

Committee Report

Metropolitan Parks and Open Space Commission



Community Development Committee Meeting: August 7, 2023 For the Metropolitan Council: August 23, 2023

Business Item: 2023-146

Saint Paul, Summit Avenue Regional Trail Long-Range Plan

Proposed Action

That the Metropolitan Council:

1. Approve the Summit Avenue Regional Trail Long-Range Plan.
2. Require Saint Paul, prior to initiating any construction, to send preliminary plans to the Metropolitan Council Environmental Services Interceptor Engineering Assistant Manager.

Summary of Metropolitan Parks and Open Space Commission Discussion

Tracey Kinney, Senior Planner, presented the staff report to the Metropolitan Parks and Open Space Commission on July 13, 2023. Andy Rodriguez, Saint Paul Parks and Recreation Director, Alice Messer, Manager of Design and Construction, Paul Sawyer, Management Assistant, and Mary Norton, Project Manager from the City of Saint Paul, were in attendance and responded to questions.

Chair Yarusso asked about the map shading related to the trail boundary. Kinney replied that trail boundary of the Kellogg Boulevard/Eagle Parkway segment includes the trail facility which is a two-way facility on the north side of the road. Summit Avenue Segment E includes regional trail amenities located within the local pocket parks shown in the mapping as a green diagonal pattern.

Commissioner Cecily Harris asked if engaging 3,000 individuals is reasonable for the plan's engagement participation. Kinney responded that the Policy Plan doesn't set a threshold. Council staff reviews regional park and trail long-range plans for consistency with regional policy. The Policy Plan requires agencies to provide a process to engage the public in the development of the plan as well as address concerns. Saint Paul demonstrated that the project team provided a process and considered concerns throughout the development of the trail plan and supplementary guidance for the future design and construction. Yarusso responded that the number of participants that Saint Paul engaged is higher than usual. Harris asked if conflicts are being addressed. Kinney responded that conflicts were addressed in the trail plan.

Commissioner Anthony Taylor stated that the level of engagement that Saint Paul conducted could become a standard for plan development going forward and that 3,000 people engaged is significant. A question may be who has not been engaged during the project process.

Commissioner Monica Dillenburg asked whether staff know the split between the number of people who use the trail for commuting and recreation. Staff responded that they did not have this information for the Commission but said they would look into it.

Tom Darling from the Summit Avenue Residential Preservation Association presented to the Commission on a number of concerns. He stated that the trail construction will need to remove trees which will impact the natural resource base. He further stated that the trail will not be safer since some bikers will still bike on the street and parked cars will be opening their doors into traffic. Darling closed with his statement that the plan is incompatible with Summit Avenue due to the

number of conflicts including driveways and more.

Andy Singer from the Saint Paul Bicycle Coalition presented to the Commission in support of the regional trail. He stated that the plan simply switches the parking and the bike lane to provide greater protection for trail users. He shared that the trail will be rideable in the winter since the city will be more able to remove snow and ice from the trail surface. He further stated that riders of all abilities will be safer and more comfortable on the trail since the future trail will be curb separated from traffic. Singer closed with his statement that the trail will make it easier for people to cross the street with a narrowed road and improved intersections.

Commissioner Taylor stated that one thing that we could look forward to is that the regional trail is included in the larger Summit Avenue reconstruction plans and commented on tree loss, prioritizing human mobility and diverse access to this corridor. He indicated that he believes that the plan begins to address this. He encouraged the City to continue to work on lessening the impact of this project on the tree canopy. He believes there is work to do to increase public confidence using different development approaches and treatments.

Chair Yarusso stated that much of what we are talking about refers to the Policy Plan's long-range plan requirements in Chapter 5 and Chapter 4 Siting and Acquisition. We have been talking about the development concept and public engagement plan. There is also an equity analysis and conflicts requirement. Conflicts show up in both the development concept and a separate conflicts section focusing on land use.

Commissioner Cecily Harris asked about pedestrian accommodations in the plan. Kinney responded that there is a sidewalk on each side of Summit Avenue and a multi-use trail along Kellogg Boulevard/Eagle Parkway. Emmett Mullin, Parks Manager, responded that the trail would include improvements to the sidewalk ramps and some intersections. They will be integrated and separated from the trail for pedestrians.

Commissioner Dillenburg asked if there will be benches and parking along the corridor. If this corridor is being used for transportation, then we shouldn't be using Parks and Trails money for it. Chair Yarusso added that we look for multi-modal access (biking and walking) and equitable usage. He asked staff for a breakdown of biking and walking in the current corridor. Staff replied that they did not have this information at the meeting and would look into it. Alice Messer responded that Summit Avenue is one of the top five most used pedestrian/bicycle routes in the City of Saint Paul. Chair Yarusso asked if there are benches outside of the pocket parks. Mary Norton responded that trailhead amenities including benches have been sited in median closures and throughout the corridor.

Commissioner Dillenburg stated that there are parts of Summit Avenue that have already been fixed and she did not see any trees impacted so she is concerned if the impacts to trees are being portrayed accurately. The long-term cost of removing trees is a concern. A 1-to-10 tree replacement would be better than the city recommended 1-to-1 replacement standard. The additional replacement trees would better compensate the corridor for the loss and importance of removing mature trees.

Chair Yarusso asked about natural resources as compared to quality natural resources and whether tree maturity in an urban context still count as quality natural resources. Kinney responded that urban trees are important natural resources. The term quality natural resources refers to a technical term used by the Minnesota Department of Natural Resources. Yarusso asked for the number of trees that would be impacted during construction. Messer responded that the Summit Avenue tree canopy is diverse in age and species. As street trees age, the City has plans to replace them. Saint Paul project staff have studied past road reconstruction projects to understand the impacts to trees. The City's forestry department estimated that around 14% of the trees will be impacted with the road reconstruction. During the next phase of the design and construction project, city project staff will consider a block-by-block tree analysis. They will be able to customize the trail facility to lessen the impacts on trees. Yarusso responded that replacing utilities has a different level of impact than surface level improvements.

Commissioner Taylor stated that Saint Paul has staff that work as urban arborists. He asked about the number of trees that would be included in the 14% estimate. The city can share the data in a



way that illustrates the level of risk and impact, so people can make an informed decision. It would be helpful to know the tree impact of road projects for both surface and utility improvements.

Commissioner Dillenburg stated that it is about timing right now and commented about the current stress on trees being in a drought. She expressed concern about losing the urban forest. Chair Yarusso added that this plan will be implemented across several years. The next phase of the project will consider risks like drought.

Commissioner Vento added that this project is going to take a while and encouraged people to stay engaged. She expressed hope that in 2040 and beyond people will be proud that Summit Avenue is a thoroughfare that works for everyone.

The Metropolitan Parks and Open Space Commission voted to approve the proposed actions (4-2).



Business Item

Metropolitan Parks and Open Space Commission



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Saint Paul, Summit Avenue Regional Trail Long-Range Plan

District(s), Member(s):	District G, Anthony Taylor District 14, W. Toni Carter
Policy/Legal Reference:	Minn. Stat. § 473.313; <i>2040 Regional Parks Policy Plan</i> : Chapter 5, Planning Policy Strategy 1, Master Plans
Staff Prepared/Presented:	Tracey Kinney, Senior Planner (651-602-1029)
Division/Department:	Community Development / Regional Planning

Proposed Action

That the Metropolitan Council:

1. Approve the Summit Avenue Regional Trail Long-Range Plan.
2. Require Saint Paul, prior to initiating any construction, to send preliminary plans to the Metropolitan Council Environmental Services Interceptor Engineering Assistant Manager.

Background

Saint Paul's Summit Avenue is a search corridor that is centrally located in the Regional Parks System on the western side of downtown Saint Paul (Figures 1 and 2). The Summit Avenue Regional Trail was designated as a search corridor in 2005, as part of the development of the Metropolitan Council's *2030 Regional Parks Policy Plan*. Designation of the trail as a search corridor was determined in collaboration with the City of Saint Paul.

The search corridor runs along Summit Avenue from the Mississippi Gorge Regional Park to Kellogg Boulevard, then onto Eagle Parkway where the trail connects to the Samuel Morgan Regional Trail at Shepard Road and the Mississippi River. The 4.7-mile Summit Avenue parkway segment dates to the 1880s and consists of generous green spaces with mature trees interwoven through a roadway with an existing on-street bicycle lane. The 0.75-mile Kellogg Boulevard segment consists of urban streetscape and an existing multi-use trail along Eagle Parkway to Shepard Road. (Figure 3)

The Summit Avenue corridor has experienced several crashes along its approximately 4.5-mile route, from Mississippi River Boulevard to Kellogg Boulevard. Between 2012 to 2021, there has been a total of 31 bicyclist involved crashes along the corridor (an average of 3 per year), 90% of which resulted in an injury or fatality according to MnDOT and Ramsey County Crash Data Reporting.

Additionally, pavement conditions in the corridor have a variety of surface conditions, and in many segments, there is a high priority for either resurfacing or complete street reconstruction. Many segments of Summit Avenue have not been reconstructed since the 1930s - almost 100 years. The most cost-effective opportunities to add pedestrian and bicycle improvements are when roads

are being fully redesigned. Developing a regional trail along Summit Avenue provides an opportunity to coordinate infrastructure improvements (including watermain replacement, sewer structures, and deteriorating utilities) while creating a significant recreational parks amenity for the region.

Given the need to develop a safer Summit Avenue combined with opportunity to coordinate the trail with a future road redesign, Saint Paul developed the Summit Avenue Regional Trail Long Range Plan (considered in this report) using a variety of engagement activities to reach a diverse range of community members across the city. Opportunities included in-person events, virtual drop-in sessions, Design and Technical Advisory Committee meetings, and a dedicated engagement website for capturing ideas and feedback.

Rationale

As described in the Analysis section of this report, the Summit Avenue Regional Trail Long Range Plan is consistent with the requirements of the *2040 Regional Parks Policy Plan (RPPP)* including Chapter 5, Planning Policy Strategy 1, Master Plans.

Thrive Lens Analysis

The Summit Avenue Regional Trail Long Range Plan advances the Thrive outcome of Livability by increasing access to nature and outdoor recreation, which enhances quality of life in the region.

Funding

The total cost to develop the trail is approximately \$12,463,500 and the cost for operations and maintenance is \$70,000 annually.



Figure 1. Summit Avenue Search Corridor location within the Regional Parks System

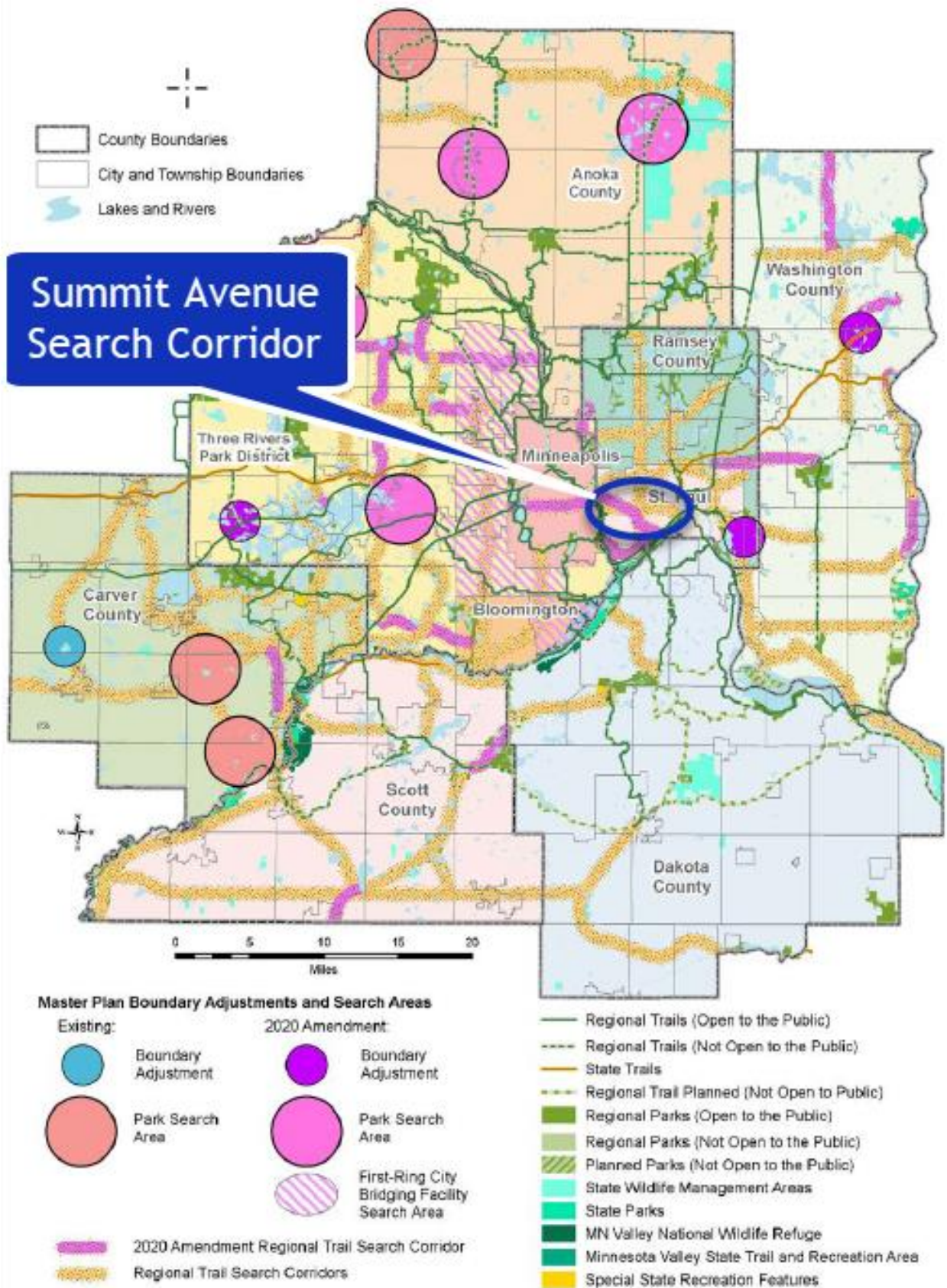


Figure 2. Summit Avenue Search Corridor location within the City of Saint Paul

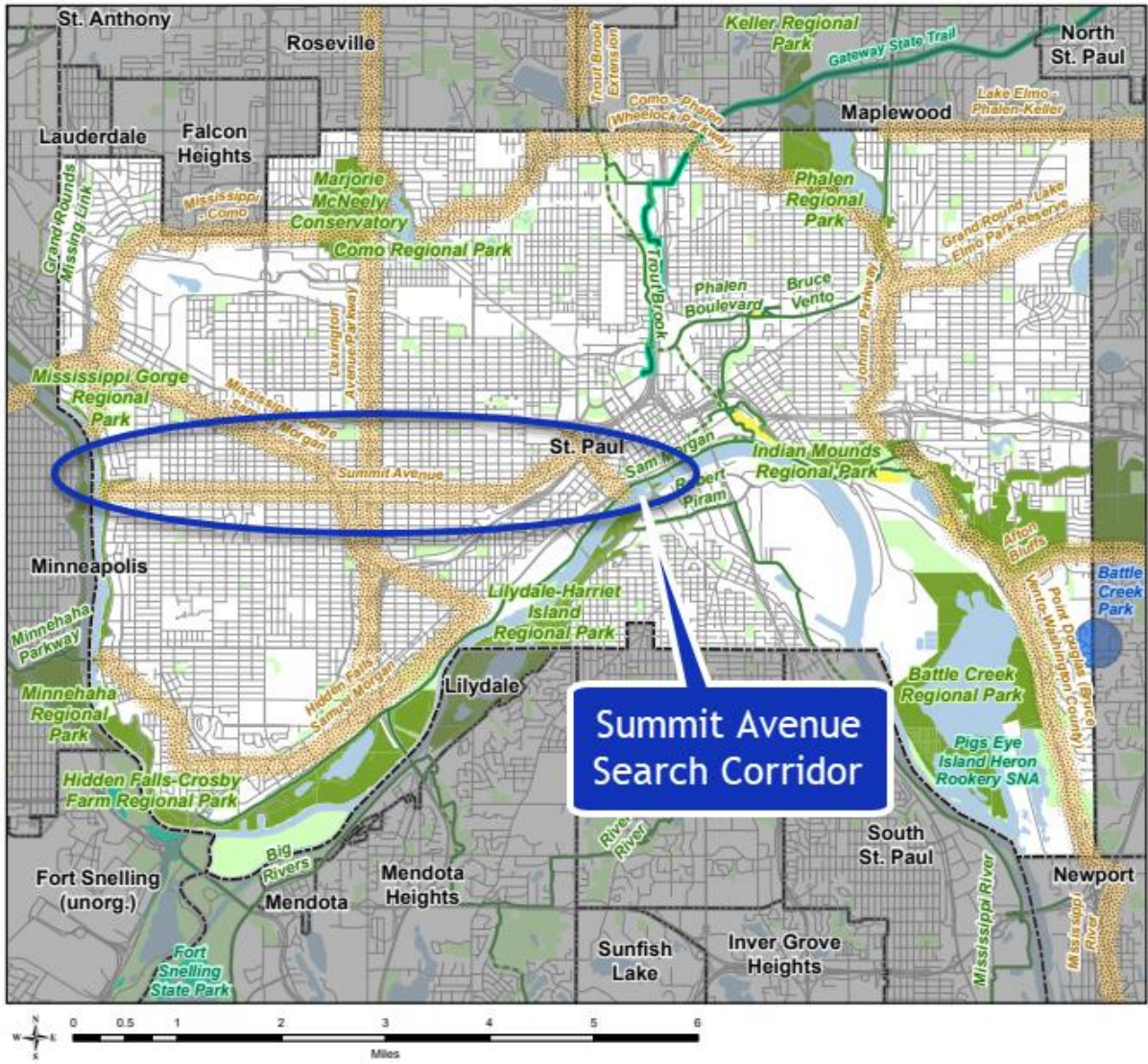
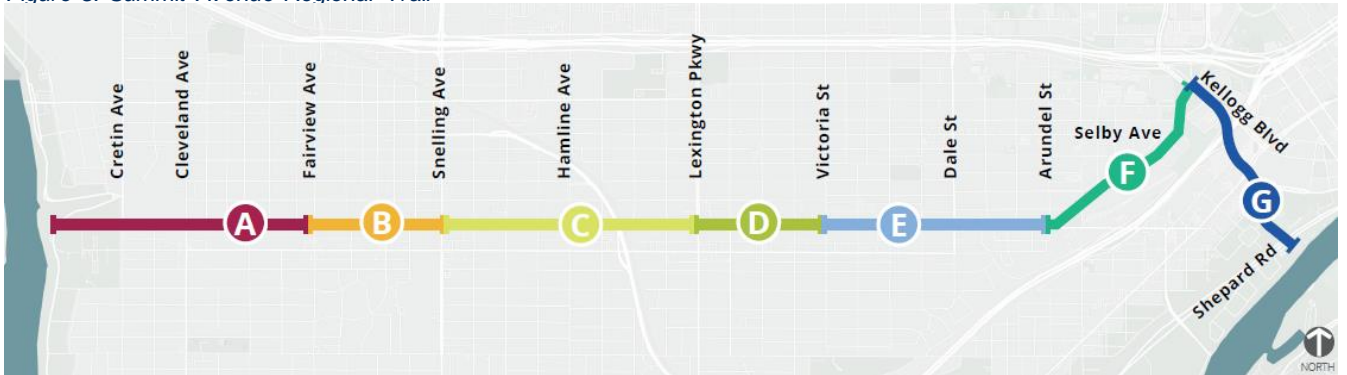


Figure 3. Summit Avenue Regional Trail



Analysis

Planning Strategy 1 of the *2040 Regional Parks Policy Plan* requires that long range plans for regional linking trails address 13 items: boundaries, acquisition costs, demand forecast, development concept, conflicts, public services, operations, partner engagement, public engagement and participation, equity analysis, public awareness, accessibility, and Mississippi River Corridor Critical Area (where applicable). The following analyzes the long-range plan against those requirements.

Boundaries

The Summit Avenue Regional Trail boundary is located along Summit Avenue from the Mississippi Gorge Regional Park to Kellogg Boulevard (Segments A-F), then onto Eagle Parkway where the trail connects to the Samuel Morgan Regional Trail at Shepard Road and the Mississippi River (Segment G). The trail boundary for Segments A-F is located within the Summit Avenue right-of-way, which is inclusive of two one-way trails on either side of the parkway including the trail and its maintenance buffer; the center median and the service road medians; as well as trail corridor land (Segment C) and local park land with regional trail amenities (Segment F).

The section of the trail corridor along Kellogg Boulevard and Eagle Parkway is planned to share a facility with the future Capital City Bikeway. The design process for that project will inform trail location and facility dimensions. The section of the trail corridor along Eagle Pkwy currently has a 12-foot, multi-use bicycle and pedestrian facility. The proposed trail along this segment of the corridor will remain as-is, and the regional trail will be incorporated into the existing multi-use path. The trail boundary for Segment G is located within the Kellogg Boulevard and Eagle Parkway right-of-way, which includes a two-way trail on the north side of the parkway and its maintenance buffer. (Table 1 and Figures 5-11).

Table 1. Eligible Regional Trail Facilities

Trail Segment	Eligible Regional Trail Facilities
Segments A - G	Trail and maintenance buffer; central median, and service median (if applicable); and intersections inclusive of all regional trail facilities amenities, development, and maintenance
Segment C - Short Line Park (regional trail corridor land located in public road right-of-way)	Regional trailhead amenities inclusive of development and maintenance
Segment F - Summit Overlook Park, Nathan Hale Park, Cathedral Hill Park, Summit Park (local park space with regional trail facilities)	Regional trailhead amenities inclusive of development and maintenance

Acquisition Costs

There are no property acquisitions anticipated for the implementation of the Summit Avenue Regional Trail. Impacts to private property are not anticipated to be necessary to implement a trail alignment and design along Summit Avenue. The 100- and 200-foot road right-of way and existing parkway are expected to provide sufficient space for a trail to be sited within the existing corridor section. Should property impacts be identified, they are anticipated to be temporary in the form of construction easements.

Demand Forecast

The Metropolitan Council's 2021 Annual Use Estimate shows that the Mississippi Gorge, Samuel H. Morgan, and Grand Round North Regional Trails as the top three highest use trails in the city. Additionally, data collected from the 2019 Saint Paul Public Works Pedestrian and Bicycle Traffic Counts shows that several segments of Summit Avenue are some of the most popular walking and



biking destinations in the city. This information suggests that visitor use on the Summit Avenue Regional Trail would be comparable to Saint Paul's higher used trails.

Saint Paul's 2040 Comprehensive Plan shows that the City's population is expected to increase by approximately 9.2% from 2020-2040 and the population is becoming more racially and ethnically diverse. Between 2000 and 2015, the percentage of people of color in Saint Paul increased from 36% to 46%. Additionally, Ramsey County is projected to experience a 48% increase in residents 65 and older by 2030 with another 10% increase in this age cohort by 2040.

Considering both the 2019 use of Summit Avenue for bicycling and walking and the use of similar regional trails, it is anticipated that the Summit Avenue Regional Trail would support current use and provide additional access opportunities for new users as the population in Saint Paul grows.

Development Concept

The trail is comprised of six segments (segments A-F) spanning from Mississippi River Boulevard to Kellogg Boulevard and segment G located along Kellogg Boulevard and Eagle Parkway. Segments A-F have a trail facility that is a one-way bike trail on both the north and south side of boulevard. The one-way facilities were preferred by both community members and by technical professionals as the safest option for this corridor. Segment G is an existing multi-use trail on the north side of the Kellogg Boulevard to Eagle Parkway route (Figures 12-14).

The plan also includes guidelines for trail parking, intersections, medians, connections to other park land and trails, driveway conditions, trash pick-up, wayfinding, trail amenities, furnishings, and public art. An inventory of trees and greenspace along Summit Avenue was completed as part of the planning process for this plan; as well as a framework for tree preservation that includes pre-construction, during construction and post construction activities. The city will use a one-to-one tree replacement guideline for trees that need to be replaced.

Segments A & C: These segments include one-way frontage roads and a wide, green center median with mature tree canopy shading the parkway with a 200-foot road right-of-way. Existing bike lanes are separated from vehicular traffic by a striped buffer and located between the drive lane and parking lane. On-street parking in this section is less than 30% utilized at the times studied for the 90% long range plan, as well as the 2019 Saint Paul Parking study. Trail improvements include an 8–11-foot one-way separated bicycle facility on both the north and south sides of Summit Avenue that includes a 6-inch curb and vegetated buffer (where applicable) between bicycle facilities and parking lane. Parking will be maintained on both the north and south sides of Summit Avenue while also accommodating emergency access.

Segment B: Segment B includes two one-way frontage roads and a two-way central parkway road serving local residences and institutions with a 200-foot road right-of-way. Existing bike lanes are separated from vehicular traffic by a striped buffer and located between the drive lane and parking lane of the central parkway road. Community members have voiced concerns about the safety at these intersections, particularly at the intersection of Summit and Snelling Avenue, where several bicycle related crashes have occurred. Trail improvements include a 9-foot one-way paved trail including a 6-foot trail with a 3-foot paved buffer on the north and south sides of the central parkway road.

Segments D, E, and F: These segments include a two-way central parkway road with a 100-foot road right-of-way. These segments have generous green boulevards and a dense tree canopy, and in some areas, 10' pedestrian sidewalks. Several historic properties and several public parks are within this segment, providing an opportunity for the regional trail to connect users to historic and cultural landmarks along Summit Avenue. Existing bike lanes are separated from vehicular traffic by a striped buffer and located between the drive lane and parking lane. Trail improvements include two, 8.5-foot one-way separated bicycle facilities with paved maintenance buffer on the north and south side of Summit Avenue. Parking is retained on one side of Summit Avenue, alternating between north and south based on land use and parking needs of adjacent properties. Feedback from community members highlighted the importance of maintaining parking in these segments. For



this reason, total removal of parking is not preferred and would only be considered to accommodate emergency service vehicles, or for tree preservation purposes.

Segment G: The section of the trail corridor along Kellogg Boulevard is planned to share a facility with the future Capital City Bikeway. The design process for that project will inform trail location and facility dimensions. The section of the trail corridor along Eagle Pkwy currently has a 12-foot, multi-use bicycle and pedestrian facility. The proposed trail along this segment of the corridor will remain as-is, and the regional trail will be incorporated into the existing multi-use path. Additional pedestrian and bicycle facilities will be added as needed to support both current and future users of this segment. Additional wayfinding and signage will be added for trail consistency and accessibility.

Conflicts

No major land use or other conflicts are anticipated with the regional trail alignment. Facility consistency and space allocation coordination during design and construction of the trail will serve to work out how the trail will be implemented.

Facility consistency: As segments of the Regional Trail are implemented, facility consistency and the functionality of bicycle, pedestrian, and vehicular modes will need to be carefully considered. Transitions between the existing conditions and the new regional trail will need to be planned and implemented to provide safe facilities with clear transitions. Coordination with Saint Paul's Public Works and temporary or pilot programs may be considered.

Space allocation: Additionally, within the public right-of-way, space will need to be dedicated for various land uses. While initial parking studies reflect underutilization of on-street parking corridor-wide, some areas along the corridor do show high parking demand. Saint Paul will continue to work with institutional and residential property owners to balance all needs along the corridor.

Public Services

Summit Avenue road repair and utility coordination are separate but related public services that will be coordinated with the proposed trail implementation. Several segments of the existing Summit Avenue corridor need pavement repairs and/or a full roadway reconstruction. Timing the construction of these projects with the implementation of the regional trail facility will be beneficial to both the road and trail projects, as well as neighbors and users of the corridor. Additionally, utilities currently exist within the Summit Avenue corridor, and upgrade opportunities will be considered and coordinated during the design process.

Operations

The annual operations and maintenance cost of the long-range plan is approximately \$70,000 for the five-mile corridor, or about \$14,000 per mile of trail. This includes year-round operational expenses. All regional trails within Saint Paul are included in the operations and maintenance budget. This includes an annual assessment of the trail conditions, repair, and renovations of the trail components as needed. The completed trail facility will be included in the normal operations and maintenance cycle funded in part with Regional Park maintenance funds.

Partner Engagement

Saint Paul engaged partner agencies including Ramsey County Public Works, Minnesota Department of Transportation, and the State Historic Preservation Office through a Technical Advisory Committee. The Committee provided creative transportation ideas, valuable critiques of proposed alignments, and participated in conversation that helped inform the trail plan. In general, the Committee preferred one-way, curb separated facilities between the parking lane and the boulevard. Discussion included potential impacts to trees and parking, comparisons between one- and two-way facilities, maintenance, and historic preservation.

Public Engagement and Participation

The project used a variety of engagement activities to reach a broad range of community members across the city. Opportunities included in-person events, virtual drop-in sessions, Design and



Technical Advisory Committee meetings, and a dedicated engagement website for capturing ideas and feedback. Throughout each process, feedback on a proposed regional trail facility was mixed. Many people shared concerns for potential impacts to vegetation and historic districts and advocated for changes to surface conditions such as high-visibility treatments to existing bike lanes. Many other community members expressed support for separated facilities that would create a more comfortable, safe experience for all users and abilities. Each step in the project was met with robust engagement that helped shape an approach for a one-way regional trail facility that utilizes the existing roadway footprint.

The key themes during the 90% draft plan engagement included safety, no change, greenspace, roadway, and history.

Equity Analysis

Saint Paul conducted an equity analysis as part of the long-range plan. The advice heard during the planning process shaped the long-range plan.

Project Data

The proposed trail spans four wards and connects communities within six districts of the City of Saint Paul to local amenities, downtown Saint Paul, and the Mississippi River. A more diverse demographic lives further away from the trail corridor due in part to racial and economic inequities and the historical practice of real estate redlining. The trail service area includes the following demographics.

Race: Current demographic data represents a majority of white or Caucasian people living in the neighborhoods adjacent to Summit Avenue. The City's comprehensive plan estimates Ramsey County is projected to be 45% people of color by 2030. Of the six neighborhood districts (See Figure 4, map of Saint Paul's neighborhoods), District 8, the Summit-University Neighborhood has the highest percentage of population for those identifying as people of color at 48.5%.

Age: Population 17 years and younger Age Group by Neighborhood:

3. Summit-University, 22%
4. Macalester Groveland, 17.6%
5. Summit Hill, 17.6%
6. Union Park, 16.3%
7. Downtown, 10.1%

Ability: Population with a disability by Neighborhood:

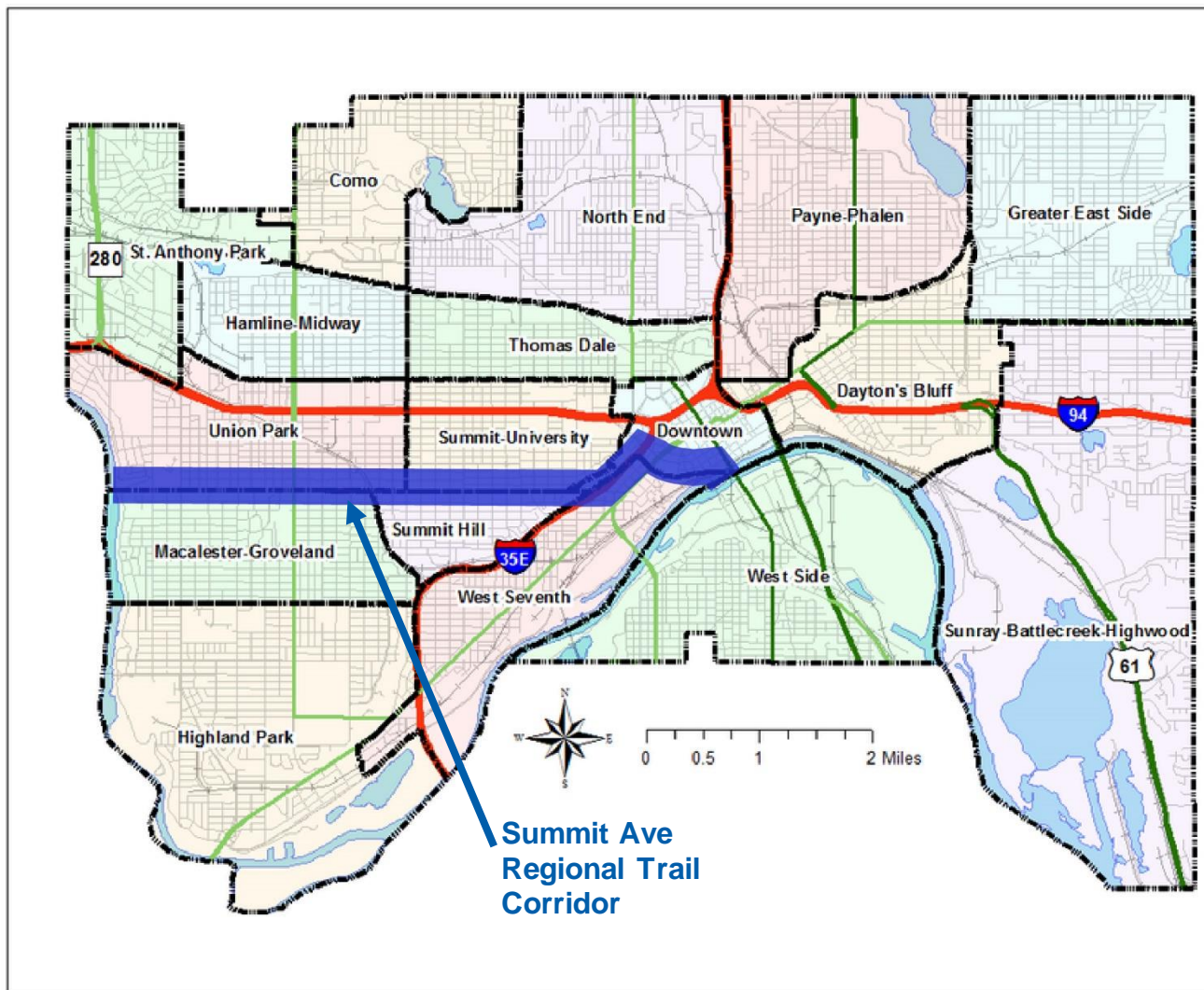
8. Downtown, 12.8%
9. Summit-University, 12.5%
10. Union Park, 9.5%
11. Summit Hill, 9%
12. Macalester Groveland, 8%

Transportation: Population with no vehicles per household by Neighborhood:

13. Downtown, 25.3%
14. Summit-University, 19.2%
15. Union Park 12%
16. Macalester Groveland, 6.9%
17. Summit Hill, 5.3%



Figure 4: Saint Paul Neighborhood Map



Public Engagement

The project took a multi-faceted approach to engagement to connect with underrepresented populations and stakeholders that have been historically marginalized. Below is a summary of three types of engagements for people with disabilities, families, and youth.

The project team informed and collaborated with the disability community through meeting with leaders and offering a survey to the members of the Saint Paul's Adaptive Recreation program and the Mayor's Advisory Council. The Plan reinforces the community's advice through requirements for ADA accessible facilities, best practices for crossings, and off-street parking options.

Neighborhood families and youth informed and consulted on the plan at community events including Safe Summer Nights, Right Track Summer Celebration, Little Africa Festival 2022, and Downtown Saint Paul Mobility Mingle. Project Staff participated at community events by tabling with image boards, schematic trail concepts, and a user survey. The Plan reflects the community's advice received supporting separated trail conditions for comfort, safety, and use.

Schools, Youth, & Families informed and collaborated on the plan through Safe Routes to School and Saint Paul Youth Commission meetings. The Plan reflects advice from schools, youth, and families on separated trail conditions, enhanced crossings and median closures to provide traffic



calming and amenity areas for travel to and from school every day. Advice from the Youth Commission reflects the importance of equity in infrastructure investment across the city.

In general, the themes heard from the communities engaged include:

Access to trail facilities: Based on the project user survey shared during focused engagements, 42% of those who do not currently use the bikeways on Summit indicated either accessibility or the on-street bike way experience as a barrier to their use. Other barriers to use included not having ADA parking spaces with loading areas adjacent to a facility.

Perceived comfort and safety: Approximately 84% of people in the user survey prefer to ride at sidewalk level, separated from vehicles. The reasoning for this preference varied but included perceptions of safety and the proximity to cars. Approximately 56% of people that currently use the Summit Avenue bikeway cited their experience could be improved with either separation between bike and drive lanes or improved safety at intersections.

Diverse and multi-cultural representation: As the City and region become more racially and ethnically diverse, it is important that future designs of built elements in the landscape reflect this diversity to show how many people, cultures, experiences, and complex histories can be found throughout the region and are connected to Summit Avenue.

Evaluation Summary

Transparency: Public participation from the focused engagement efforts helped to shape development of the trail plan and reinforced the need to create a trail facility that provides a lower traffic stress tolerance and is more accessible and accommodating to all ages and abilities than the current existing on-street bikeway.

Recommendations from the community through focused engagement by theme include:

18. Accessibility: Increase access by creating physical separation between vehicles and bicyclists. Prioritize facility maintenance and ADA accessible parking opportunities adjacent to the trail.
19. Safety and Comfort: Increase safety and comfort by providing separation from vehicle traffic and separation between bicyclists and pedestrians. Improve connections across intersections and to local and regional destinations that prioritize pedestrians and bicyclists. Increase demand by providing amenities such as bicycle parking, benches, lighting, public art & wayfinding, multi-lingual signage and drinking fountains.
20. Diversity and Inclusion: Develop future design and engineering processes to integrate input from community organizations early and often that can lead, inform, and shape a diverse representation of public art and cultural interpretation throughout the corridor.

Accountability: The planning process identified present day barriers for underserved communities that include the lack of accessible facility conditions and concerns for safety and comfort due to the lack of physical separation between vehicles and bicyclists. The process also identified community priorities for future design and construction efforts in the corridor to create a diverse representation of many people and cultures of Saint Paul and the region that are connected Summit Avenue's past, present, and future.

The existing on-street bike lanes on Summit Avenue, directly adjacent to a high traffic roadway, create an environment that feels unsafe, therefore limiting use of the facility. The planning process developed strategies based upon feedback from local community events and from organizations including District Councils, Adaptive Recreation, and BIPOC-led outdoor recreation groups to create a trail that is inclusive and equitable for people of all races, ages and abilities. Initial engagement data in the project suggested participation was limited to middle-aged people who self-identify as white or Caucasian. This process required the project team to increase awareness



by engaging a broader demographic and helped to shape considerations and priorities in design that can reduce barriers to future trail use.

Public Awareness

The trail will be promoted through City web pages, social media and other trail related publications available at park facilities. A grand opening will be considered to celebrate and publicize the new regional trail. Additionally, adjacent trail facilities provide an opportunity for signage to alert the public of the regional trail facility along Summit Avenue.

Accessibility

The plan includes an accessibility toolkit that has recommendations on sidewalks, intersections, benches, and wayfinding. The trail development will follow accessibility guidelines to ensure the trail is accessible. American Disability Act accessible parking areas may be considered adjacent to the trail. Key locations for publicly accessible parking include areas with existing amenities, specifically existing parks and greenspaces along the corridor.

Mississippi River Corridor Critical Area

The Mississippi River Corridor Critical Area (MRCCA) is a State-designated land corridor along 72 miles of the Mississippi River in the Twin Cities Metropolitan Area. Minnesota Statute § 116G.15 establishes MRCCA policy and authority for administrative rules within the corridor. This law guides land use and development along the Mississippi River. The proposed Summit Avenue Regional Trail falls largely outside of this corridor. It does intersect the corridor at its extreme eastern and western termini. Staff assessment finds that the Summit Avenue Plan is consistent with the requirements of MRCCA.

Consistency with Other Council Policies and Systems

Community Development – Solar Resources and Access Protection – (Tim Anderson, 651-602-1380)

Council staff encourage solar installations at any associated parking facilities or shelters for the regional trails. If any segments of the trail are to be lighted or to use lighted signage, consider using solar-powered options.

Environmental Services – Wastewater Services (Roger Janzig, 651-602-1119)

Metropolitan Council Interceptor (1-SP-250) crosses Kellogg Boulevard West near Exchange Street South. To assess the potential impacts to our interceptor system, prior to initiating this project, preliminary plans should be sent to Tim Wedin, Interceptor Engineering Assistant Manager (651-602-4571) at the Metropolitan Council Environmental Services.

Environmental Services - Water Resources (Judy Sventek, 651-602-1156)

Council staff commend the City on their work to preserve mature trees, and to replace trees with a 1:1 ratio that considers biodiversity. Additionally, we encourage the City to capitalize on the stormwater management opportunities the large greenspace area identified in the plan provide the City, by installing a stormwater BMP that could be an attractive public amenity and a potential educational opportunity.





Boundaries and Acquisitions

Segment A

The diagram below illustrates the Regional Trail located within the public right-of-way. Sidewalks within the public right-of-way are considered local facilities - not part of the Regional Trail.



Fig. 5-58 | Key Map - Segment A

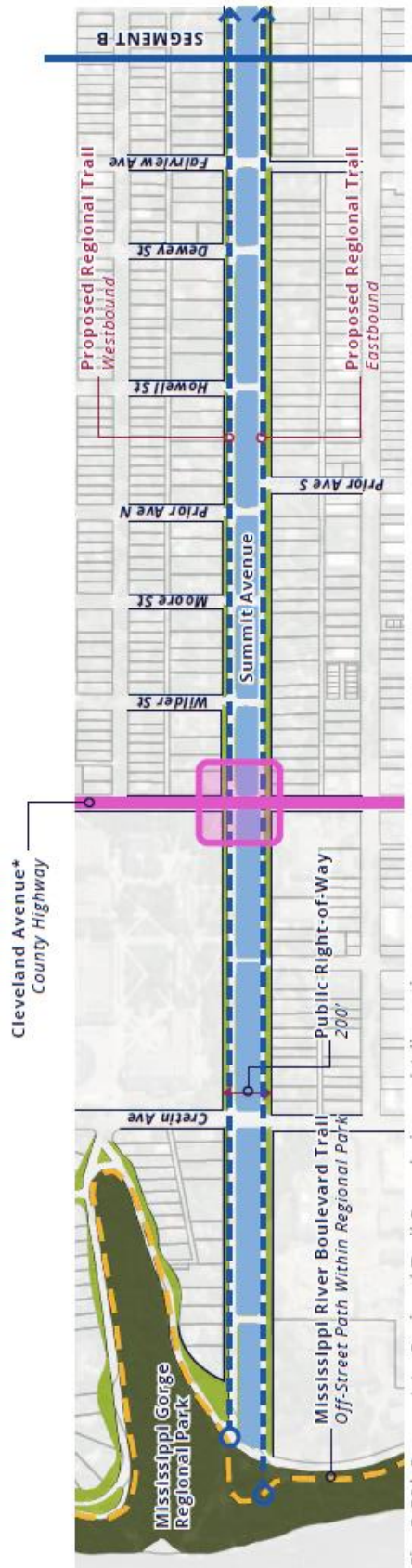


Fig. 5-59 | Segment A - Regional Trail Boundaries and Adjacencies

Legend

- Proposed Summit Avenue Regional Trail
- Proposed Regional Trail Corridor Land
- Local Greenspace
- Regional Parkland
- Regional Trail
- Intersecting Road with Multiple Jurisdictions

*Coordination between agencies will be necessary at these intersections during design and engineering for the regional trail facility. Agencies include but may not be limited to:

- City of Saint Paul
- Ramsey County
- Minnesota Department of Transportation (MnDOT)
- Federal Highway Administration (FHWA)

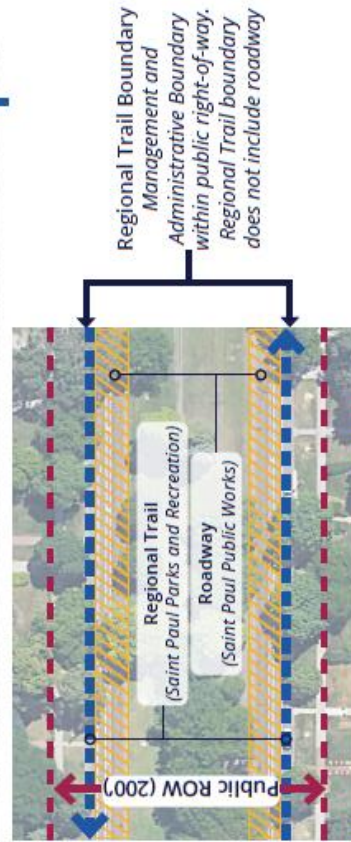


Fig. 5-60 | Segment A - Typical Trail Alignment



Boundaries and Acquisitions

Segment B

The diagram below illustrates the Regional Trail located within the public right-of-way. Sidewalks within the public right-of-way are considered local facilities - not part of the Regional Trail.



Fig. 5-61 | Segment B - Regional Trail Boundaries and Adjacencies

Legend

- Proposed Summit Avenue Regional Trail
 - Proposed Regional Trail Corridor Land
 - Local Greenspace
 - Regional Parkland
 - Regional Trail
 - Intersecting Road with Multiple Jurisdictions
- *Coordination between agencies will be necessary at these intersections during design and engineering for the regional trail facility. Agencies include but may not be limited to:
- City of Saint Paul
 - Ramsey County
 - Minnesota Department of Transportation (MnDOT)
 - Federal Highway Administration (FHWA)



Fig. 5-62 | Key Map - Segment B

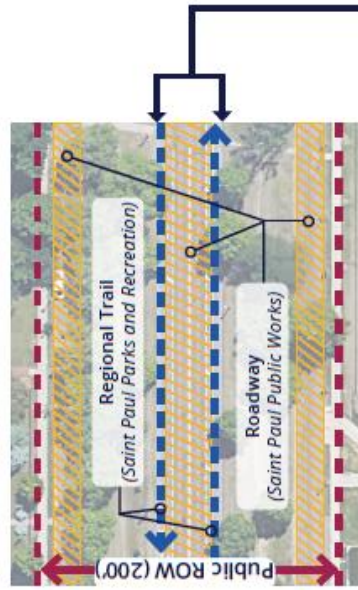


Fig. 5-63 | Segment B - Typical Trail Alignment

Regional Trail Boundary Management and Administrative Boundary within public right-of-way. Regional Trail boundary does not include roadway



Boundaries and Acquisitions

Segment C

The diagram below illustrates the Regional Trail located within the public right-of-way. Sidewalks within the public right-of-way are considered local facilities - not part of the Regional Trail.



Fig. 5-64 | Segment C - Regional Trail Boundaries and Adjacencies

Legend

- Proposed Summit Avenue Regional Trail
 - Proposed Regional Trail Corridor Land
 - Local Greenspace
 - Regional Parkland
 - Regional Trail
 - Intersecting Road with Multiple Jurisdictions
- *Coordination between agencies will be necessary at these intersections during design and engineering for the regional trail facility. Agencies include but may not be limited to:
- City of Saint Paul
 - Ramsey County
 - Minnesota Department of Transportation (MnDOT)
 - Federal Highway Administration (FHWA)

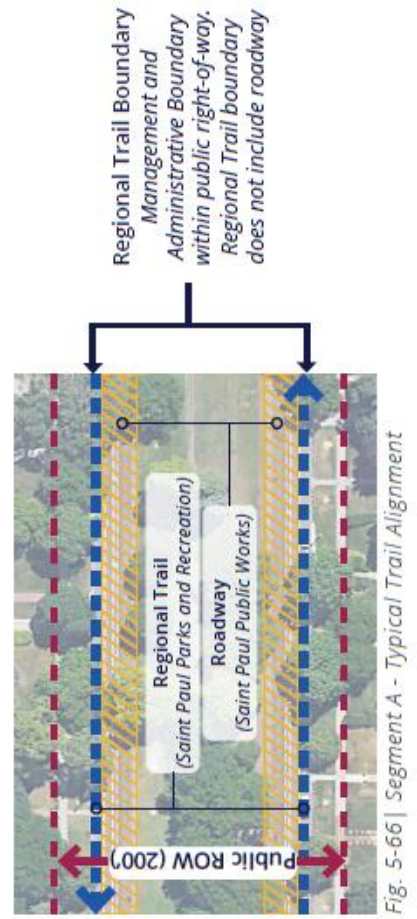


Fig. 5-66 | Segment A - Typical Trail Alignment



Boundaries and Acquisitions

Segment D

The diagram below illustrates the Regional Trail located within the public right-of-way. Sidewalks within the public right-of-way are considered local facilities - not part of the Regional Trail.

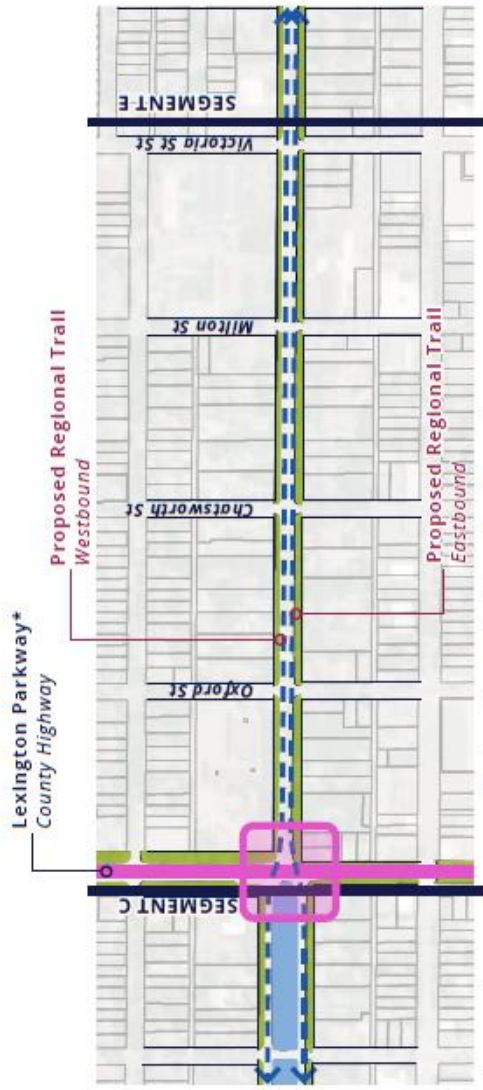


Fig. 5-67 | Segment D - Regional Trail Boundaries and Adjacencies

Legend

- Proposed Summit Avenue Regional Trail
 - Proposed Regional Trail Corridor Land
 - Local Greenspace
 - Regional Parkland
 - Regional Trail
 - Intersecting Road with Multiple Jurisdictions
- *Coordination between agencies will be necessary at these intersections during design and engineering for the regional trail facility. Agencies include but may not be limited to:*
- City of Saint Paul
 - Ramsey County
 - Minnesota Department of Transportation (MnDOT)
 - Federal Highway Administration (FHWA)

Figure 8. Summit Avenue Regional Trail - Segment D Boundary



Fig. 5-68 | Key Map - Segment D

Regional Trail Boundary Management and Administrative Boundary within public right-of-way. Regional Trail boundary does not include roadway

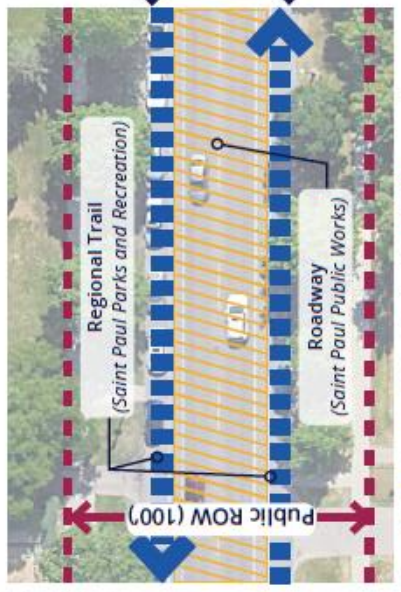


Fig. 5-69 | Segment D - Typical Trail Alignment



Boundaries and Acquisitions

Segment E

The diagram below illustrates the Regional Trail located within the public right-of-way. Sidewalks within the public right-of-way are considered local facilities - not part of the Regional Trail.

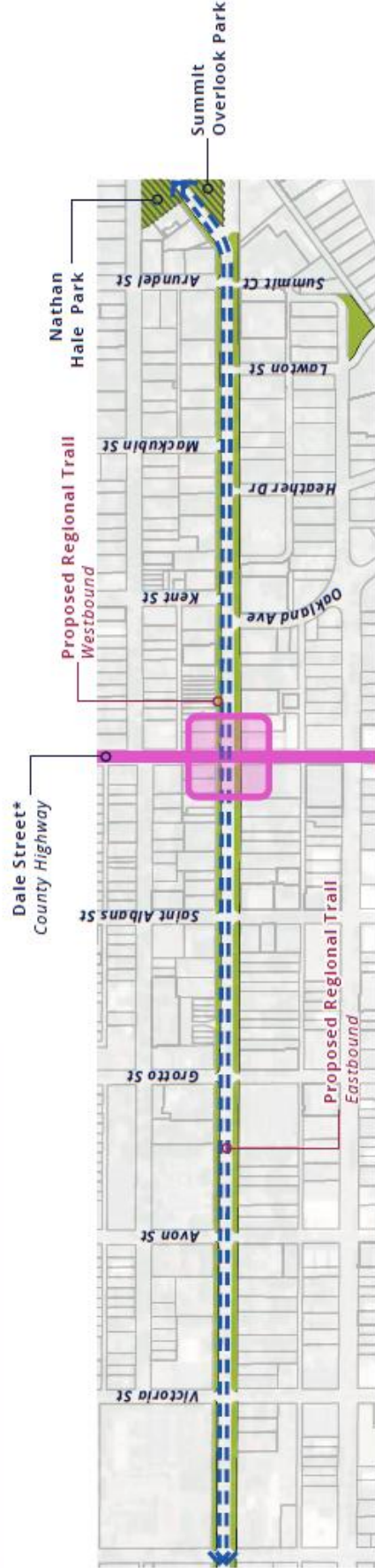


Fig. 5-71 | Segment E - Regional Trail Boundaries and Adjacencies

Legend

- Proposed Summit Avenue Regional Trail
 - Proposed Regional Trail Corridor Land
 - Local Greenspace
 - Local Greenspace Within Administrative Boundary
 - Regional Parkland
 - Regional Trail
 - Intersecting Road with Multiple Jurisdictions
- Note: These areas are outside of the regional trail's management boundary but could support regional trail amenities.
- *Coordination between agencies will be necessary at these intersections during design and engineering for the regional trail facility. Agencies include but may not be limited to:
- City of Saint Paul
 - Ramsey County
 - Minnesota Department of Transportation (MnDOT)
 - Federal Highway Administration (FHWA)

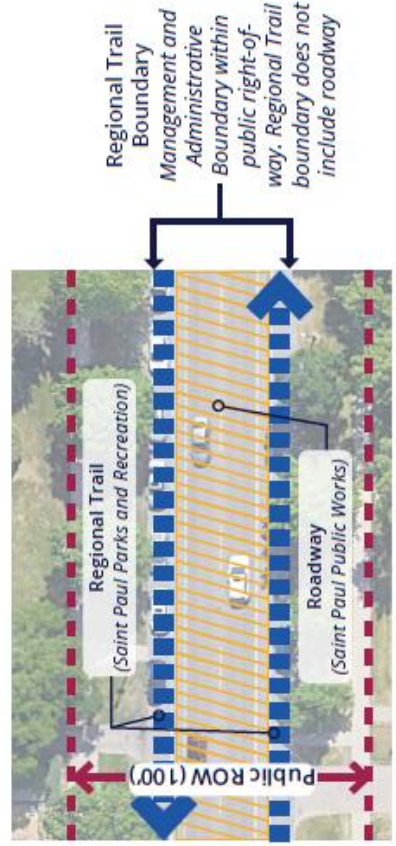


Fig. 5-72 | Segment D - Typical Trail Alignment



Boundaries and Acquisitions

Segment F

The diagram below illustrates the Regional Trail located within the public right-of-way. Sidewalks within the public right-of-way are considered local facilities - not part of the Regional Trail.

Legend

- Proposed Summit Avenue Regional Trail
- Proposed Regional Trail Corridor Land
- Local Greenspace
- Local Greenspace Within Administrative Boundary
- Regional Parkland
- Regional Trail
- Intersecting Road with Multiple Jurisdictions

Note: These areas are outside of the regional trail's management boundary but could support regional trail amenities.

- *Coordination between agencies will be necessary at these intersections during design and engineering for the regional trail facility. Agencies include but may not be limited to:
- City of Saint Paul
 - Ramsey County
 - Minnesota Department of Transportation (MnDOT)
 - Federal Highway Administration (FHWA)

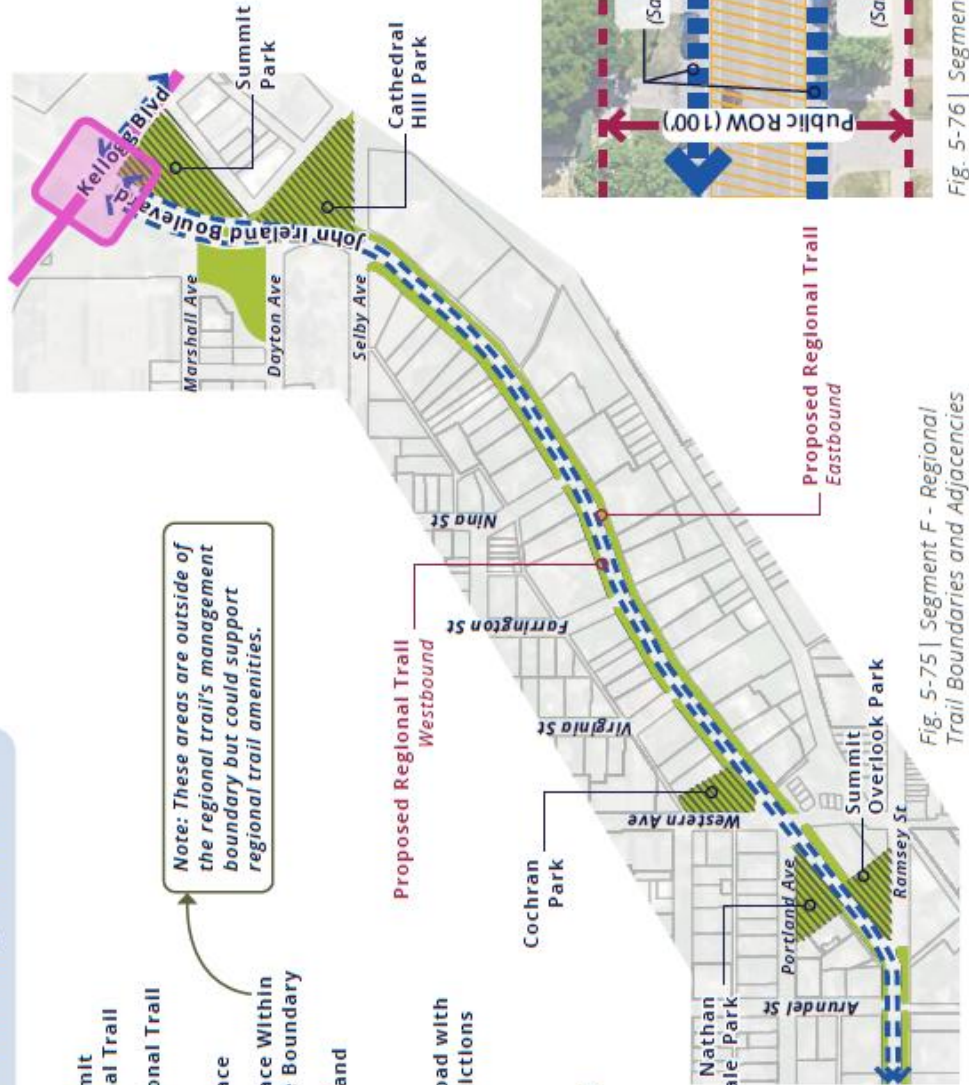


Fig. 5-75 | Segment F - Regional Trail Boundaries and Adjacencies

Regional Trail Boundary Management and Administrative Boundary within public right-of-way. Regional Trail boundary does not include roadway

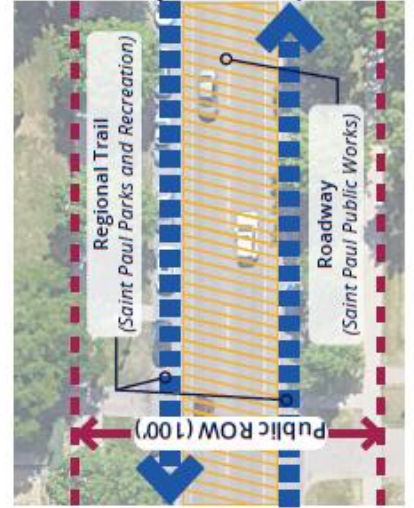


Figure 11. Summit Avenue Regional Trail - Segment F Boundary

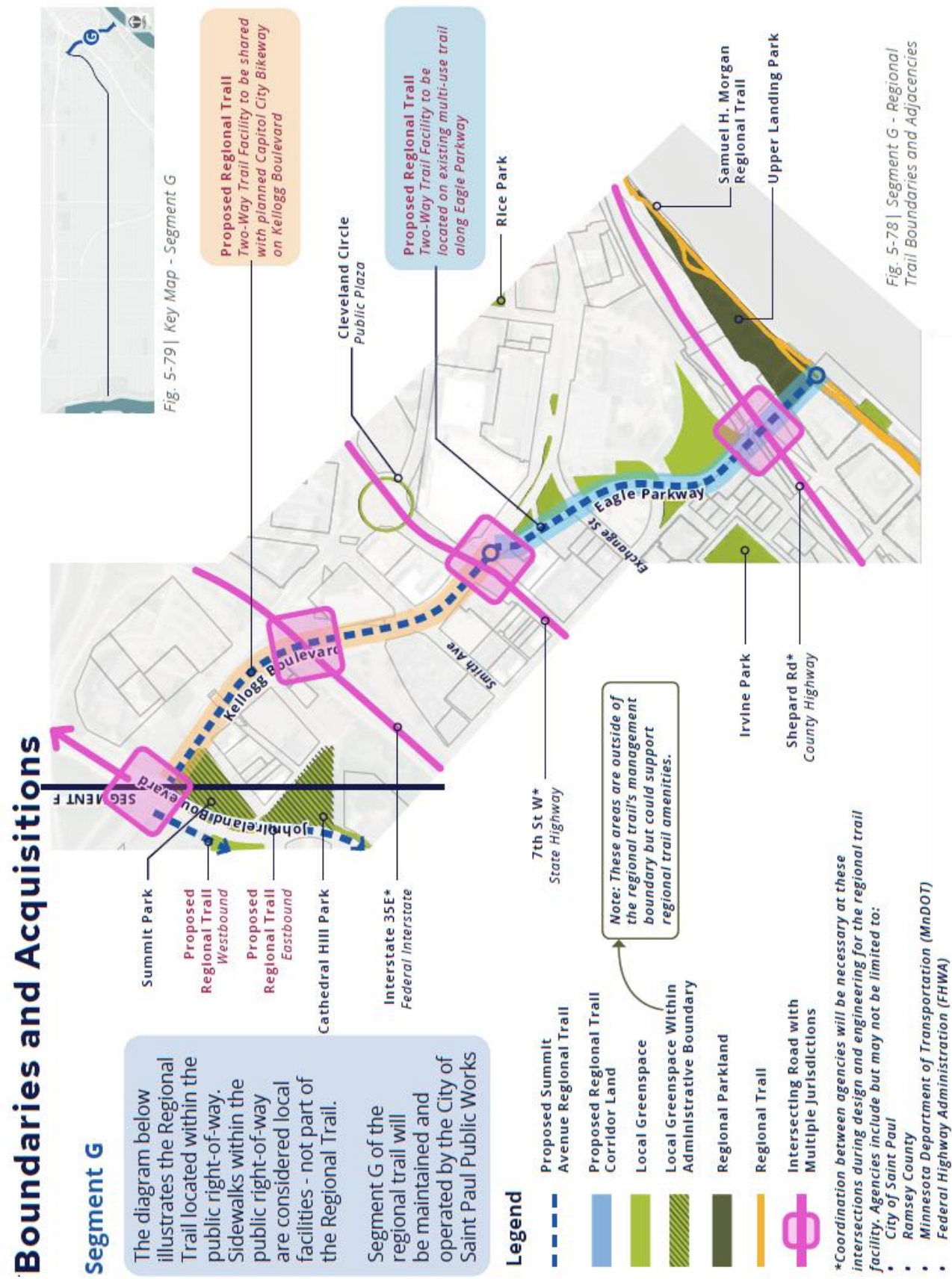
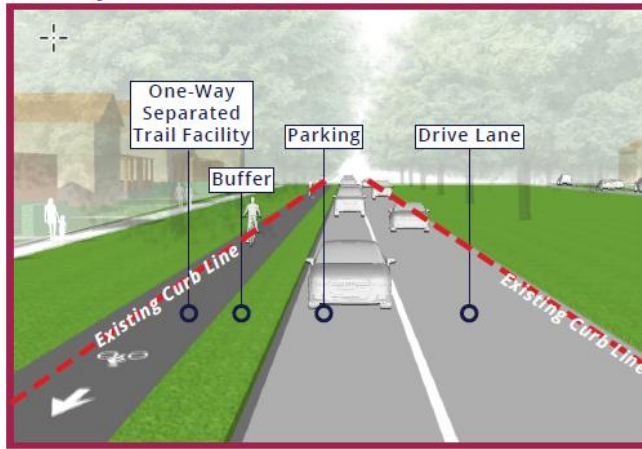


Figure 12. Segments A & C Development Concept

Roadway on south side of Summit Avenue - Eastbound



Roadway on north side of Summit Avenue - Westbound

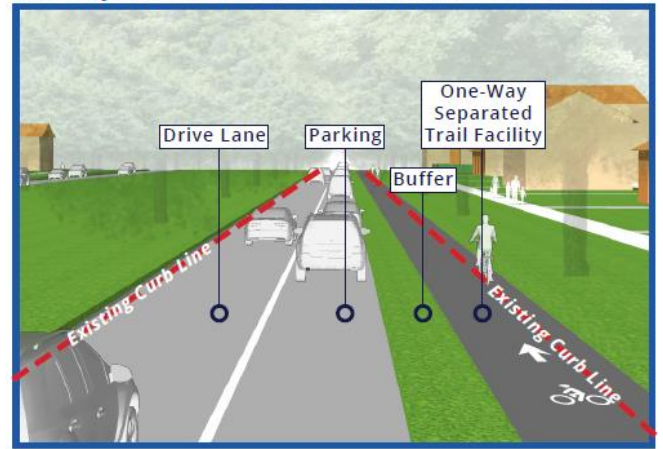


Figure 13. Segments B Development Concept

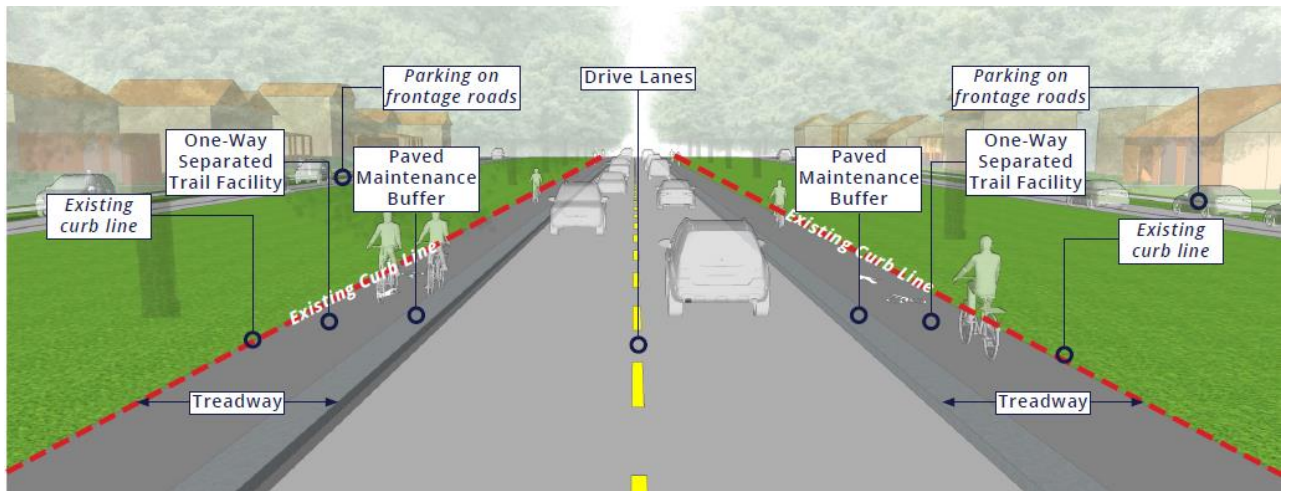
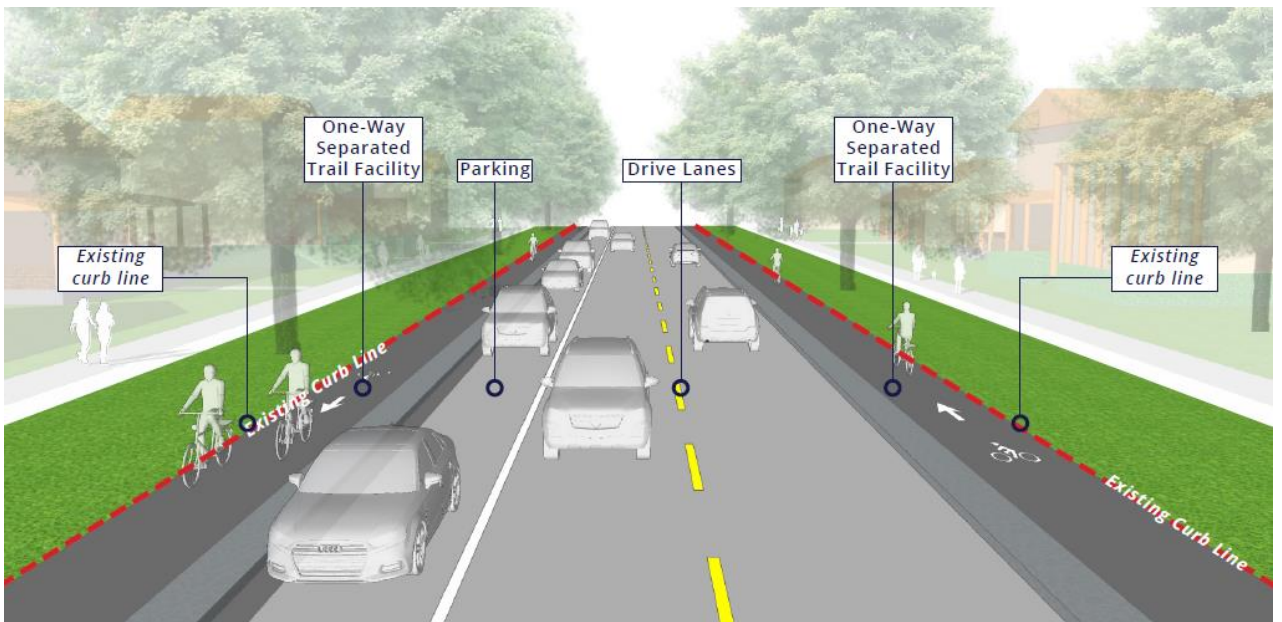


Figure 14. Segments D, E, and F Development Concept





City of Saint Paul

Signature Copy

Resolution-Public Hearing: RES PH 23-125

City Hall and Court
House
15 West Kellogg
Boulevard
Phone: 651-266-8560

File Number: RES PH 23-125

Adopting the Summit Avenue Regional Trail Plan.

WHEREAS, the Summit Avenue Regional Trail Plan ("Plan") is a visionary document to develop an approximately 5.4 mile regional trail linking Mississippi Gorge Regional Park and the Samuel Morgan Regional Trail along this scenic parkway in the City of Saint Paul; and

WHEREAS, the City's 2040 Comprehensive Plan, the 2015 Bicycle Plan, and the Metropolitan Council's 2040 Regional Parks Policy Plan ("RPPP") identifies a regional trail search corridor along Summit Avenue; and

WHEREAS, the 2040 Comprehensive Plan was adopted in 2018 following review by the Parks and Recreation Commission and approval by the City Council; and

WHEREAS, the 2019 Saint Paul Climate Action Resilience plan recognizes the importance of residents having safe access to protected active transportation facilities; and

WHEREAS, the 2019 Pedestrian Plan identifies actions to plan, design, build and maintain the City's transportation system in a way that prioritizes walking first, followed by bicycling and transit use over other vehicles; and

WHEREAS, the Department of Parks and Recreation assembled and facilitated a series of community and key stakeholder meetings, hired an engineering consultant, and worked across City departments and partner agencies to develop a preferred alignment for the Summit Avenue Regional Trail Plan; and

WHEREAS, the City Council recognizes the many community voices that have been heard throughout this planning process and appreciates the differences in opinion and life experiences shared regarding Summit Avenue, as well as the desire shared by many to preserve and enhance this unique community asset; and

WHEREAS, many parts of Summit Avenue are more than 100 years old necessitating future street reconstruction, therefore, now is the time to identify a vision for pedestrian and bicycle facilities in the corridor when reconstruction occurs; and

WHEREAS, the trees and broad median spaces along Summit Avenue are integral parts of this parkway and future design processes should apply best management practices to preserve tree health and minimize tree loss; and

WHEREAS, Summit Avenue spans several local, state, and national historic districts and this regional trail plan offers the opportunity to preserve, rehabilitate, and reveal historic and cultural features within the corridor that reflect the multi-layered and complex history of Summit Avenue and the region; and



File Number: RES PH 23-125

WHEREAS, the availability of on-street parking has been expressed as a community concern and the final design should take into account adjacent land uses in determining parking locations; and

WHEREAS, the Plan contains information required by the RPPP and includes a visionary framework for development of a regional trail, recognizing that future community engagement, design and engineering processes will be necessary to achieve site-specific facility designs; and

WHEREAS, future design and engineering processes will include neighborhood and community involvement to consider potential impacts based on existing conditions at the onset of implementation and throughout multiple phases; and

WHEREAS, the Metropolitan Council requires an approved regional plan conforming to the requirements of the RPPP to designate a regional trail alignment and plan for development; and

WHEREAS, plan approval will make the Summit Avenue Regional Trail eligible for regional capital funding to construct the trail and for regional operations and maintenance funding to operate all segments open to the public; and

WHEREAS, the completed trail is expected to become an important part of the City's and the Metropolitan Council's Regional Trail System; and

WHEREAS, the Saint Paul Parks and Recreation Commission, the Saint Paul Transportation Committee, and the Saint Paul Planning Commission are appointed bodies established to advise the Saint Paul Mayor and the City Council on long-range and city-wide matters related to the Saint Paul Department of Parks and Recreation and the Department of Planning and Economic Development; and

WHEREAS, the Parks and Recreation Commission held a public hearing on April 13, 2023 where it sought recommendations from all concerned citizens concerning the Summit Avenue Regional Trail Plan; and

WHEREAS, the Parks and Recreation Commission received a recommendation from the City of Saint Paul Transportation Committee on April 17, 2023 finding consistency with the 2040 Saint Paul Comprehensive Plan and other adopted plans; and

WHEREAS, the Parks and Recreation Commission received a recommendation from the City of Saint Paul Planning Commission on April 28, 2023 recommending the Summit Avenue Regional Trail Plan for approval and conveying it to the Parks and Recreation Commission and the City Council; and

WHEREAS, on May 11, 2023 the Parks and Recreation Commission passed a resolution recommending that the City Council approve the Summit Avenue Regional Trail Plan and conveyed that recommendation and the official record to the City Council; and

WHEREAS, in accordance with the Saint Paul Administrative Code the recommendations of the Transportation Committee, the Planning Commission and the Parks and Recreation Commission, as well as the minutes of the Parks and Recreation Commission public hearing, have become part of the official record of the proposed plan and have been submitted to the City Council; now, therefore, be it

RESOLVED, that the City Council approves and adopts the Summit Avenue Regional Trail Plan and



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is hereby authorized to submit said Plan to the Metropolitan Council for review and approval.

At a meeting of the City Council on 5/24/2023, this Resolution-Public Hearing was Passed.

Yea: 6 Councilmember Brendmoen, Councilmember Tolbert, Councilmember Noecker, Councilmember Jalali, Councilmember Yang, and Councilmember Balenger

Nay: 1 Councilmember Prince

Vote Attested by
Council Secretary



Shari Moore

Date 5/24/2023

Approved by the Mayor



Melvin Carter III

Date 5/31/2023

