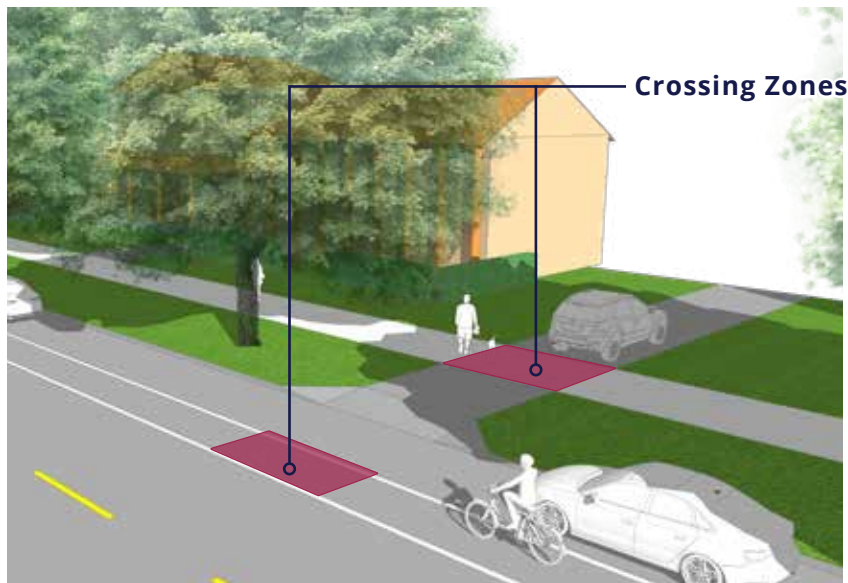


Fig. 4-2 | Typical Driveway Condition - Existing

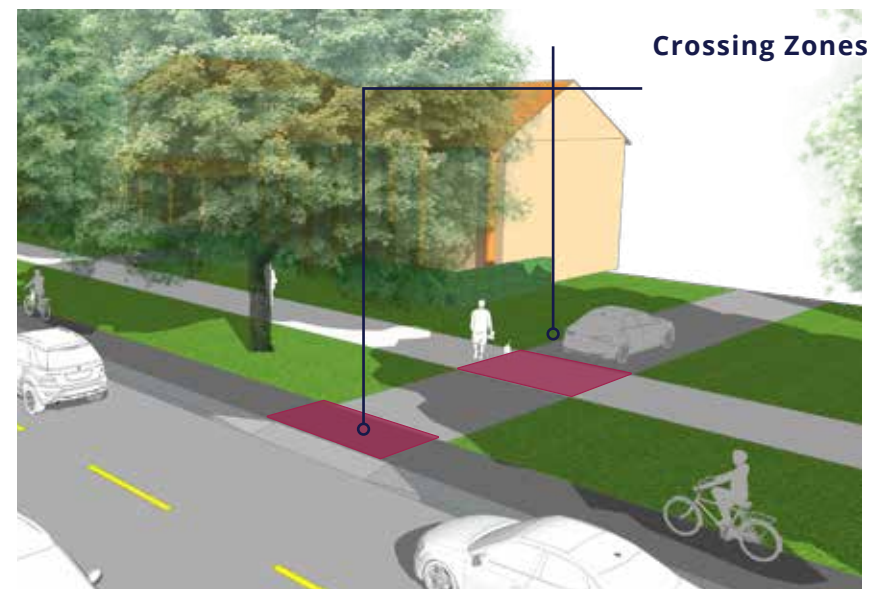


Fig. 4-3 | Typical Driveway Condition - Proposed

Driveways in the public right-of-way will be rebuilt as a part of future street reconstruction. Consider solutions during engineering that maintain usability for residents and keep sight lines open for all modes in crossing zones.

Parking



Citywide planning and policies in general do not prioritize on-street parking for single-occupancy vehicles. Parking counts conducted as a part of master plan analysis phase reflect on-street parking is under-utilized corridor-wide which supports a strategy of reducing on-street parking options to reallocate space for a regional trail facility.

West of Lexington Parkway

- Parking removal if design alternatives are not feasible and is determined to be critical to meet design standards for safety
- Parking to remain typically
- Design flexibility for parking removal at each block to accommodate emergency vehicles and sight lines

East of Lexington Parkway

- Context-based approach - 50% parking reduction assumed (typical)
- Remove parking one-side of street, create lane shift to vary parking locations north/south
- Remove parking both sides: if needed, look for consistency and re-introduce 50% on-street parking options every 1-2 blocks
- Prioritize maintaining 50% parking near areas of multi-unit housing and limited off-street options



one-way, separated trail
(6" above roadway, behind curb)

PROPOSED CONDITIONS - East of Lexington Parkway



- Proximity of modes
- Safety & accessibility
- Perceived comfort
- Seasonal conditions

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connection across the city



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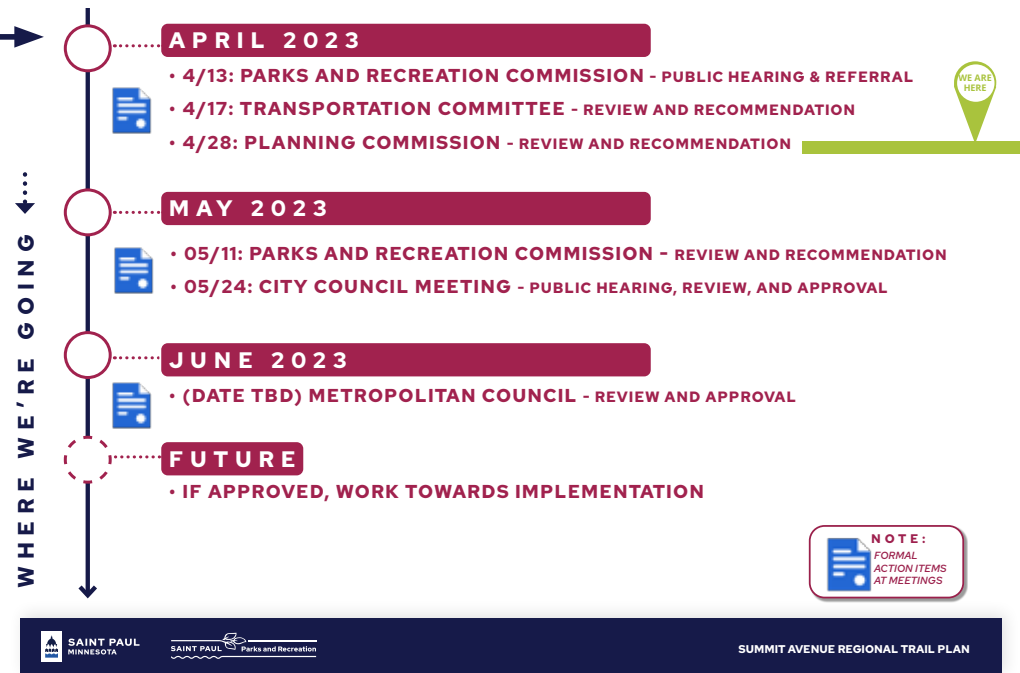
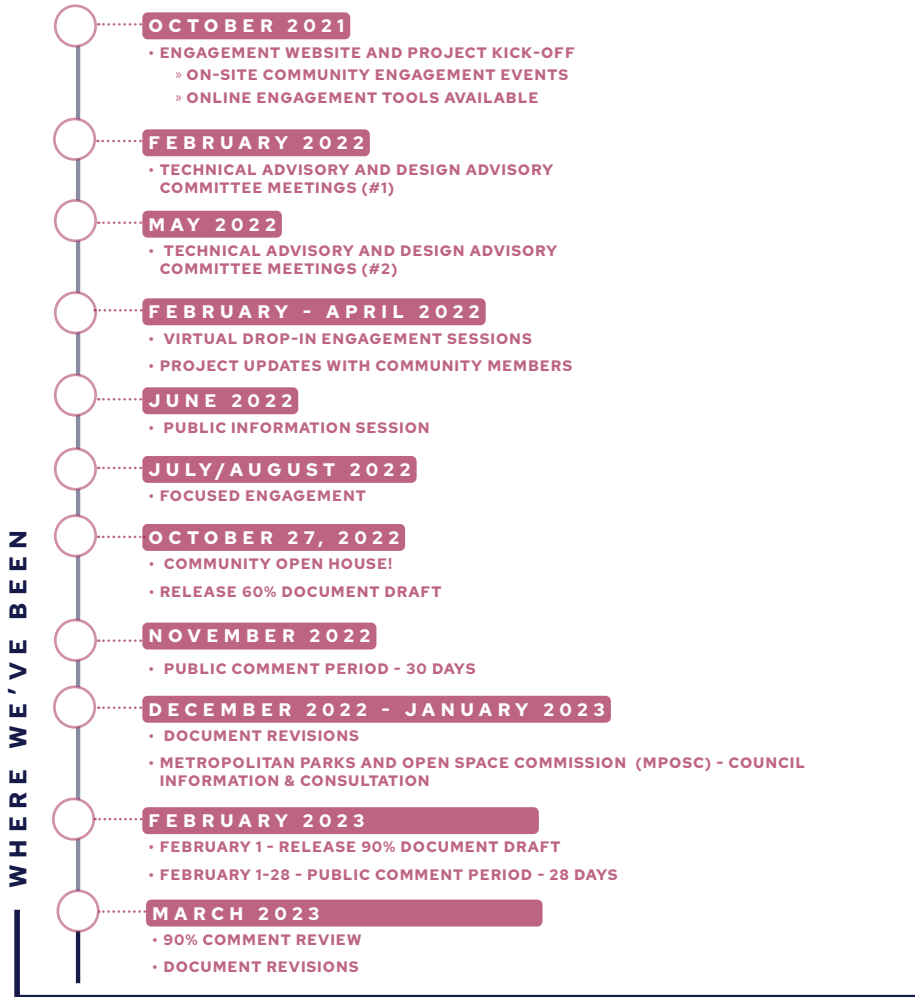
BOLTON
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SUMMIT AVENUE REGIONAL TRAIL PLAN

Process

Project Timeline

UPDATED 04/13/2023



Updated DRAFT Summit Avenue Regional Trail Plan is available online at www.engagestpaul.org/summit

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