

# Action Transmittal

TAC Planning Committee



**Committee Meeting Date:** September 4, 2024

**Date:** August 28, 2024

## Action Transmittal: 2024-38

Functional Classification Change Request: 5<sup>th</sup>/6<sup>th</sup> Streets in Downtown Saint Paul

**To:** Technical Advisory Committee  
**From:** TAC Planning Committee  
**Prepared By:** David Burns, Planning Analyst, 654-602-1887

### Requested Action

The City of Saint Paul requests a roadway functional classification change from Major Collector to Minor Arterial – Augmentor for the following:

- 5<sup>th</sup> Street from West 7<sup>th</sup> Street to Wall Street.
- 6<sup>th</sup> Street from Smith Avenue to Wall Street.

### Recommended Motion

That the Technical Advisory Committee approve the functional classification change request from Major Collector to Minor Arterial – Augmentor for 5<sup>th</sup> Street from West 7<sup>th</sup> Street to Wall Street and 6<sup>th</sup> Street from Smith Avenue to Wall Street in downtown Saint Paul.

### Background and Purpose

The City of Saint Paul is requesting a change of the functional classification of 5<sup>th</sup> and 6<sup>th</sup> Streets, which are one-way pairs in downtown Saint Paul, from Major Collector to Minor Arterial - Augmentor. Minor arterials are roadways that supplement and provide connections to the principal arterial system, typically serving short-to-medium trips and supporting local bus service. They carry higher volumes of traffic than local roadways and typically have few direct access points to businesses or residential facilities.

5<sup>th</sup> Street serves as the main eastbound thoroughfare through downtown Saint Paul, while 6<sup>th</sup> is the primary westbound thoroughfare. The roadways have direct connections to I-94, serving as major distributors from the interstate to and from downtown Saint Paul. They also provide service to large regional job concentrations in downtown Saint Paul, accommodate major transit routes, and have an annual average daily traffic (AADT) volume consistent with other minor arterials.

Attached is the application submitted by the City of Saint Paul and a map of the proposed change.

### Staff Analysis

The proposed change of 5<sup>th</sup> and 6<sup>th</sup> streets to the Minor Arterial – Augmentor classification more closely reflects the characteristics and function of the roadways. They provide direct access to the interstate system, serve high volumes of traffic and transit service, and provide connections to major employers in downtown Saint Paul.

### Committee Comments and Action

At its August 8, 2024, meeting, the TAC Planning Committee recommended that TAC approve the functional classification change request from Major Collector to Minor Arterial – Augmentor for 5<sup>th</sup> Street from West 7<sup>th</sup> Street to Wall Street and 6<sup>th</sup> Street from Smith Avenue to Wall Street in downtown Saint Paul.

### Routing

| To                           | Action Requested   | Date Completed<br>(Date Scheduled) |
|------------------------------|--------------------|------------------------------------|
| TAC Planning Committee       | Review & Recommend | August 8, 2024                     |
| Technical Advisory Committee | Review & Adopt     | September 4, 2024                  |



# Regional Functional Classification Change Request Form

ID Number: *Internal Use Only*

Date of Request: *Internal Use Only*

More information about this form, details on the submission process, and contact information for Metropolitan Council staff are available at: <https://metrocouncil.org/Transportation/Planning-2/Reports/Highways-Roads/Functional-Roadway-Classification/Functional-Roadway-Classification-Resources.aspx>

*Click here to view example responses from prior change requests.*

## Roadway Information

Full Roadway Name: 5<sup>th</sup> Street West, 5<sup>th</sup> Street East  
Roadway CSAH # n/a Roadway MSA # MSA 134  
Roadway County Rd # n/a Request Type: Classification change from collector to minor arterial

Full Roadway Name: 6<sup>th</sup> Street West, 6<sup>th</sup> Street East  
Roadway CSAH # n/a Roadway MSA # MSA 198  
Roadway County Rd # n/a Request Type: Classification change from collector to minor arterial

## Contact Information

Agency/City/County: City of Saint Paul  
Contact Person (Name, Title): Anna Potter, Principal Planner  
Phone: 651-266-6058 Fax: n/a  
Email: anna.potter@stpaul.gov  
Address: 25 West Fourth Street  
City: Saint Paul State: MN Zip: 55102

## Request Information

Please indicate the current and requested classification below. Note that each request may only have one current functional class. If a roadway for a requested change is not currently a single functional class throughout its full length, please split the roadway into several requests, filling out the "Roadway Information" through "Request Information" sections for each request. The "Purpose of Change" and "Principal and Minor Arterial Requests Only" sections need to be completed only once to cover all sections of a roadway if the related requests are noted (see "Dependent Requests" below).

EXISTING ROADWAY  PROPOSED ROADWAY

**Current Classification: Major Collector**  
**Requested Classification: A Minor Reliever**  
**If other:**

# Regional Functional Classification Change Request Form

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**Contingent Conditions (Proposed Roadway Only):** What future change will cause this alignment to change from proposed to existing? -----

**Other / Explain:**

**Change Start Location:** Smith Avenue

**Change End Location:** Wall Street

**Length of Requested Change (Miles):** 1 mile for 5<sup>th</sup> Street; 0.9 miles on 6<sup>th</sup> Street

**Dependent Requests:** Requests which are connected and could not be logically approved individually are dependent requests.

Is this a dependent request? YES  NO

Please provide road name(s) or ID Number(s) of dependent requests (ID Numbers are assigned by Metropolitan Council staff and may not be available if this is the first of several dependent requests): **6<sup>th</sup> Street West, 6<sup>th</sup> Street East**

**Multijurisdictional Roadways:** For requests related to a roadway which crosses or functions as a jurisdictional boundary (two cities, two counties, etc.), a letter of support is required from the neighboring city/county. For roads which function as municipal boundaries, a letter of support from the adjacent city/township, or a document showing which has jurisdiction for the segment in question, is required. Principal Arterial requests require formal resolutions of support from impacted communities.

Does this request involve other jurisdictions? YES  NO

If "yes" please attach letter(s) of support.

[Click here to view example letters of support from prior change requests.](#)

Is this a Principal Arterial request? YES  NO

If "yes" please attach formal resolution(s) of support.

[Click here to view example resolutions of support from prior change requests.](#)

**Purpose of Change:** Please briefly describe why the request is needed (900 words or less).

**5<sup>th</sup> Street is the main eastbound throughfare through downtown Saint Paul. It supplements I-94 and has direct connections to the freeway on both ends of downtown. 5<sup>th</sup> Street supports access to the regional job concentration in downtown Saint Paul, with the street running adjacent to Travellers Insurance, Alliance Bank Center, First National Bank, US Bank Center, the Metropolitan Council, and Crazy Plaza.**

**6<sup>th</sup> Street is the main westbound thoroughfare through downtown Saint Paul. It supplements I-94 and has direct connections to the freeway on both ends of downtown. 6<sup>th</sup> Street supports access to the regional job concentration in downtown Saint Paul, with the street running adjacent to Ecolab Headquarters, Treasure Island Center, the Town Square complex, and Securian Financial.**

**Both streets have significant transit service, with arterial bus rapid stations (B Line, Gold Line) and dozens of local routes and express services all making multiple stops on the corridors.**

**The primary purpose of the corridors is to supplement mobility through downtown and between the concentration of activity on either end (residential density in Lowertown and**

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entertainment district activity in Rice Park near the Xcel Energy Center). Local access is limited with the focus being the connections to the freeways and collector streets that cross it in the downtown grid.

Within downtown, 5<sup>th</sup> Street carries between 5,300-7,750 ADT, experiences over 2,000 average daily boardings at the busiest bus stops near Central Station, and serves pedestrian crowds regularly between seasonal events at Mears Park and the Xcel Energy Center. 6<sup>th</sup> Street has similar activity numbers: 5,400-8,000 ADT, 1,200 average daily transit boardings, and high pedestrian activity associated with the high density housing and jobs it serves.

Although 5<sup>th</sup> and 6<sup>th</sup> Streets are within a one-fourth mile of the adjacent minor arterial streets (i.e. 7<sup>th</sup> Street and Kellogg Boulevard), neither of the existing arterials serve transit or have direct access to I-94. Additionally, at the only other location in our region with similar levels of density and activity (downtown Minneapolis), multiple minor arterials exist in that gridded network to support the principal arterial system, at spacing much closer than the suggested one-fourth mile. We believe that adding 5<sup>th</sup> and 6<sup>th</sup> Streets to the minor arterial network would be consistent with the spacing in Downtown Minneapolis and is justified by all other mobility and functional characteristics.

**Typical Roadway Characteristics:** Please provide the following information to support the request.

Existing Intersection Treatments: *What types of intersections are present on the segment? (Examples: signalized, stop-controlled, single-lane roundabout, etc.)*  
signalized

Posted Speed: *What is the current posted speed limit on the segment?*  
25 (all downtown streets, including 5<sup>th</sup> and 6<sup>th</sup>)

Existing Annual Average Daily Traffic (AADT) and Year: *What is the traffic volume on the segment based on the most recent data and when was the information collected? (This data is available for many roadways through MnDOT's Traffic Mapping Application: <https://mndot.maps.arcgis.com/apps/webappviewer/index.html?id=7b3be07daed84e7fa170a91059ce63bb>)*

5<sup>th</sup> Street: 6,100 (2017)  
6<sup>th</sup> Street: 7,600 (2018)

Estimated Future AADT and Year (Optional): *What traffic volumes are projected for the segment and when will they be reached? (Sources of this information may include recent comprehensive or transportation plans)*

Source of Estimated Future AADT: *How were projected traffic volumes calculated and/or what was the source of this data? (Local comprehensive plan, transportation plan, etc.)*

# Regional Functional Classification Change Request Form

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## Required Attachments

1. **MAP (All Requests):** Please attach an 8.5"x11" map of the requested change in PDF format. Please include all appropriate labels and highlight the roadway in question. Submitted maps must include:
  - North arrow
  - Scale
  - Start and end points of the requested segment
  - Boundaries and labels for requesting community and surrounding communities
  - County boundaries and labels
  - Existing functional classification for surrounding roadways

Note: Map process may be incorporated directly into online submission form. If separate online map application, change text above to reflect submission of auto-generated maps. If original maps are requested, should discuss list of required map elements suggested above.

Map attached

2. **LETTERS OF SUPPORT OR DOCUMENTATION OF REQUESTED SEGMENT JURISDICTION (Cross-Jurisdictional Requests Only):** See above.
3. **RESOLUTIONS OF SUPPORT (Principal Arterial Requests Only):** See above.

# Regional Functional Classification Change Request Form

ID Number: *Internal Use Only*

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## Principal and Minor Arterial Requests Only

**Criteria:** Describe how the requested change to a roadway functional classification complies with the criteria below. The following resources provide additional background information on the concepts addressed through these criteria.

Federal Highway Administration - *Highway Functional Classification Concepts, Criteria and Procedures (2023)*

[https://www.fhwa.dot.gov/planning/processes/statewide/related/highway\\_functional\\_classifications/index.cfm](https://www.fhwa.dot.gov/planning/processes/statewide/related/highway_functional_classifications/index.cfm)

Metropolitan Council 2040 Transportation Policy Plan - *Appendix D: Functional Classification Criteria and Characteristics, and MnDOT Access Guidance:*

[https://metro council.org/Transportation/Planning-2/Key-Transportation-Planning-Documents/Transportation-Policy-Plan/The-Adopted-2040-TPP-\(1\)/Final-2040-Transportation-Policy-Plan/2040-TPP-Appendix-D-Functional-Class.aspx](https://metro council.org/Transportation/Planning-2/Key-Transportation-Planning-Documents/Transportation-Policy-Plan/The-Adopted-2040-TPP-(1)/Final-2040-Transportation-Policy-Plan/2040-TPP-Appendix-D-Functional-Class.aspx)

**Place Connections:** *How does the roadway connect regional job concentrations, local centers, and freight terminals?* (500 words or less)

5<sup>th</sup> Street is the main eastbound throughfare through downtown Saint Paul. It supplements I-94 and has direct connections to the freeway on both ends of downtown. 5<sup>th</sup> Street supports access to the regional job concentration in downtown Saint Paul, with the street running adjacent to Travellers Insurance, Alliance Bank Center, First National Bank, US Bank Center, the Metropolitan Council, and Crazy Plaza.

6<sup>th</sup> Street is the main westbound thoroughfare through downtown Saint Paul. It supplements I-94 and has direct connections to the freeway on both ends of downtown. 6<sup>th</sup> Street supports access to the regional job concentration in downtown Saint Paul, with the street running adjacent to Ecolab Headquarters, Treasure Island Center, the Town Square complex, and Securian Financial.

Both streets run adjacent to Xcel Energy Center, Rice Park, Mears Park, and multiple pockets of residential density downtown. Commercial activity at both ends of downtown are supported by these two streets.

**Spacing:** *Does the roadway comply with recommended roadway spacing guidelines for principal/minor arterials? (Click here to view spacing guidelines)* (500 words or less)

Although 5th and 6th Streets are within a one-fourth mile of the adjacent minor arterial streets (i.e. 7th Street and Kellogg Boulevard), neither of the existing arterials serve transit or have direct access to I-94. Additionally, at the only other location in our region with similar levels of density and activity (downtown Minneapolis), multiple arterials exist in that gridded network to support the principal arterial system, at spacing much closer than the suggested one-fourth mile. We believe that adding 5th and 6th Streets to the minor arterial network would be consistent with the spacing in Downtown Minneapolis and is justified by all other mobility and functional characteristics.

**System Connections & Access Spacing:** *Does the roadway provide access to multiple roadways of lower classification? How is access managed for connecting roadways?* (500 words or less)

# Regional Functional Classification Change Request Form

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Within the 1 mile downtown segment, 5<sup>th</sup> and 6<sup>th</sup> Street connect with five other minor arterials and five collectors. All intersections are signalized. 5<sup>th</sup> and 6<sup>th</sup> Streets get priority in the signal timing and balancing due to the transit purpose of the roadways. The streets both have bus lanes. However, cycle lengths are minimized in order to accommodate the high level of pedestrian activity in a downtown setting.

The grid system in downtown is set and no new access will be granted.

**Trip-Making Service: *How does the roadway serve long-distance trips with minimal delay (for principal arterials) or trips of moderate length at a somewhat lower level of mobility (for minor arterials)?*** (500 words or less)

5<sup>th</sup> and 6<sup>th</sup> Street both have a bus lane and at least two general purpose lanes. This geometry provides a nice balance of multimodal access to the downtown environment while also allowing for significant throughput without major delays or safety challenges. This balance is expected to remain as the streets have freeway access on both sides of downtown and have recent significant transit investment for Gold and B Line transitways.

**Mobility vs. Land Access: *How does the roadway balance vehicle- and person-throughput with providing access to adjacent land uses?*** (500 words or less)

5<sup>th</sup> Street and 6<sup>th</sup> Street have signal coordination and timing along their length. However short cycle lengths are used to accommodate pedestrian activity and make walking along and across convenient. Driveways are not-preferred and if new developments are planned the driveways would be focused to the side-streets. That said, the corridor is entirely developed in a downtown setting already. The person-throughput is accomplished by having significant transit services (dozens of bus routes and transitways) and by being a part of two one-way pairs downtown. Both streets have a well-used bus lanes supplemented by general purpose travel lanes.



# Regional Functional Classification Change Request Form

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## Minor Arterial Impacts:

Does this request impact the Minor Arterial Sub-Designation? YES  NO

If "yes" please provide the following attributes based on Transportation Policy Plan (TPP)

Appendix D, Table D-4: [http://metro council.org/Transportation/Planning-2/Key-Transportation-Planning-Documents/Transportation-Policy-Plan-\(1\)/The-Adopted-2040-TPP-\(1\)/Final-2040-Transportation-Policy-Plan/2040-TPP-Appendix-D-Functional-Class.aspx](http://metro council.org/Transportation/Planning-2/Key-Transportation-Planning-Documents/Transportation-Policy-Plan-(1)/The-Adopted-2040-TPP-(1)/Final-2040-Transportation-Policy-Plan/2040-TPP-Appendix-D-Functional-Class.aspx)

**Use:**

**Location:**

**Trip Length:**

**Problem Addressed:**

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----- **Committee Staff ONLY** -----

### Staff Recommendation:

Consent Approval: -----

Technical Correction: -----

Staff Recommendation:

MnDOT Consent: YES

NO

Comments:

Potential Issues:

**Impacts of Change:** Describe the impact of this change on functional classification percentages in the jurisdiction and the plan for maintaining balance (300 words or less). **[Information required for MnDOT Change Request Form]**

### Change Tracking:

TAC Planning Record of Decision:

Date:

TAC Record of Decision:

Date:

TAB Record of Decision (PA ONLY):

Date:

MnDOT Notification:

Date:

*Geography Recorded:* -----

*Date:*

*Previous Action ID:*

*Date:*

