



CITY OF SAINT PAUL

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TRANSPORTATION COMMITTEE OF THE PLANNING COMMISSION

Monday, August 10, 2015, 4:00 p.m. – 5:30 p.m.

*All meetings are held in the City Hall Annex 13th floor
Conference room at 25 West 4th Street in Saint Paul*

1. Pedestrian Assessment Report – Mark Riegel, Public Works
2. Bike Facilities for City Mill and Overlay Projects, Fall 2015 – Luke Hanson, Public Works

Upcoming Transportation Committee Meetings

- August 24
- September 21

Meetings are open to the public. The Chair may allow five minutes for informal public comment (from non-committee members) at the beginning of each agenda as needed. Additional time may be allocated for comments or further discussion at the discretion of the Chair. Meetings will be cancelled if there is not a quorum expected, or if there are no agenda items. For additional information on the Transportation Committee of the Planning Commission, please visit our website at bit.ly/StPaulTC or contact Hilary Holmes at hilary.holmes@ci.stpaul.mn.us or 651-266-6612.

Transportation Committee Staff Report

Committee date:

Project Name	<i>Pedestrian Assessment Report</i>
Geographic Scope	<i>Citywide</i>
Ward(s)	<i>All</i>
District Council(s)	<i>All</i>
Project Description	<i>Assessment of Pedestrian Conditions, Safety, and Programs/Projects</i>
Project Contact	<i>Mark Riegel</i>
Contact email/phone	<i>651-266-6579</i>
Lead Agency/Department	<i>Department of Public Works</i>
Purpose of Project/Plan	<i>To help the City become a more pedestrian-friendly city through a high-level examination of existing conditions and processes affecting pedestrians throughout Saint Paul. The goal of the Assessment Report is to identify the strengths of the pedestrian environment and processes in Saint Paul, as well as the obstacles, so that the City can better focus efforts on improvements to the pedestrian realm that will have the greatest impact, and to draw conclusions on how the City might best focus its efforts on pedestrian issues to make Saint Paul a more pedestrian-friendly city.</i>
Planning References	<i>Saint Paul Comprehensive Plan</i>
Project stage	<i>Planning</i>
General Timeline	<i>TBD</i>
District Council position (if applicable)	<i>Unknown</i>
Level of Committee Involvement	<i>Involve</i>
Previous Committee action	<i>None</i>
Level of Public Involvement	<i>None</i>
Public Hearing	<i>None</i>
Public Hearing Location	<i>n/a</i>
Primary Funding Source(s)	<i>MN GreenCorps; City staff time</i>
Cost	<i>unknown</i>

Staff recommendation	<i>Provide feedback/recommendations.</i>
Action item requested of the Committee	<i>Provide feedback/recommendations.</i>
Committee recommendation	<i>To be filled in at the meeting</i>
Committee vote	<i>To be filled in at the meeting</i>

Saint Paul Pedestrian Assessment Report

2015

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Acknowledgements

This report was prepared by Minnesota GreenCorps Member, Mark Riegel, with the support of City of Saint Paul staff and input from community members.

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Chapter 1: Executive Summary

Pedestrians are at the heart of every city throughout the United States, and Saint Paul is no exception. Every person is a pedestrian at some part of the day. This includes people who walk from their front door to their car to drive to work, people who walk to the nearest transit stop to catch the bus, and people who utilize mobility-assistive devices to travel around the city. Walking – whether on foot or with an assistive device – is integral to the City of Saint Paul. And in order to ensure the long-term success and vitality of Saint Paul, the City must continually work to improve the pedestrian network of sidewalks, trails, and streets, and connections to other forms of transportation. The City must also work to enhance the pedestrian experience for all people walking throughout Saint Paul so that walking is safe, accessible, and convenient for everyone. If Saint Paul can make itself an exceptional walking city, then it will have taken a large step forward as “The Most Livable City in America”.

The *Saint Paul Pedestrian Assessment Report* aims to help the City become a more pedestrian-friendly city through a high-level examination of existing conditions and processes affecting pedestrians throughout Saint Paul. The goal of the *Assessment Report* is to identify the strengths of the pedestrian environment and processes in Saint Paul, as well as the obstacles, so that the City can better focus efforts on improvements to the pedestrian realm that will have the greatest impact. Interviews were conducted with City staff and community members to gain a better understanding of existing pedestrians in Saint Paul. Information gathered from interviewees together with the Department of Transportation’s spatial crash data helped provide a more complete picture of what works and what doesn’t for pedestrians in Saint Paul. Case studies on pedestrian plans from peer cities throughout the United States also provide insight into what policies and programs might be effective for improving pedestrian conditions in Saint Paul. Ultimately, the *Assessment Report* draws conclusions on how the city might best focus its efforts on pedestrian issues, with the end goal of making Saint Paul a more pedestrian-friendly city.

The *Assessment Report* is organized into ten chapters with each looking at a different component of the pedestrian environment in Saint Paul, as well as lessons from other

cities. Chapter 2 provides an introduction to the role of walking in all cities, and the importance of improving pedestrian conditions in Saint Paul. Chapter 3 presents a summary of case studies performed on Pedestrian Plans from peer cities throughout the country. Planning and policy support for pedestrians issues are addressed in Chapter 4. Chapter 5 provides a brief overview of various City of Saint Paul departments and programs that deal directly with pedestrian issues and the walking environment. Chapter 6 is a summary of the interviews conducted with community members throughout development of the *Assessment Report*. Department of Transportation crash data for Saint Paul is used in Chapter 7 to perform spatial analysis of pedestrian conditions in the City, represented by both maps and graphs. Chapter 8 presents final conclusions for the City based on existing conditions, the community interviews, and lessons learned from Pedestrian Plans in other cities. Chapter 9 concludes the *Saint Paul Pedestrian Assessment Report* by providing a list of funding opportunities for improvements to the pedestrian realm.

Chapter 2: Introduction

Walking is an essential part of every city throughout the United States, including Saint Paul. We all walk – and therefore are pedestrians – at some point every day. Some people walk for exercise around their neighborhood, others walk as a form of transportation itself, and some people utilize mobility-assistive devices to help them navigate the pedestrian network of sidewalks, trails, and streets. In all instances, when someone is walking – whether on foot or with an assistive device – they are a pedestrian experiencing the walking environment of Saint Paul firsthand.

In recent years many cities have begun to create and implement planning and policy initiatives to directly address and enhance pedestrian conditions. Complete Streets policies that encourage the development of streets that allow for all transportation modes – motorists, bicyclists, and pedestrians – to safely use the public right of way have been adopted in cities around the country, including in Saint Paul. For many cities, improving walkability goes hand in hand with making the city a more livable and desirable place. People that are able to walk safely and easily about the city have the opportunity to explore their neighborhood, experience chance encounters with fellow city residents, and also receive the health benefits of utilizing active transportation. The benefits of active transportation have become especially salient in the past decade as obesity rates in the United States for adults and adolescents have reached epidemic proportions. According to a recent National Health Survey, approximately 1 in 3 adults are obese¹ while about 1 in 6 adolescents are obese². Activity and exercise is one way to help address this health issue in the United States, and walking is a great way to be active every day. The American Heart Association recommends that American adults get at least 150 minutes

¹ KM Flegal, MD Carroll, BK Kit, and CL Ogden. “Prevalence of obesity and trends in the distribution of body mass index among US adults, 1999–2010,” *Journal of the American Medical Association* 307 (2012):491–97.

² CL Ogden, MD Carroll, BK Kit, and KM Flegal. “Prevalence of obesity and trends in body mass index among US children and adolescents, 1999–2010,” *Journal of the American Medical Association* 307 (2012):483–90.

of exercise each week³ – a goal that can be achieved by walking. If cities can make walking easy, convenient, and safe then people can incorporate walking into daily life.

In many ways Saint Paul has high-quality walking environment, but there are still many obstacles that need to be addressed before Saint Paul can become a great walking city. Pedestrians traveling throughout Saint Paul benefit from an extensive grid sidewalk network that interfaces well with public transportation and other transportation options. And in recent years, with the adoption of the *Complete Streets Resolution* and the soon to be completed *Street Design Manual*, Saint Paul is clearly making an effort to improve pedestrian conditions throughout the City. However, there are still many barriers to walking in Saint Paul that need to be addressed. Sidewalks in disrepair present a dangerous obstacle to people with mobility impairments, gaps in the sidewalk network make it unsafe for all pedestrians to travel along and across streets, and a disproportionate number of serious crashes involve pedestrians. In fact, in the ten-year period from 2005 to 2014, pedestrians were involved in 191 crashes that resulted in an incapacitating injury or death.

Saint Paul is making progress towards a safer, more accessible, and more convenient walking environment. However, as the crash data show these improvements cannot come quickly enough. In the following chapters of this *Assessment Report*, the strengths and weaknesses of the pedestrian environment in Saint Paul will be identified and compared against cities across the United States. The goal of the *Assessment Report* is to identify options for how Saint Paul can begin to make steps forward and become a truly great pedestrian-friendly city.

³ *American Heart Association Recommendations for Physical Activity in Adults*. The American Heart Association, Feb. 2012. Web. 22 July 2015.

Chapter 3: Pedestrian Plans in Peer Cities

As previously mentioned, cities throughout the United States, and around the world, are taking steps toward making more walkable and pedestrian-friendly cities. In the United States, many cities have begun to implement Complete Streets policies with the aim of designing streets that take into account the needs of *all* road users – people who walk, bike, or drive – to ensure that each transportation mode can use the roadway safely. In addition to pedestrian-oriented policies, some cities have adopted comprehensive Pedestrian Plans to guide pedestrian planning efforts and project implementation. Saint Paul does have strong policy support for making the city a more walkable place but as of yet does not have a Pedestrian Plan.

In order to better understand what unique challenges and opportunities cities faced in crafting Pedestrian Plans, case studies were performed on seven cities throughout the country. Key themes, concepts, and lessons learned are identified and summarized in this chapter. Although Saint Paul does not currently have a Pedestrian Plan, nor are there plans as of yet to create one, the analysis of Pedestrian Plans offers many lessons on improving the pedestrian environment that could be applicable and useful to consider for Saint Paul.

Pedestrian Plan	Year Adopted
Pedestrian Transportation Plan for Madison, Wisconsin	1997
City and County of Denver Pedestrian Master Plan	2004
Minneapolis Pedestrian Master Plan	2009
Seattle Pedestrian Master Plan	2009
Chicago Pedestrian Plan	2012
Philadelphia Pedestrian and Bicycle Plan	2012
La Crosse Bicycle and Pedestrian Plan	2012

Common Themes

Although each Pedestrian Plan investigated in this chapter presented its own vision for a truly walkable city, common themes emerged throughout the case study process. While conducting the case studies, seven common themes and components emerged. These themes serve as the guideline for the case studies and will help to summarize the key points and unique features from the Pedestrian Plans.

1. Pedestrian Plan Vision and Purpose Statement
2. Community and Stakeholder Involvement
3. Policy and Planning Context
4. Goals and Objectives
5. Tools and Guidelines Used
6. Implementation Strategy
7. Funding Opportunities

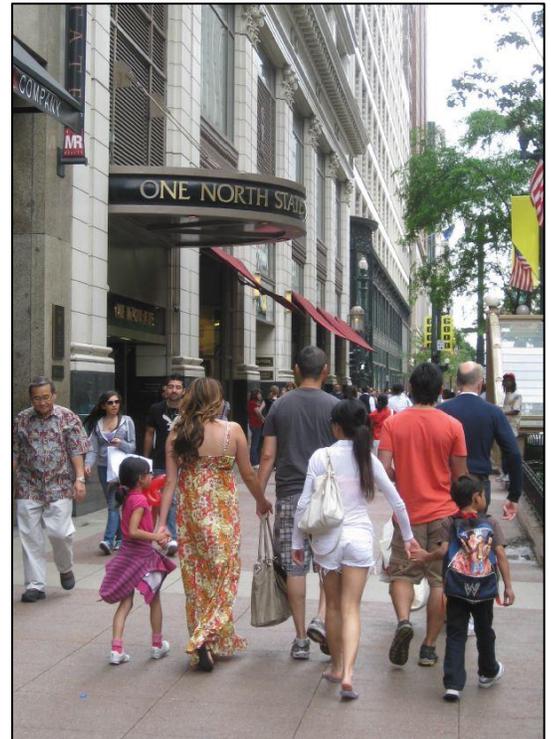
Pedestrian Plan Vision and Purpose Statement

Each pedestrian plan set forth a vision and/or a purpose statement to set goals that the City could strive for and measure its success in the implementation of the Plan. Usually this defining statement came about as a result of robust stakeholder and public engagement and input from a steering committee of City staff, local agencies, and stakeholders. At its most basic level, the vision or purpose statement for each city envisioned a future walking throughout the city is:

- ⇒ **Safe and Accessible**
- ⇒ **Convenient**
- ⇒ **Enjoyable**

Furthermore, through the implementation of the Pedestrian Plan, cities and residents will become:

- ⇒ **Healthier**
- ⇒ **More Sustainable**



“People choose to be pedestrians because the experience is the safest, most connected, accessible, and above all, the most enjoyable.”

-Chicago Pedestrian Plan Vision

⇒ **More Connected**

⇒ **More Economically Sound**

Community Engagement

Community engagement is essential for the success of any city planning and policy process. It is vital that city staff, residents, and stakeholders are involved throughout the planning process so that the final Pedestrian Plan represents the interests of people and organizations throughout the city. In particular, city staff involved with the planning process for the Pedestrian Plan need to provide opportunities for the community to offer feedback on planning efforts and provide input on important issues to address. The engagement process can take on a variety of formats from public meetings and open houses, to online surveys, and even more innovative approaches such as walking tours.

- **Public Meetings and Open Houses:** City staff coordinates an open house or public meeting where community members and organizations can offer feedback directly to city staff
 - Meetings held at key points throughout the development and eventual adoption of the Pedestrian Plan
 - Meetings held in varying locations and times (usually in the evening) throughout the city to encourage turnout from different neighborhoods
- **Multi-media participation options:** Provides an opportunity for the community to participate in planning process outside of attending a public meeting or open house
 - Project website
 - Allows community to leave feedback and learn more about the status of the Plan and related information
 - Serves as a 24/7 resource for community members interested in learning more
 - Online surveys
 - Can be used to collect input from community members in a format approximating an open house
 - Provides quantifiable feedback from community
 - Mail-in forms

- Can also be used to collect input from community members
- Useful for collecting feedback from community members unable to attend open house or without reliable access to internet
- **Innovative Community Engagement Practices:** Open houses held in the evening are not always the most effective means to collect feedback from community members, especially those that have work or family conflicts in the evening. Some Pedestrian Plans, the Chicago Pedestrian Plan in particular, utilized innovative engagement practices to still reach community members who may not usually be engaged in city planning efforts or be unable to participate in traditional engagement efforts.
 - Downtown walking tour – Participants spend time exploring the city’s downtown area and neighborhoods while analyzing the strengths and shortcomings of the pedestrian environment; participants report findings back to staff. The Chicago Department of Transportation hosted a downtown walking tour to gather feedback from participants.
 - “Big Ideas” – Community members provide their ideas for how to radically improve the pedestrian environment



Downtown Walking Tour - Over 130 people participated in an intersection observation and analysis during a downtown walking tour of Chicago

Stakeholder Engagement

Tied into the community engagement component of the Pedestrian Plan process is identifying and engaging key stakeholders – both individuals and organizations – to provide important feedback and guidance. Generally, cities engaged stakeholders and city staff in the planning process through targeted interviews and the formation of a steering or advisory committee.

- **Steering or Advisory Committee:** Mix of city staff and local agencies (Public Works, Planning & Economic Development, County staff), regional planning organizations, professionals, non-profits, citizens and other stakeholders interested in pedestrian issues
 - Essential component of every planning process for a Pedestrian Plan
 - Identifies goals and vision for the Pedestrian Plan
 - Guides the development of the Pedestrian Plan and participates throughout the planning process to offer feedback and identify key challenges and opportunities
- **Stakeholder Interviews:** Interviews allows stakeholders to share their thoughts and concerns regarding the pedestrian environment and related issues in more detail. Stakeholder interviews are a great way for city staff to target key organizations and individuals should be included in the planning process.
- **Innovative Stakeholder Engagement Strategies**
 - Round Table Discussions – The City of Seattle held multiple round table discussions with key groups of stakeholders in order to gain perspectives on walking in the city for targeted groups of stakeholders, and to keep stakeholders engaged in the Pedestrian Plan development process. The City of La Crosse held similar group stakeholder interviews.
 - Connect with stakeholders at community events – Input from stakeholders can be gathered outside of interviews or public meetings by attending community events and connecting with community organizations. For example, during the planning process for the Seattle Pedestrian Plan, staff attended community and neighborhood events to gather feedback from residents and stakeholders. This is an effective method for reaching community members and specific stakeholders that may be unable to attend an interview or public meeting.

Policy and Planning Context

In some cities, previous policy and planning documents explicitly call for the creation of a Pedestrian Plan. In others, the policy and planning background supports the city in addressing pedestrian issues and making improvements. However in both cases, whether

a Pedestrian Plan is explicitly called for or not, the city does have policy and planning support to begin addressing issues in the pedestrian environment. Each Pedestrian Plan created a robust outline of relevant policy and planning documents related to the pedestrian realm and how they supported and could interact with the Pedestrian Plan.

- City, regional and state policies and plans are drawn on to support each Pedestrian Plan
- Pedestrian Plan supported by or explicitly called for in each City's Comprehensive Plan and other supporting documents
- Complete Streets policies and sustainability policies are also used to support the creation of a Pedestrian Plan

Goals and Objectives

Identifying clear goals and objectives provides direction for the Pedestrian Plan and sets benchmarks by which to measure progress on implementation. Often times these goals were identified through community engagement, and through feedback from the steering committee. Although the cities analyzed for this *Assessment Report* presented their own goals and objectives tailored specifically to their city, there were still common themes shared by all Pedestrian Plans.

- Improve safety for pedestrians whether people are walking on foot or with a mobility-assistive device
- Increase accessibility for **all** pedestrians so that all people can safely and easily utilize the pedestrian network of sidewalks, trails, and streets
- Improve connectivity via pedestrian infrastructure improvements to eliminate gaps in the pedestrian network
- Promote a culture of walking where people walk because it is safe, easy, and enjoyable to do so

Tools and Guidelines

For some cities, the Pedestrian Plan outlines a range of design guidelines for the pedestrian environment to be implemented in future street reconstruction and rehabilitation projects. In others, the Pedestrian Plan serves as more of a policy document guiding when, where, and how best to implement pedestrian-oriented projects that benefit

people walking in the city. Pedestrian Plans utilized several national design guides and policies to help select tools that would be most effective in their respective cities.

- **Design Guides:** Offer guidance on pedestrian treatments and designs for cities
 - AASHTO Guide for the Planning, Design, and Operation of Pedestrian Facilities
 - NACTO Street Design Guide
 - Pedestrian and Bicycle Information Center
 - Manual on Uniform Traffic Control Devices (MUTCD)
 - Complete Streets Policy and Design
- Numerous pedestrian infrastructure treatments were identified throughout the Pedestrian Plans included in the *Assessment Report*. The list below is not a comprehensive list but more just a general idea of some key design treatments.
 - Marked crosswalks
 - Road diets: Transportation planning technique that reduces the number of travel lanes or the width of a road in order to make improvements to the road
 - Chicanes: Artificial feature in roads intended to add extra turns for motor vehicles to help slow traffic for safety
 - Leading Pedestrian Interval: At intersections a LPI typically gives pedestrians a 3-7 second head start when entering an intersection with a corresponding green signal in the same direction of travel. This helps increase visibility of pedestrians, especially when vehicles are making turning movements.

Implementation Strategy

After setting goals and objectives for the Pedestrian Plan, as well as design elements to be included in future pedestrian infrastructure projects, cities created a set of criteria to guide the implementation of the Plan. The implementation strategy helps to prioritize pedestrian improvements that can be implemented in both the short and long-term. Implementation strategies identified priorities, opportunities for immediate implementation, and other factors that could advance the goals of the Pedestrian Plan.

- Shared implementation strategies:

- Create prioritization parameters to identify high priority projects and areas
- Bundle pedestrian improvements with larger projects to reduce costs of pedestrian improvements
- Implement uniform pedestrian design standards to enhance connectivity
- Collect and assess more pedestrian-oriented data
- Identify and acquire funding sources for pedestrian projects

● **Innovative Implementation Strategies**

- Online Pedestrian Plan Format – In order to make the Seattle Pedestrian Plan into a community resource, the Seattle Department of Transportation formatted the entire document as a website. The website is designed to be easily accessible by all community members so that people throughout Seattle can use the Pedestrian Plan as a resource. This allows community members to more easily engage with the Pedestrian Plan and work to achieve implementation goals.



The Seattle Pedestrian Plan exists in an online format

Funding Opportunities

The final component of a Pedestrian Plan is identifying the funding sources that can begin the process of implementation. Many cities do not have dedicated funds for pedestrian improvements so therefore other funding sources need to be identified. There are a variety of funding opportunities at the local, regional, and national level that could aid in the implementation of the Pedestrian Plan.

● **Local and Regional Funding**

- Capital Improvement Process
- Regional Planning Organization Grants
- Economic Development

- **Federal Funding**
 - Map-21 Federal Transportation Authorization Bill
 - Safe Routes to School
 - US Dept. of Health Programs
 - Congestion Mitigation and Air Quality (CMAQ)
- **Innovative Funding Opportunities**
 - Transportation Levy – In 2006, Seattle residents voted to pass a nine-year, \$365 million levy targeting transportation maintenance and improvements. The levy known as “Bridging the Gap” is complemented by a commercial parking tax. Projects funded by the levy incorporate a complete streets lens as they improve the transportation network for all modes including people who walk, people who bike, and people who drive.
 - Sidewalk Fee – The City and County of Denver recommended several new funding mechanisms for the pedestrian network including the collection of an annual sidewalk fee from each property owner for the lifetime replacement cost of city standard sidewalk required on their property.

Lessons for Saint Paul

Every city faces unique challenges when implementing improvements to the pedestrian environment, yet through the case study analysis of Pedestrian Plans from peer cities some key lessons for Saint Paul emerged. Perhaps the most evident takeaway was the importance of including a robust community and stakeholder engagement component in pedestrian planning processes. In order to engage more representative and diverse groups of community members, cities must move beyond the traditional public meeting or open house format. Providing multiple opportunities for public participation and stakeholder involvement through online resources, walking tours, or group discussions would help ensure that planning and implementation efforts are successful in Saint Paul.

Additionally, once the vision and goals are identified for a pedestrian planning effort, it is vital that a city create a strong strategy to guide the implementation of the projects. As many cities demonstrated, creating and utilizing a prioritization matrix can help to focus

efforts on projects and areas that require the most immediate attention. Additionally, it is important to identify a range of funding sources at both the local, regional, and federal level so that project outcomes can be achieved and measured in both the short and long-term. As Saint Paul seeks to improve the pedestrian environment, these lessons could help ensure the success of all projects that impact the pedestrian realm both directly and indirectly.

Chapter 4: Planning Context

Although Saint Paul does not have a Pedestrian Plan, pedestrian issues have been an important component of planning and policy documents for the City. From the City's *Comprehensive Plan* to the *Complete Streets Resolution*, each document identifies opportunities to improve the pedestrian environment and sets forth policies to help guide these improvements. The common goal of these planning and policy documents is to make Saint Paul a more walkable and livable city for all residents.

Saint Paul Comprehensive Plan - 2010

The *Saint Paul Comprehensive Plan* creates a “blueprint” to guide the development of Saint Paul in response to emerging trends and anticipated changes, all while recognizing the history of the city. The *Comprehensive Plan* focuses on the built environment but at its core it is about the people that work and live in Saint Paul. The *Plan* places an emphasis on improving and enhancing the pedestrian environment throughout Saint Paul. In particular the *Comprehensive Plan* calls for the City to Complete the Streets, improve pedestrian connectivity throughout Saint Paul, and to enhance the pedestrian experience for all people living, working, and visiting Saint Paul.

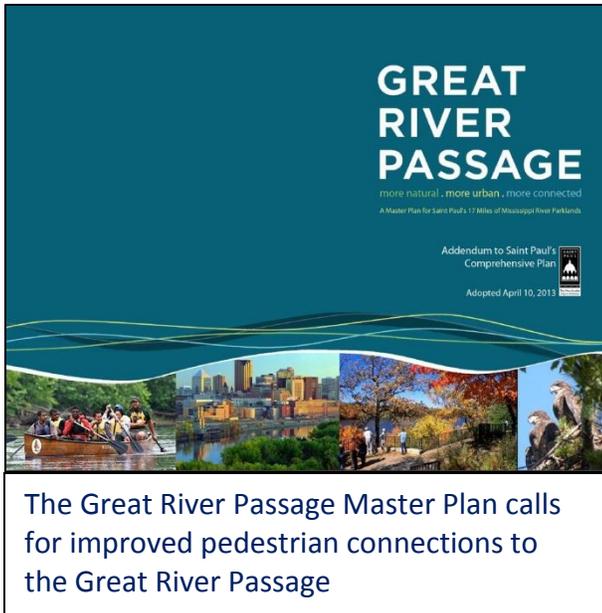
Complete Streets Resolution - 2009

The *Complete Streets Resolution* outlines the benefits of designing streets for all users – pedestrians, bicyclists, and motorists – and commits the City to ensuring that Complete Streets principles are included in all street design and construction projects. The *Resolution* also calls for the creation of a set of design guidelines to help implement Complete Streets.

Saint Paul Street Design Manual – Draft

The *Saint Paul Street Design Manual* is currently in draft form but still offers useful guidelines for designing better pedestrian environments. The *Manual* is intended as a tool to implement complete streets policies and guide the programming of all future street projects so that each project will be a well-coordinated process and contribute as part of a balanced transportation network for the greatest overall

benefit to the public. The *Manual* makes a point to address *all* transportation modes - walking, bicycling, and driving - so that every mode of transportation is safe, efficient, and equitable for all roadway users.



Great River Passage Master Plan - 2013

The *Great River Passage Master Plan* presents recommendations for orienting the City toward the Mississippi River and integrating new and enhanced parks and natural areas along all 17 miles of the Mississippi River through Saint Paul. The Plan utilizes three defining principles - more natural, more urban, and more connected - to help the City implement the recommendations. Pedestrian issues are integrated into the *Master Plan*

with recommendations to improve pedestrian connections to the Great River Passage both physically and visually, while also providing more opportunities for recreation along the river passage.

Downtown Development Strategy - 2003

The *Downtown Development Strategy* is a 10-year policy plan that responds to the changing nature of downtown in five key areas: arts, culture and entertainment; living; working; movement; and public realm, parks and recreation. The *Downtown Development Strategy* is part of the City's *Comprehensive Plan*, and guides future public and private land use and investment decisions. A major theme of the *Downtown Development Strategy* is a more connected, pedestrian-oriented downtown. The *Strategy* encourages the development of this theme through improved pedestrian connections into and through downtown, increased multi-modal options for accessing downtown, and enhancing the aesthetics of the pedestrian environment through streetscape projects. The *Strategy* also recommended that the City create a pedestrian plan that identifies origin and

destination patterns on a block-by-block basis and recommends a downtown-wide pedestrian network.

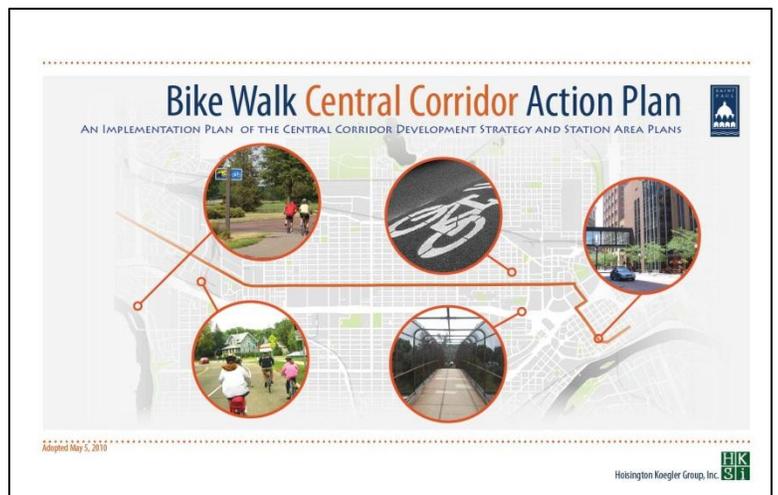
Bike Walk Central Corridor Action Plan - 2010

The City of Saint Paul initiated the *Bike Walk Central Corridor Action Plan* to ensure that bicycle and pedestrian connections and facilities created a safe and inviting environment around the LRT line and within the greater Central Corridor area. The

Action Plan set priorities and strategies for creating a bicycle and pedestrian friendly environment with the goal of enhancing biking and walking to and within the Central Corridor and fostering biking and walking as a major portion of the transportation solution. The Plan sets five

objectives to guide projects and planning along the Central Corridor: Improve Connectivity,

Enhance Safety, Improve the Bike/Walk Experience, Foster Creative Solutions, and Assure Functionality and Feasibility. The Action Plan identifies existing problem areas along the Central Corridor related to the pedestrian environment and using the five objectives makes recommendations on best solutions.



The Bike Walk Action Plan makes recommendations for improving pedestrian and bicycling access to the Central Corridor

Parks and Recreation System Plan - 2010

The *Parks and Recreation System Plan* sets forth the goal to transform the Saint Paul Parks and Recreation System into a 21st Century Parks and Recreation System. In order to achieve this goal the *System Plan* outlines the required transformations for the Park that include making the system: more relevant, more connected, and more sustainable. A key part of achieving each of these recommendations is by focusing energy on the creation and improvement of important trails and parkways that would benefit pedestrians, while linking together the goals for pedestrian

environment as outlined in the *Bike Walk Central Corridor Action Plan*. The *Parks and Recreation System Plan* also identifies key pedestrian connections across I-94 to access park spaces such as the Capitol Grounds.

Chapter 5: Existing Programs

The City of Saint Paul has a range of departments and programs that deal directly with the pedestrian environment and work on addressing pedestrian issues. In order to gain a better understanding of how specific departments approach the pedestrian environment in Saint Paul, interviews were conducted with department staff. This chapter presents a summary overview of each department research during the development of the *Assessment Report*. The information is not meant to be a complete description of the department or program but more to illustrate how the City interacts with and shapes the pedestrian environment.

Sidewalk Reconstruction and Infill Program

Sidewalks are a key defining feature of a strong pedestrian network as they provide an avenue of travel for people walking about the city. Saint Paul has an extensive sidewalk network that is continually improved and expanded through two key programs: the Yearly Reconstruction Program and the Sidewalk Infill Program. The Yearly Reconstruction Program has an annual budget of \$1 million that is used to reconstruct and repair sidewalks throughout the city as needed. The Sidewalk Infill Program works to construct new sidewalks that fill gaps in the sidewalk network.

Both programs adhere to the Americans with Disabilities Act requiring accessibility improvements to sidewalks. As streets and sidewalks are reconstructed, pedestrian ramps are added or improved to meet current standards.

Yearly Sidewalk Reconstruction Program

The Sidewalk Reconstruction Program works to repair deteriorating sidewalks throughout Saint Paul. The Program operates on a request basis until funding is exhausted. Based on requests the Program identifies locations that are in the most need of sidewalk reconstruction. The Yearly Reconstruction Program currently has a budget of \$1 million, which comes through right-of-way fees. Over the past 15 years, the Sidewalk Reconstruction Program has averaged about 9 miles per year. However, the budget has not increased in recent years according to the rate of

inflation. This year the Program aims to reconstruct approximately 4.5 miles of sidewalk.

Infill Program

The Infill Program seeks to complete Saint Paul's sidewalk network through identifying and filling in gaps. There is no annual budget for the Infill Program as it is primarily funded through direct assessments to property owners. Beyond assessments, funds may come from the Capital Improvement Budget. Currently there is no formal system for completing sidewalk infills, however city staff have performed a multi-year comprehensive examination of the Saint Paul sidewalk network to identify issues and gaps within it. The majority of infill projects come via request although the staff involved in the Infill Program will introduce projects as needed to finish incomplete sidewalks or improve areas as needed.

In selecting places to complete sidewalk infills, city staff focuses on arterials that lack sidewalks on one or both sides, and locations that would complete connections between sidewalks. Property owners are 100% assessed for the cost of the sidewalks in front of their property, while the City covers the cost of additional requirements such as retaining walls or curb cuts. However, before assessments for sidewalk infills can be issued, the City Council must first vote to approve the project. In 2014, the Infill Program constructed one new sidewalk and completed the sidewalk on two streets. Between these projects a total of 1,400 lineal feet of new sidewalks were installed.

Site Plan Review

The City of Saint Paul requires approval of a site plan before permits will be issued for any new construction projects, additions, parking lots, and major grading, except for most one and two-family dwellings. During the review of site plans, the city does not make recommendations on the development itself but rather sets forth requirements on the development can impact the public right-of-way. Impacts to the public right-of-way are considered with the most vulnerable users – pedestrians – in

mind. The Site Plan Review process gives city staff the opportunity to consider how the proposed development will affect site distances between people and motor vehicles, the impact to pedestrian infrastructure such as sidewalks and curb ramps, and how the development may require the replacement of traffic signals. Most site plans are reviewed at the staff level where staff can then require changes to how the development interacts with the public right-of-way. Most site plans do not require a public hearing.

Human Rights and Equal Economic Opportunity

The Human Rights and Equal Economic Opportunity (HREEO) department works to promote justice and equity by confronting issues of discrimination and providing avenues for accessibility and economic opportunities for all residents and businesses. HREEO addresses concerns in the pedestrian environment, particularly related to issues with accessibility and safety. HREEO responds to complaints regarding accessibility issues for members of the disability community, and provides training for city staff on how best to meet ADA requirements. HREEO staff also work closely with the People with Disabilities Advisory Committee to advance the recommendations of the committee regarding problems, issues, and opportunities facing people with disabilities.

Public Art Saint Paul

Public art can play a variety of roles in the pedestrian environment. It can add to the aesthetics of neighborhood, providing a destination for people to visit and enjoy. It can be more utilitarian providing places for people to sit, rest, or enjoy an afternoon. Public art in Saint Paul has achieved a range of these goals. Public Art Saint Paul brings artists together with communities to shape a public realm that fosters imagination, explores and illuminates civic values and the community's evolving history, and strengthens public places as vessels of public life. In 2009, The City of Saint Paul passed an Ordinance supporting public art, and more specifically, establishing the principle that public artists should be involved in city projects from the earliest planning stages, through the project design and implementation. This

ordinance has helped support the creation of public art installations throughout Saint Paul that have helped shape the pedestrian environment in the City.



A redesigned stop sign

Sidewalk Poetry

Sidewalk Poetry is an innovative approach to public art that incorporates public art into routine sidewalk maintenance. Poems created by residents are imprinted in sidewalks during sidewalk reconstruction thereby transforming Saint Paul into a reading and walking place, or in other words, a book. Residents submit their poems to an annual contest where winning entries are selected for inclusion in the following year’s sidewalk reconstruction program. This Public Art Saint Paul program seeks to broaden the definition of what constitutes city services and create a space where Saint

Paul cares for its residents and engages them with poetry.

Stop Signs

Similar to Sidewalk Poetry, Public Art Saint Paul has worked on a program to begin incorporating art into stop signs throughout the City. There are approximately 7,000 stop signs throughout Saint Paul. This represents a large opportunity to transform stop signs from simple traffic control devices into a piece of public art that contributes to the surrounding community. The stop signs are designed by local artists and are incorporated with nearby rain gardens.

Urban Flower Field

In 2014 an Urban Flower Field (UFF) opened in downtown Saint Paul at the site of the future Pedro Park.

Described as an intersection between art, the civic process, a community and science, the UFF provides a beautiful greenspace in the middle of a dense urban area. Planted flowers, a central patio area, and a large mural on a nearby building interact with programming such as films, environmental



The downtown Urban Flower Field

conversations, and community artmaking. The interplay between all of these elements serves to create a space for all people in Saint Paul to enjoy.

Chapter 6: Interviews with Community Members

Although people throughout Saint Paul experience the city as a pedestrian during some point of the day, their experiences may be radically different. A sidewalk without a curb ramp presents a major obstacle for a person with a mobility impairment, while a gap in the sidewalk network at a transit stop may make it unsafe for people to utilize public transportation. In order to better understand the current condition of the pedestrian environment and its impact of people in Saint Paul, interviews were conducted with a variety of community members involved in pedestrian issues. People interviewed included City staff, pedestrian advocacy groups, development organizations, district councils, and Saint Paul residents. This chapter presents a summary of those interviews with respect to the strengths and opportunities for improvement in Saint Paul's pedestrian network and environment, as well as ideas for how Saint Paul could become a great pedestrian-friendly city.

Strengths of the Pedestrian Environment

In many respects, Saint Paul is making progress toward becoming a pedestrian-friendly city. The extensive sidewalk network connects with a strong transit network to provide pedestrians with multiple options for traveling around the city. Saint Paul also has strong support from policy and planning documents such as the soon to be completed *Street Design Manual*, as well as the more recent 8-80 Vitality Initiative program. Interviewees touched on these strengths as well as others when discussing the strengths of the pedestrian environment in Saint Paul.

District Councils

There are 17 district councils throughout Saint Paul that help plan and advise on the development of their areas, as well as specific needs and opportunities for their neighborhoods. Many people mentioned that the district councils are a great resource for the City as a means to engage residents and community organizations around pedestrian planning efforts. Many district councils have already taken upon themselves to begin examining pedestrian issues and making recommendations on how to make their neighborhoods more pedestrian-friendly. For example, the

District Councils Collaborative of Saint Paul and Minneapolis has conducted walking audits in the vicinity of the Green Line to identify accessibility issues. Working together with district councils could be a great opportunity to collect information on key issues and opportunities in Saint Paul neighborhoods.

Pedestrian Planning and Policy Support

The City of Saint Paul has a strong commitment to continually improving the pedestrian environment as evidenced by the policy documents that encourage this practice (see **Chapter 4**). City policies and initiatives such as the *Complete Streets Policy*, the *8-80 Vitality Initiative*, and the *Saint Paul Street Design Manual* all recognize the need to design cities and streets for use by people of all ages and abilities utilizing all transportation modes. Although some interviewees questioned how vigorously these policies have been implemented, many agreed that these were steps in the right direction for making Saint Paul a more pedestrian-friendly city.

Pedestrian Network

Sidewalks provide the backbone of the pedestrian network and for the most part Saint Paul has a strong sidewalk network (see **Figure 1** and **Figure 2**). The grid style network of sidewalks allows people to walk throughout Saint Paul, and to connect to a variety of public transportation options. Multi-use paths throughout the city connect parks and other amenities thereby increasing the extent of the pedestrian network.

See.Click.Fix

See.Click.Fix. is an online tool that allows Saint Paul residents to report non-emergency issues in their neighborhood to City staff. Many saw this tool as an essential tool for resolving issues in the pedestrian environment such as uncleared snow or sidewalk maintenance issues. See.Click.Fix continues to improve and offers an easy way for residents to communicate directly with the city about issues that are affecting them.

Obstacles in the Pedestrian Environment

Many parts of Saint Paul have a complete sidewalk network yet this alone does not make Saint Paul a pedestrian-friendly city. Inequities in the pedestrian environment such as a lack of ADA-accessible sidewalks, gaps in the sidewalk network, or the failure to clear pedestrian paths or roadways themselves after it snows can present special obstacles for Saint Paul residents. Each of the obstacles discussed in this chapter represents a challenge that Saint Paul must address before it can make steps forward in becoming a great walking city.

Snow Removal and Sidewalk Maintenance

Snow removal and sidewalk maintenance constituted the most common obstacle in the pedestrian network among community members interviewed. In Saint Paul, property owners have 24 hours from the last snowfall to clear sidewalks in front of their property. However, for people utilizing the sidewalk network within this timeframe – or outside of it when property owners fail to clear the sidewalks - many people are forced to traverse snowy and icy, and sometimes impassable, conditions to reach destinations. Sidewalks that have not been cleared of snow and ice present an even greater for people who utilize mobility-assistive devices or people who have limited mobility. Although residents can contact the Department of Safety and Inspections to report properties that have failed to clear sidewalks, this may not lead to the removal of snow until after a pedestrian needed to utilize the sidewalk.

In addition to snow removal, responsibility for the maintenance of sidewalks and pedestrian facilities is often confusing for residents. With multiple agencies such as the City of Saint Paul, Ramsey County, and Metro Transit all responsible for streets and pedestrian facilities in Saint Paul it can be confusing for residents to identify the correct entity to contact when issues arise.

Safety on Multi-Lane Arterial Roads

Pedestrian safety was a central issue for all community members interviewed. In particular, multi-lane arterial streets presented the greatest safety danger to

pedestrians. Arterial roads can be up to 3 lanes wide in one direction (see **Figures 3-6**). This presents a challenge for pedestrians since the crossing distance is significantly wider compared to neighborhood streets. Additionally, traffic volume and speeds are usually much faster on arterials therefore increasing the risk of injury or death for pedestrians involved in crashes.

Uncertainty of Pedestrians Rights

Being a pedestrian in parts of Saint Paul where there is a lack of a sidewalk or where traffic speeds are high can be a harrowing experience. Although Minnesota Statute 169.21 requires that motor vehicles yield and stop for pedestrians in a crosswalk, many interviewees described a culture in Saint Paul where many people walking, bicycling, or driving are unaware of this law. The unawareness of pedestrian rights has created a culture of fear around streets in Saint Paul. Parents do not feel comfortable allowing their children to walk around the neighborhood safely, while a gendered social curfew exists for women making it dangerous to walk alone at night.

Accessibility and Equity of the Pedestrian Network

All people benefit from a more equitable and accessible pedestrian network. Accessibility features such as curb cuts not only help people utilizing mobility-assistive devices but also parents with strollers or people with luggage. Unfortunately, gaps in the sidewalk network together with the lack of curb cuts or ramps at certain locations in the city provide real barriers to people trying to move safely throughout the City.

Additionally, for many residents walking is their main form of transportation and therefore any issues in the pedestrian network will have great impacts on their ability to travel (see **Figures 7 & 8**). Interviewees recommended



that the city approach pedestrian issues with an equity lens to make sure that all people are able to access the pedestrian network safely and conveniently.

Gaps and Barriers in the Pedestrian Network

Although Saint Paul does have an extensive sidewalk network, there are still gaps and barriers that need to be addressed. There is a lack of sidewalk infrastructure in the northern area of Saint Paul as well as in the southeast corner of the city.

Furthermore, barriers such as the I-94 highway, the Mississippi River, and multiple rail lines create obstacles for pedestrians trying to move around the city due to the limited crossing opportunities for pedestrians or the lack of pedestrian facilities on the crossings themselves.

Road Design

Many streets in Saint Paul are designed to move motor vehicles as quickly as possible and with as little delay as possible. Unfortunately, this can make roads unsafe or unpleasant for pedestrians to use. As traffic speeds increase collisions between motor vehicles and pedestrians become more dangerous and deadly. Many community members called for the City to begin implementing complete streets design principles on all streets. With the *Complete Streets Policy* and the draft *Street Design Manual*, Saint Paul has a great opportunity to begin redesigning streets for all users by including traffic calming features and utilizing pedestrian safety enhancements.

Vision for Future Pedestrian Planning Efforts

After identifying the strengths and obstacles for pedestrians in Saint Paul, interviewees were also asked to describe what future efforts the City could undertake to improve pedestrian conditions, whether through policy changes or more programmatic changes.

Improve Data Collection

Pedestrian counts are essential to understanding where most people are and are not walking, and what destinations are visited most by people. Furthermore, the City should make information such as crash data involving pedestrians in Saint Paul

more accessible to community organizations and residents so that they can work with the City to determine high priority areas for pedestrian improvements. Collecting a more robust set of data on pedestrian conditions and activity would also help the City better measure the outcomes of policies and programs specifically targeting pedestrian issues.

Snow Removal and Sidewalk Maintenance

Future pedestrian planning efforts must address the issue of snow removal. The City should identify a range of options for shortening the time it takes to clear sidewalks by private property owners, as well as snow removal near key pedestrian destinations. Determining a regular funding source could help with snow removal, while also provide funds for the City to better maintain its existing sidewalk network and continue to work towards completing it.

Encourage a Culture Shift

Everyone is a pedestrian every day but this is often forgotten during planning and policy decisions. The City should work to change the culture around walking to make it clear that pedestrian issues are key to how the city operates successfully. The City of Saint Paul has made some great steps forward with the adoption of the *Complete Streets Policy* and similar policies and programs, but the City needs to begin implementing these in all future projects. Additionally, the City should work together with pedestrian-advocacy organizations to help educate all people about pedestrian rights and responsibilities. These efforts can be bolstered through collaboration with the police department regarding enforcement of rules of the road.

Equity and Accessibility is Key

Walking is fundamental to Saint Paul but not all people are able to safely use the pedestrian network. People with disabilities or mobility impairments often face obstacles in the pedestrian network such as lacks of curb cuts or gaps in sidewalks that make it difficult, and even dangerous, for them to use. The City needs to

incorporate an equity into all future planning efforts so that all people can safely travel throughout the city whether on foot or with a mobility-assistive device.

Identify Funding Sources

In order for any pedestrian improvement to happen, funding must first be identified. It is important for the city to identify funding sources at the local, state, and national level to ensure that the pedestrian environment is always improving. Furthermore, establishing long-term, stable funding sources will help ensure that the pedestrian environment remains safe for all.

Chapter 7: Existing Conditions – Maps & Graphs

Before making recommendations about how best to improve the pedestrian environment, it is vital to analyze the existing conditions of it first. Utilizing crash data from the Department of Transportation, maps and graphs have been created to identify the condition of the pedestrian environment and where opportunities for improvements exist. The MNDOT crash data is based on crash reports submitted by police officers to the Department of Public Safety. The reports are filled out at the scene of the crash and may contain some errors regarding street designs, contributing factors, etc. Nonetheless, the crash data provides important insights as to where crashes involving pedestrians are happening in Saint Paul.

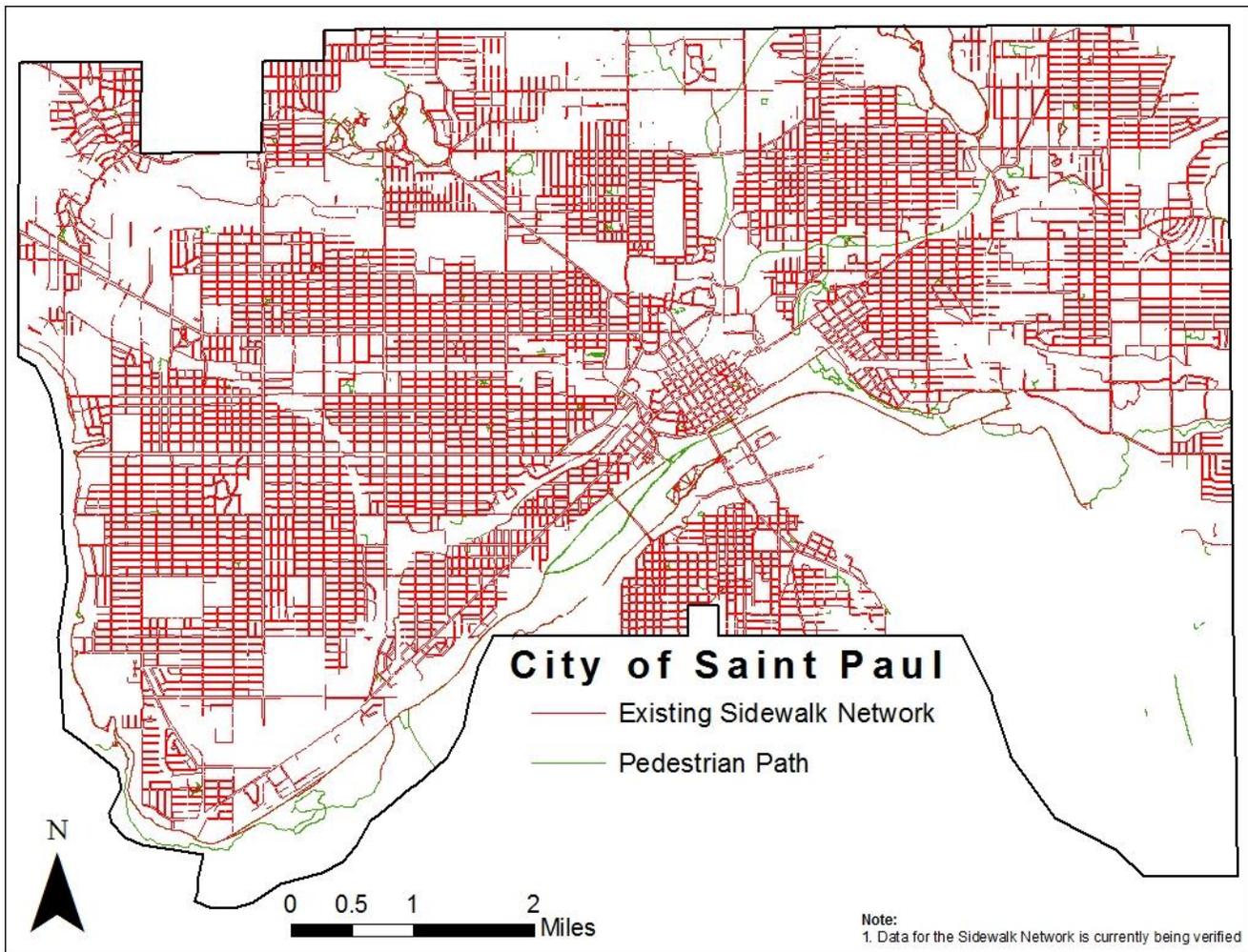


Figure 1: Saint Paul Pedestrian Network – Figure 1 shows the current pedestrian network in Saint Paul in terms of the existing sidewalk network along with pedestrian paths. Saint Paul has an extensive network of pedestrian facilities in many parts of the city yet clear gaps and barriers do exist. Gaps exist toward northern boundaries of Saint Paul near Larpenteur Avenue and Wheelock Parkway, as well as the southeast section of Saint Paul.

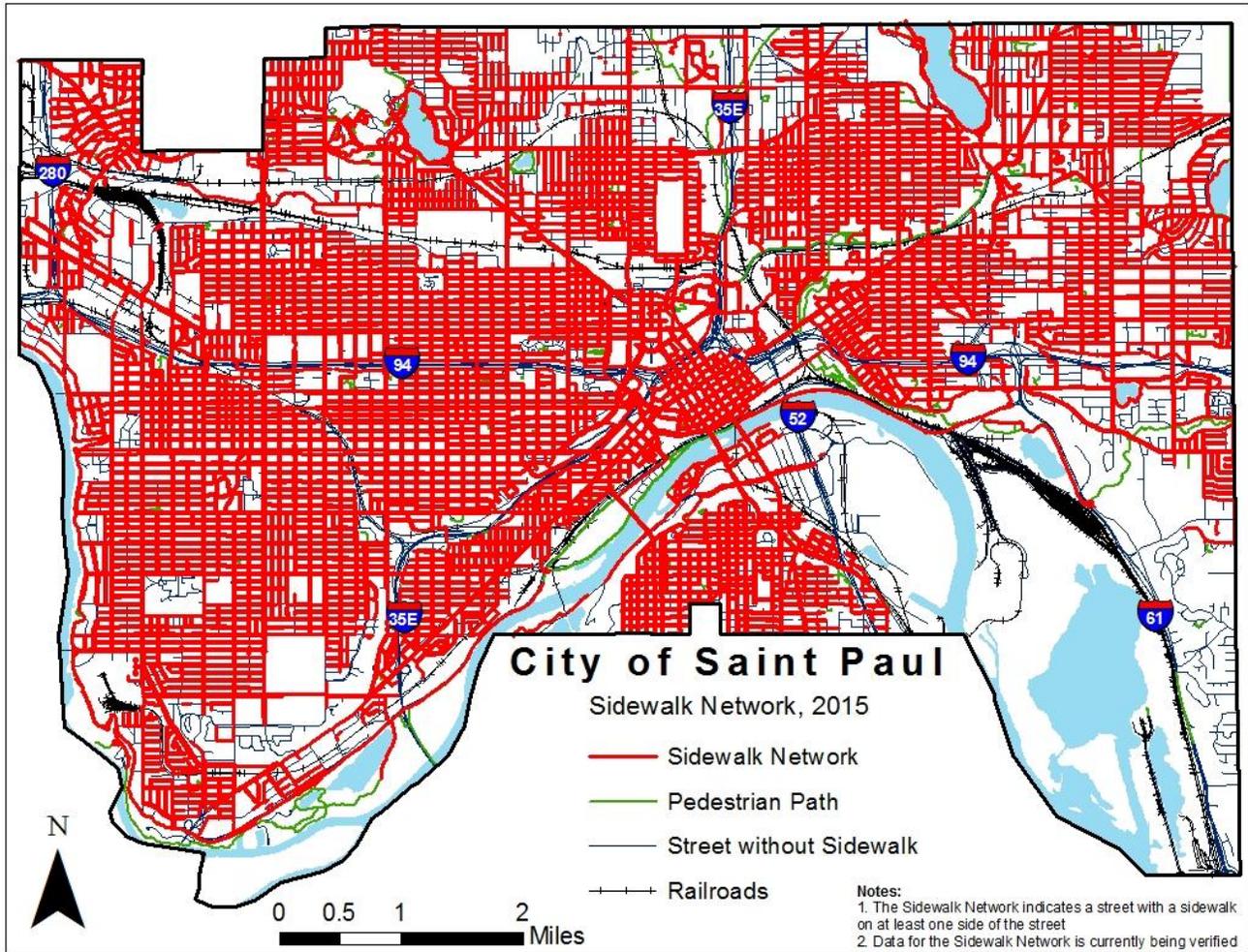


Figure 2: Saint Paul Streets without Sidewalks – Figure 2 shows the current sidewalk network along with the existing street network. In this figure, the sidewalk network represents a street with a sidewalk on at least one side. Therefore some gaps in the sidewalk network may not be represented. However, Figure 2 does give a general idea of where there are streets that lack sidewalks entirely as evidenced by streets that are not covered by the red Sidewalk Network lines. Barriers to pedestrian travel such as highways, railroads, and the Mississippi River are more clearly represented by the large white swaths of area that lack sidewalks.

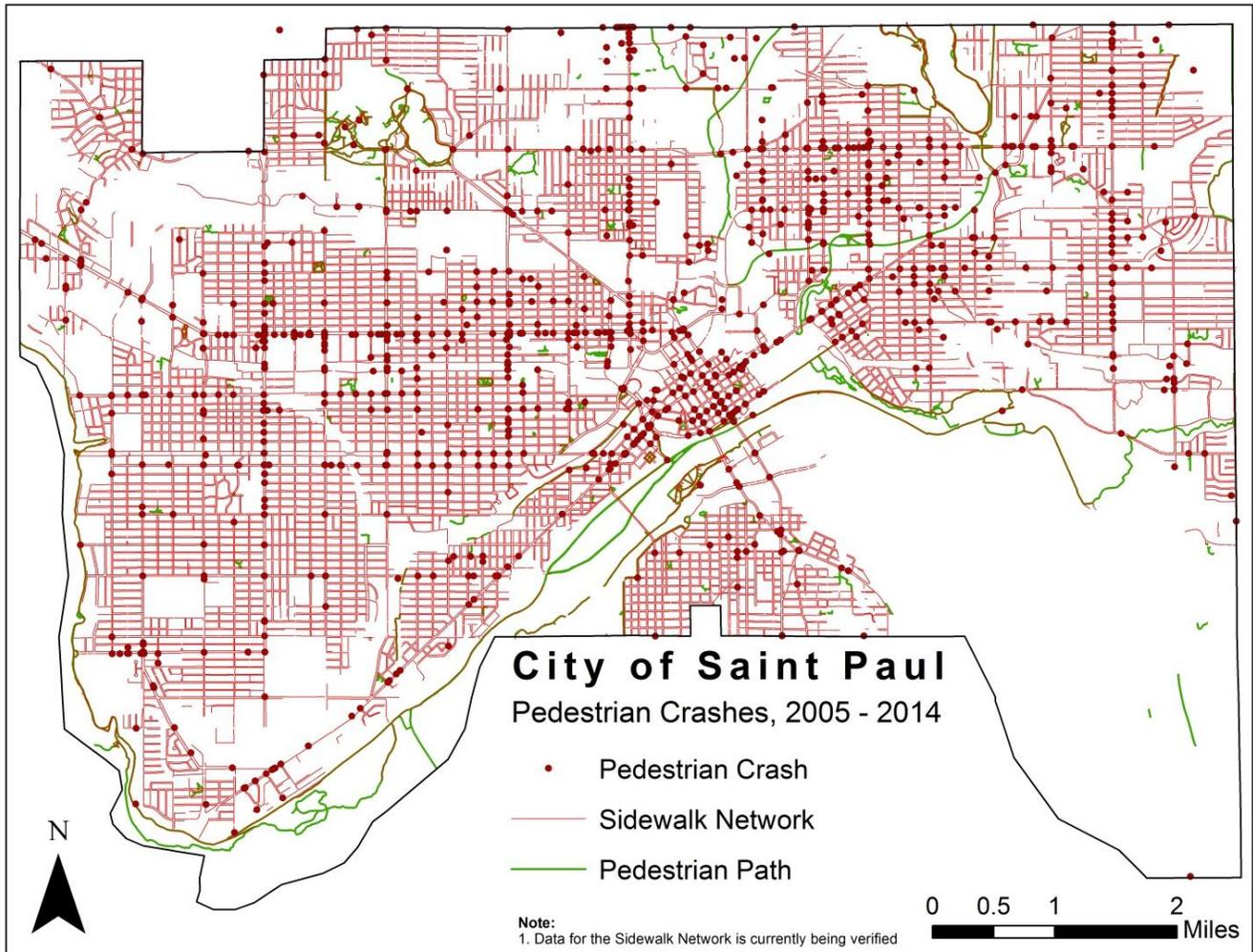


Figure 3: Pedestrian Crashes within the Pedestrian Network, 2005-2014 -

Figure 3 maps all of the crashes involving pedestrians that occurred between 2005 and 2014. The majority of the crashes do occur along streets with sidewalk facilities, however there are corridors and intersections that have a higher number of pedestrian crashes.

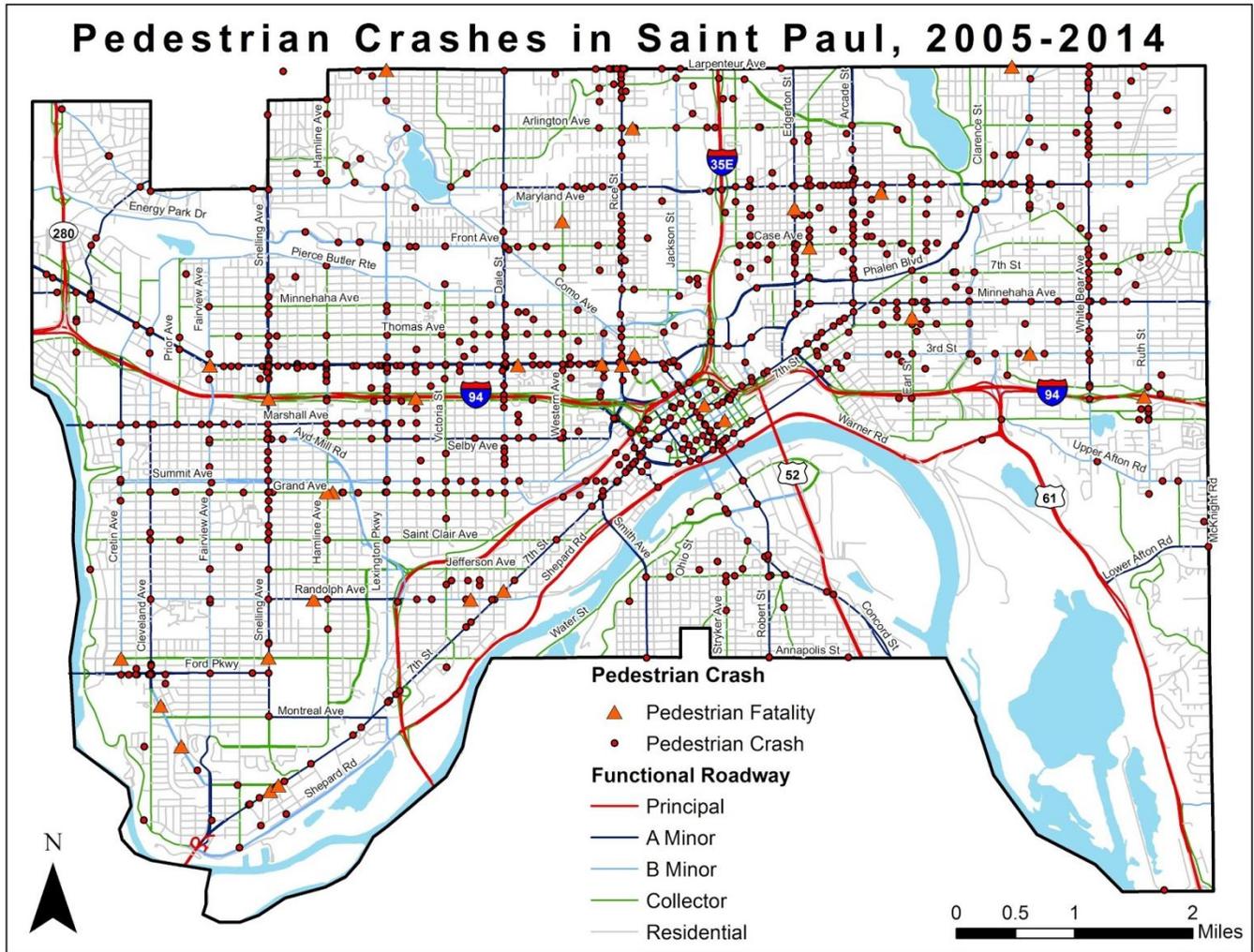


Figure 4: Pedestrian Crashes in Saint Paul, 2005-2014 – The majority of pedestrian crashes in Saint Paul occurred on arterial and collector streets. This is likely due to the fact that vehicle traffic along these streets is higher, while vehicles are also traveling more quickly. In particular, A Minor roads experienced a high number of pedestrian crashes specifically along Snelling Avenue, University Avenue, and Arcade Street. There were relatively few pedestrian crashes on residential streets.

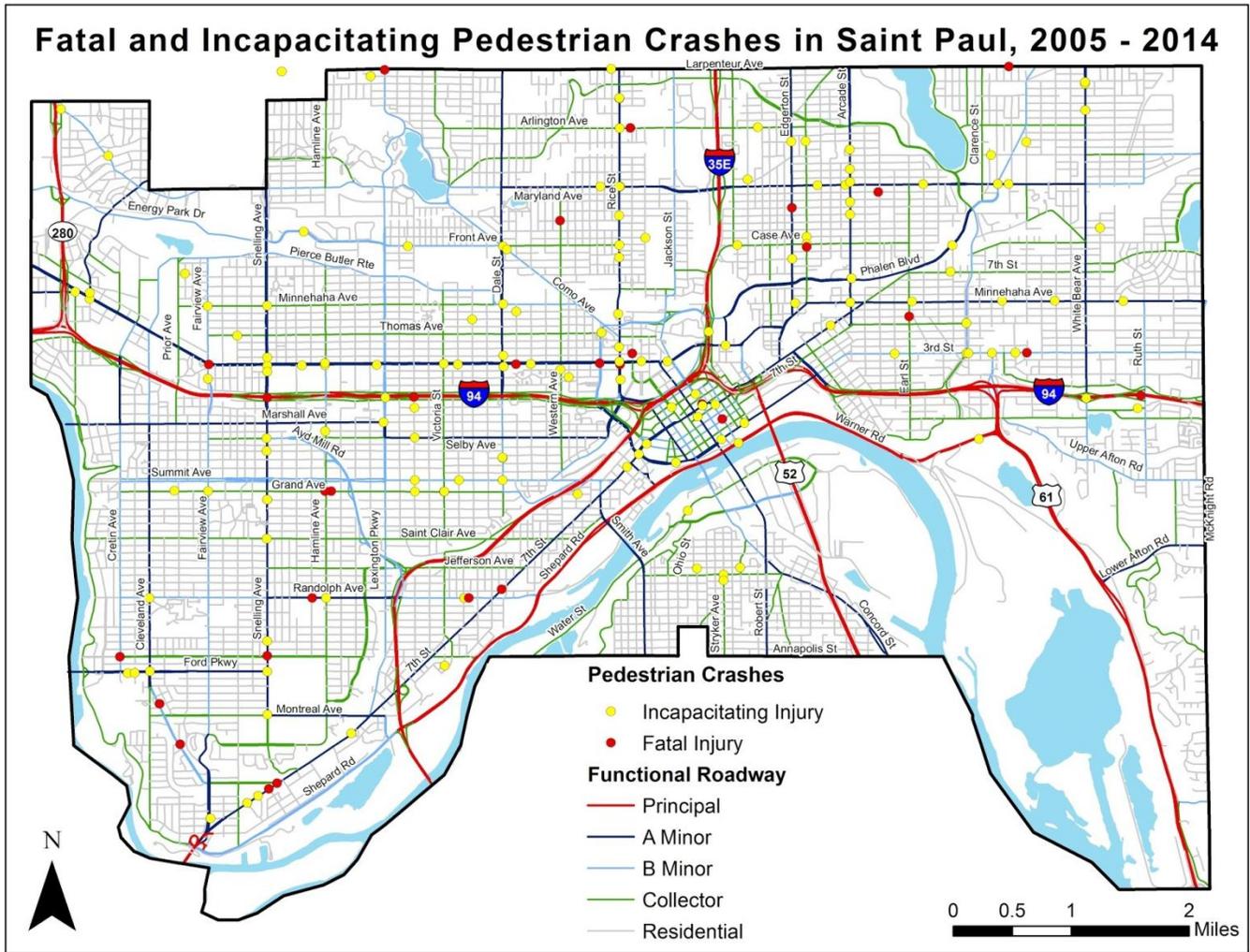


Figure 5: Fatal and Incapacitating Pedestrian Crashes in Saint Paul, 2005-2014

Figure 5 maps the locations of serious pedestrian crashes – where a pedestrian was killed or experienced a life-altering injury – in order to better identify corridors and intersections that are particularly unsafe for pedestrians. The vast majority of serious crashes involving pedestrians occurred on arterial and collector streets with several corridors and intersections experiencing multiple serious crashes.

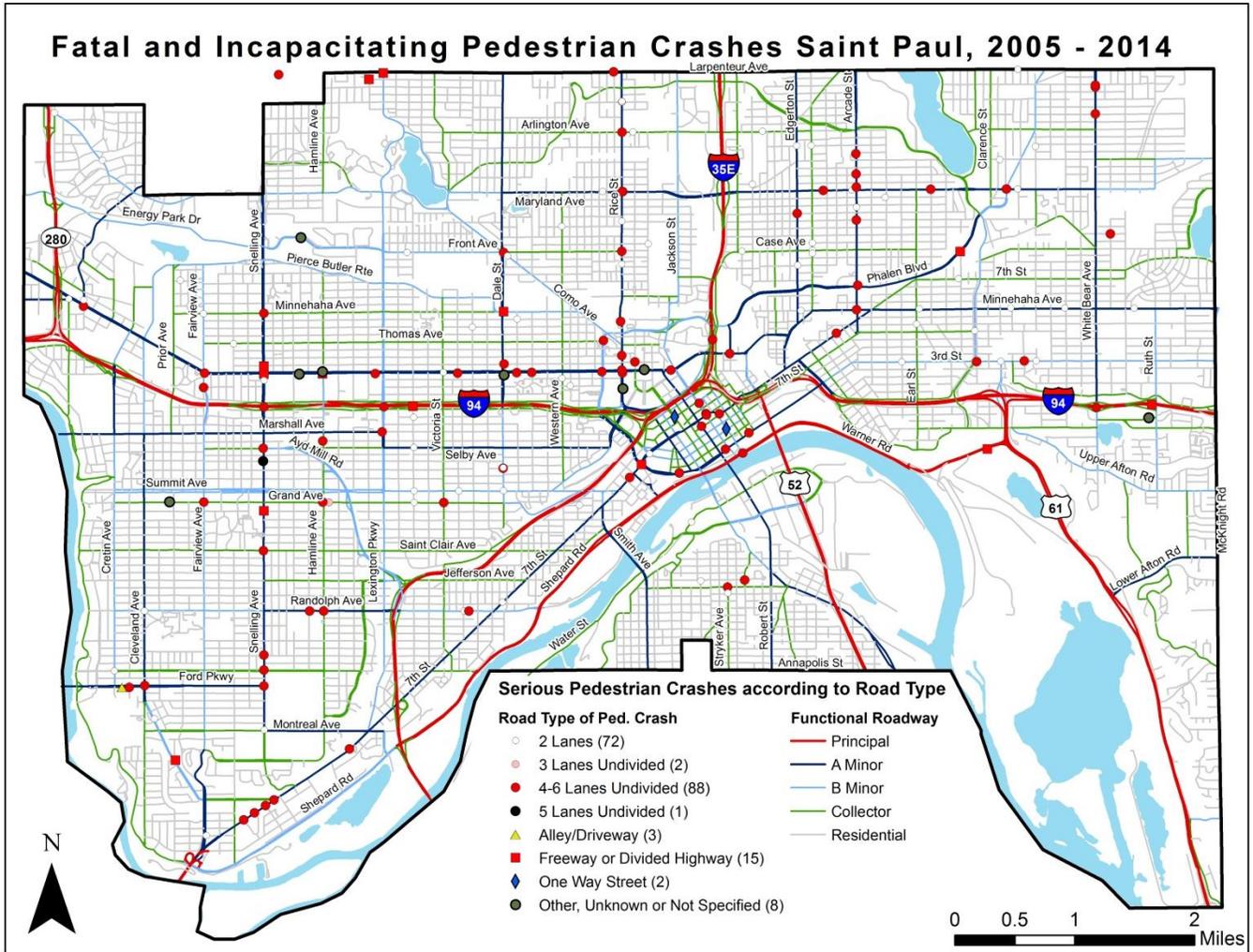


Figure 6: Fatal and Incapacitating Pedestrian Crashes according to Road Type -

In Figure 6 fatal and incapacitating crashes are mapped according to the road type where they occurred. Multiple lane roadways that are undivided presented the greatest danger to pedestrians. The number in parentheses beside each road type indicates the number of crashes that occurred on that particular road type.

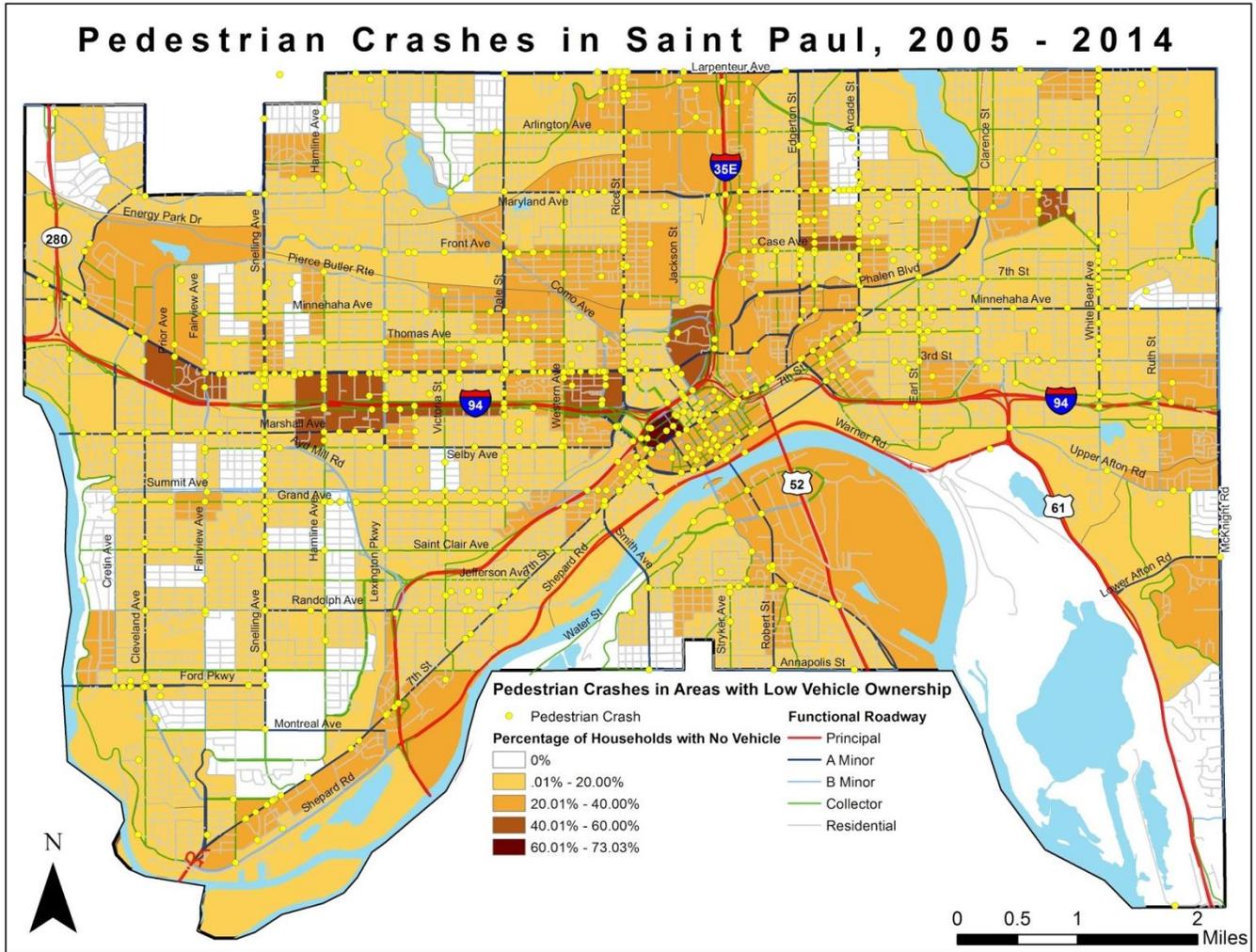


Figure 7: Pedestrian Crashes in Areas with Low Vehicle Ownership – For many residents in Saint Paul, walking is their main form of transportation. Figure 7 shows where households with no vehicle exist as well as the number of pedestrian crashes occurring in these areas.

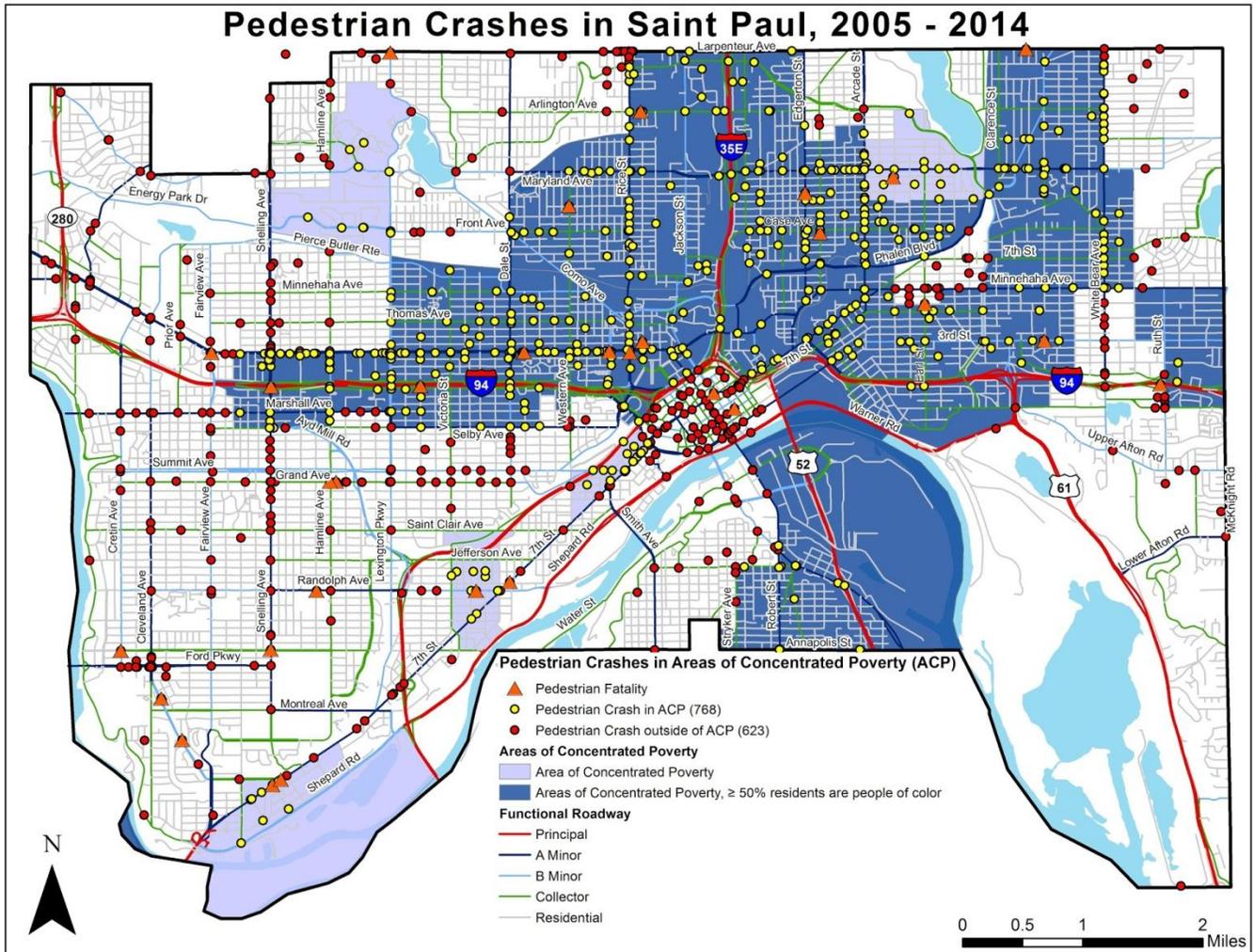


Figure 8: Pedestrian Crashes in Areas of Concentrated Poverty – Figure 8 also examines the equity of the pedestrian network using Areas of Concentrated Poverty and Areas of Concentrated Poverty where more than 50% of residents are people of color^{4,5}. Crashes appear to be evenly distributed throughout Saint Paul in both ACP and outside of it. Further analysis could help determine the relationship between ACP and pedestrian safety.

⁴ The Metropolitan council defines Areas of Concentrated Poverty (ACP as census tracts where 40% or more of the households earn incomes that are less than 185% of the federal poverty level (excluding tracts where a large percentage of the residents are post-secondary students).

⁵ The Council has also identified Areas of Concentrated Poverty where 50% or more of the residents are people of color (ACP50)

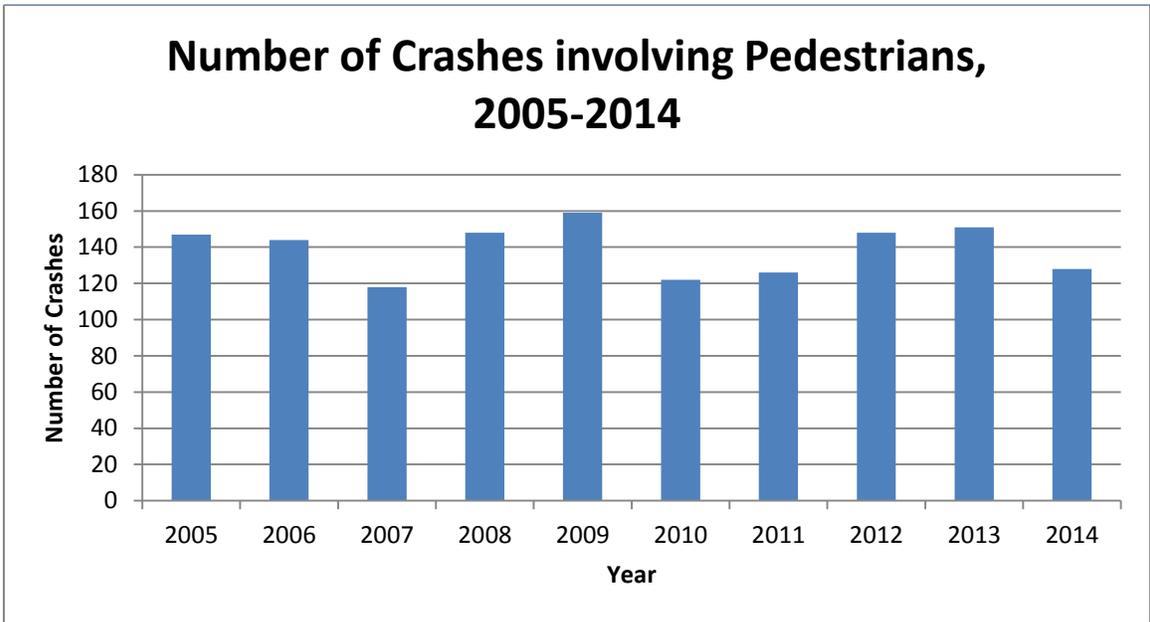


Chart 1: Number of Crashes involving Pedestrians, 2005-2014

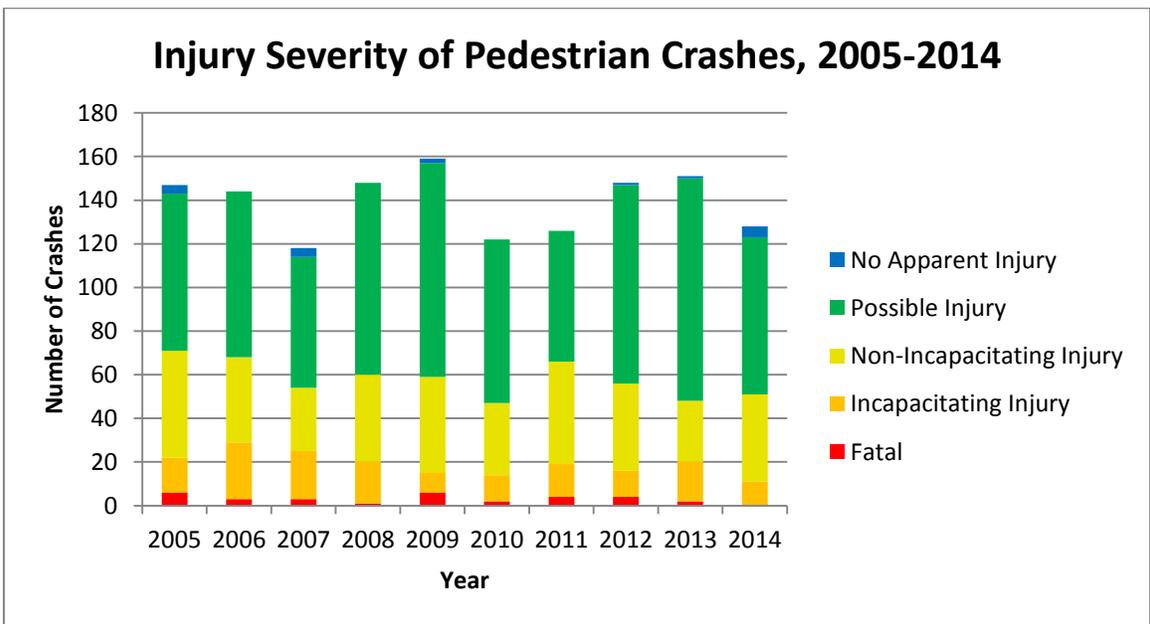


Chart 2: Injury Severity of Pedestrian Crashes, 2005-2014

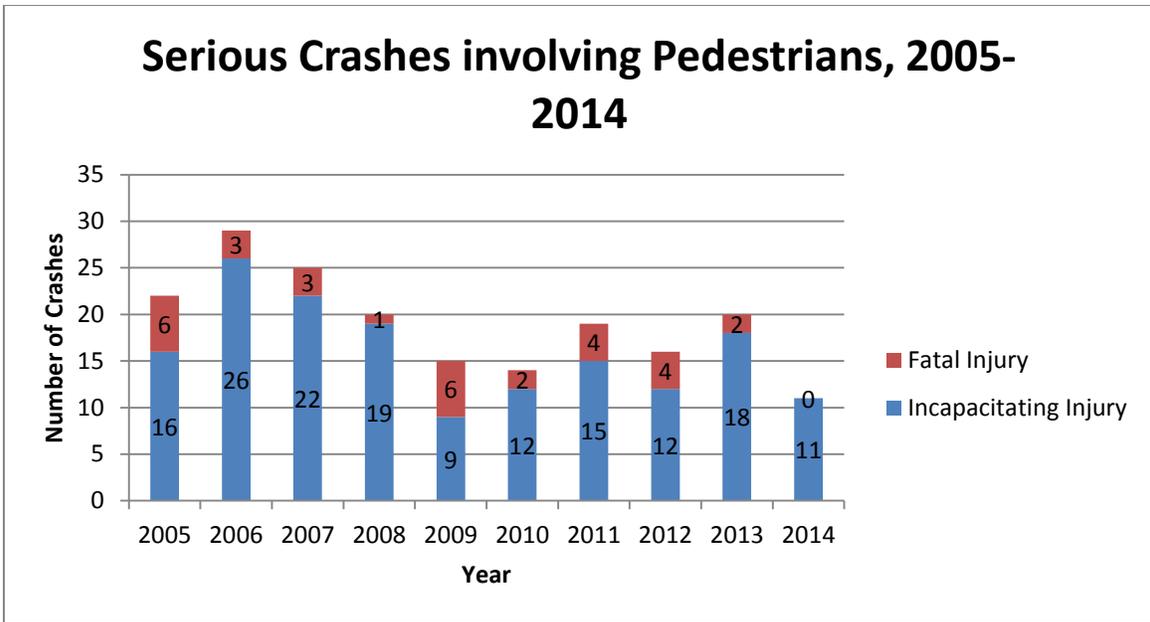


Chart 3: Serious Crashes involving Pedestrians, 2005-2014



Chart 4: Fatal Pedestrian Injuries, 2005-2014

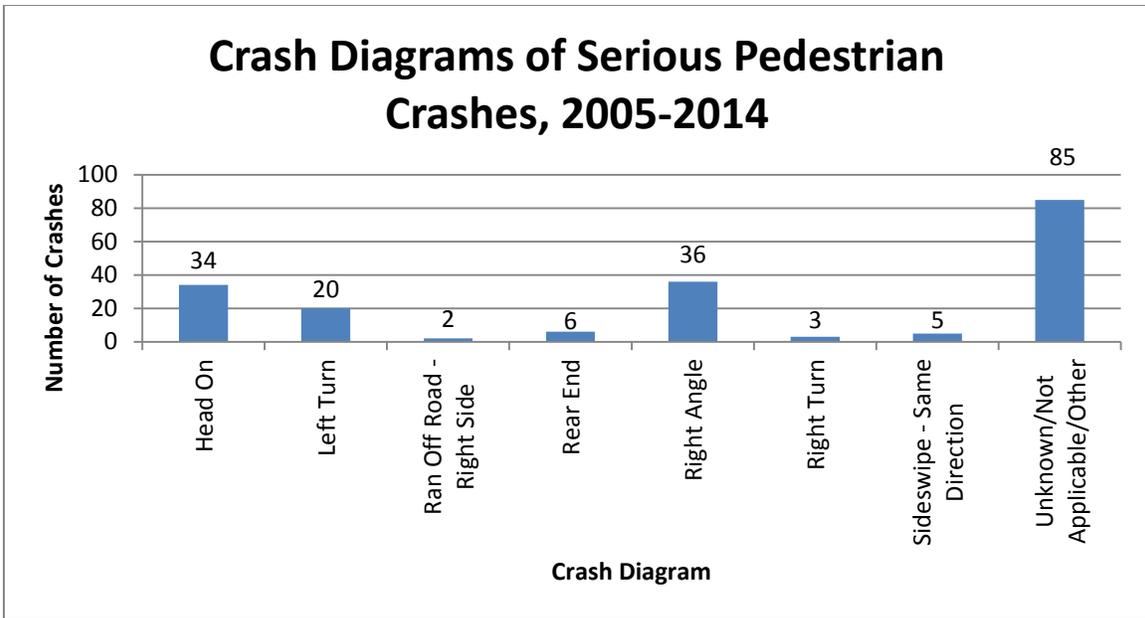


Chart 5: Crash Diagrams of Serious Pedestrian Crashes, 2005-2014

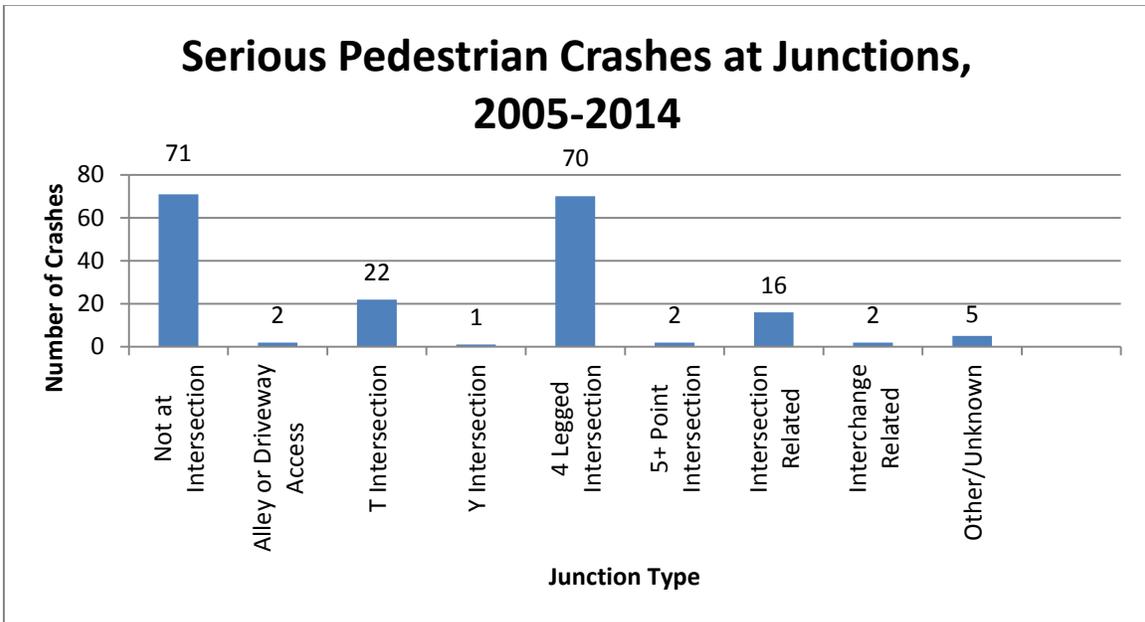


Chart 6: Serious Pedestrian Crashes at Junctions, 2005-2014

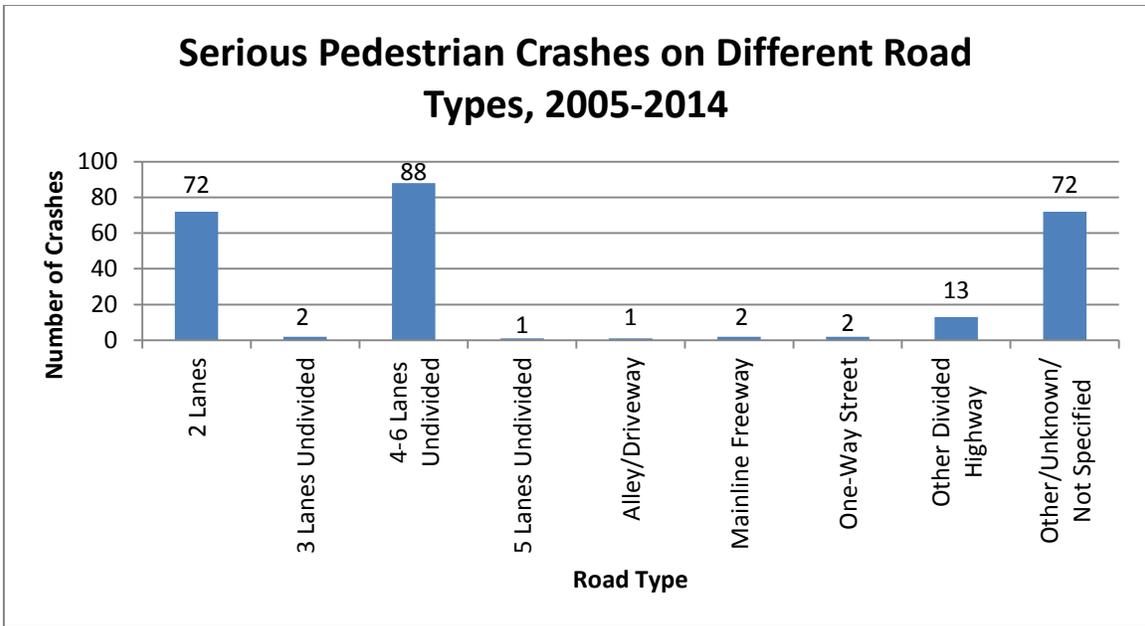


Chart 7: Serious Pedestrian Crashes on Different Road Types, 2005-2014

Chapter 8: Future Opportunities

Pedestrians may still face obstacles when walking in Saint Paul today, yet the City is making strides toward creating a more inviting, safe, and accessible pedestrian environment. Based on the case studies of cities with Pedestrian Plans, the interviews with community members, and the spatial analysis of the MNDOT crash data, there are conclusions to be drawn on what Saint Paul could focus on to continue on the path toward making the city a great place to walk. The *Saint Paul Assessment Report* can serve as the starting point for future pedestrian planning efforts and offer suggestions on how to have the greatest impact on the pedestrian realm.

Examine Innovative Community Engagement Practices

Community engagement is a key component of planning processes for cities as evidenced by the case studies on Pedestrian Plans in peer cities. However, traditional forms of community engagement such as open houses or public meetings held in the evening may not be the most effective method for gathering input from a broad range of residents and stakeholders.

As Saint Paul looks to implement projects that directly and indirectly affect the pedestrian realm, the City should aim examine the implementation of innovative community engagement strategies. Offering a variety of options for people to give feedback on projects and participate in the planning process will help to encourage a greater diversity of residents to participate. Creating online surveys, hosting pop-up meetings at community events, or coordinating walking audits of specific neighborhoods could increase participation by residents and stakeholders. The community engagement component of the planning process also offers an opportunity to partner with local pedestrian advocacy groups or work with the district councils to get people throughout Saint Paul involved.

Identify Opportunities to Improve Data Collection and Dissemination

During interviews with community members, many mentioned the need for better data surrounding pedestrian activity and pedestrian safety. Community members recommended that data be shared with the community as it is collected so that residents and community organizations are aware of both successful projects in the pedestrian realm as well corridors or intersections where many pedestrian crashes occur.

The City could identify opportunities for departments to work together to improve data collection on pedestrian issues in Saint Paul. Conducting pedestrian counts, walking audits, or working with MNDOT crash data are all options that could benefit the City and residents alike. As data is collected it could be used to generate prioritization criteria to identify the areas with the greatest need for safety improvements. For example, multi-lane arterials are where the majority of serious pedestrian crashes occur. Focusing efforts on particularly dangerous corridors or intersections could help to make Saint Paul's streets safer for all. Community organizations and residents could also use the prioritization criteria to identify areas in their own neighborhood that would benefit from a project to improve the pedestrian environment.

Investigate More Options for Snow Removal and Sidewalk Maintenance

The most commonly mentioned issue during interviews with community members was the issue of snow removal. Although the City does have an ordinance requiring private property owners to clear sidewalks of snow and ice 24 hours after the last snowfall, this is often not quick enough for people needing to use the sidewalk. Many community members would like to see the city investigate more options for snow removal, particularly on key pedestrian thoroughfares to ensure that the pedestrian network remains safe and accessible for all people throughout the year. These options could include increased educational or enforcement campaigns, or the identification of priority pedestrian connections to clear first in the event of significant snowfall. The City could also look to peer cities to learn what options are available to improve snow removal.

Due to limited funding the sidewalk infill and reconstruction programs are not able to complete all requested projects yearly. The City could look into options for extending funding for both programs to make necessary improvements to the pedestrian network. Additionally, many community members expressed confusion on how best to report issues with sidewalk infrastructure as well as making requests for improvements. The City could examine options to make this information clearer for residents to understand.

Focus on Implementing Existing Policies and Planning Documents

The City of Saint Paul has an extensive planning and policy background supporting improvements to the pedestrian environment. Plans such as the *Comprehensive Plan*, the *Downtown Development Strategy*, the *Street Design Manual*, and many others encourage the City to begin prioritizing pedestrian issues. The City could look for opportunities to collaborate within City departments and with local agencies to implement these adopted policies and plans. Furthermore, as recommended by community members, all projects involving the public realm could include analysis of the impact of projects to the pedestrian environment and look for opportunities to make improvements to pedestrian facilities.

Identify Opportunities for Collaboration

Many organizations and agencies have started, or have been involved with, pedestrian issues. The City could look to collaborate with other organizations and agencies that are working to make Saint Paul a safer place for pedestrians. Pedestrian Advocacy groups can provide support for pedestrian-oriented projects and help to encourage resident participation in planning processes. Similarly, the City could begin focusing more efforts on expanding the Safe Routes to School program in Saint Paul. The Safe Routes to School grant identified in Chapter 9 would be very helpful in advancing this goal. The City could also work with the Minnesota Vision Zero campaign to implement pedestrian safety improvements focused on education, enforcement, encouragement, evaluation, and engineering.

Chapter 9: Funding Opportunities

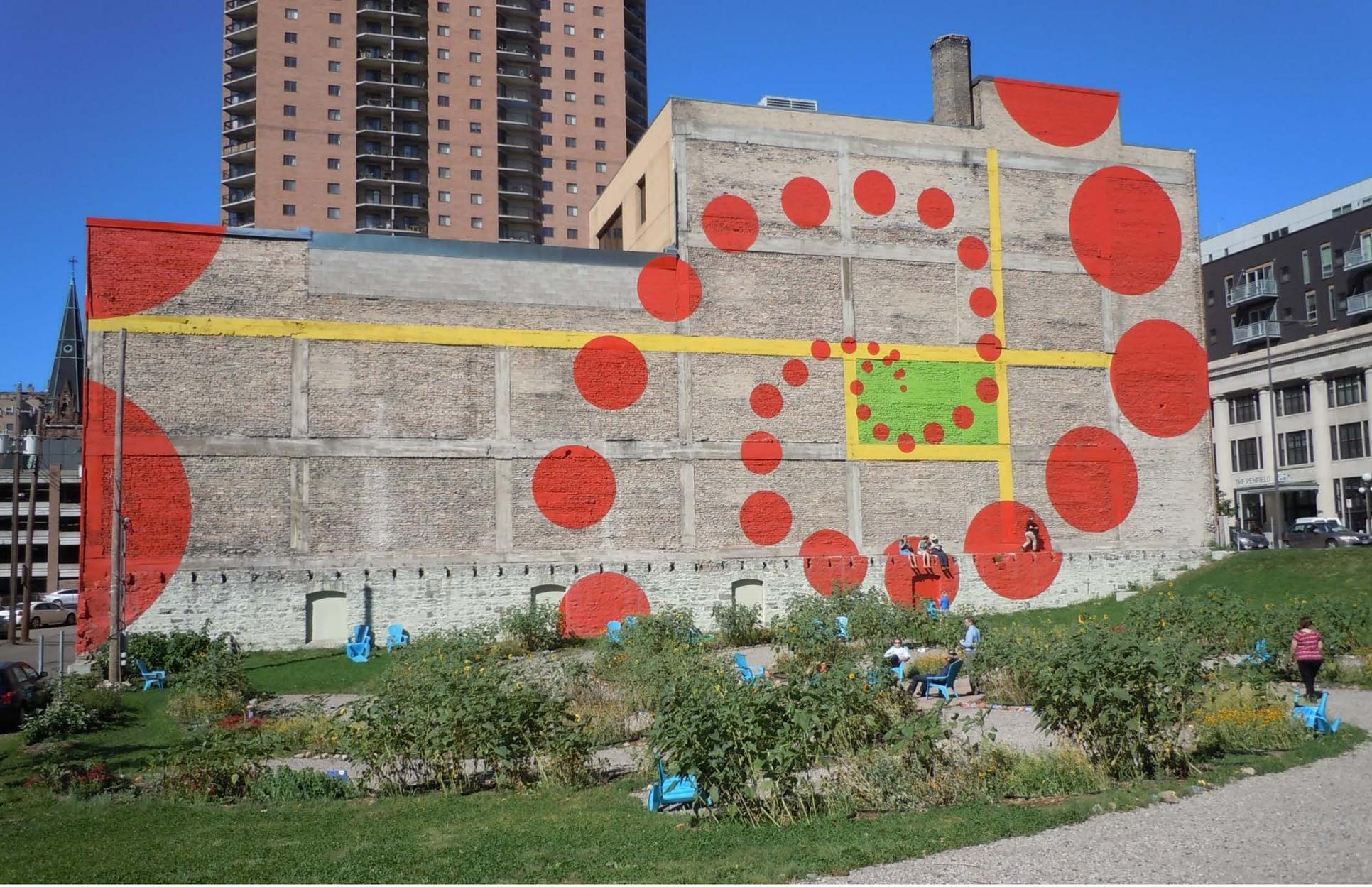
Funding must be identified before any pedestrian improvement projects begin. There is a variety of funding available at the local, state, and national level with varying grant amounts. Each has special stipulations but can be used to help improve the pedestrian environment.

Funding Opportunities	
Local Funding	<p>Capital Improvement Budget Process – Saint Paul prepares a Capital Improvement Budget on a bi-annual basis. Projects submitted to the CIB process must finance the acquisition, betterment, physical development, redevelopment and other improvement of City-owned land and buildings, and have a useful life of at least ten years.</p>
	<p>Knight Green Line Challenge – The Knight Green Line Challenge seeks ideas from innovators who aim to build a more successful St. Paul. 2016 will be the final year of the challenge where people can submit applications on how to make Saint Paul more vibrant, particularly along the Green Line.</p>
	<p>8-80 Vitality Initiative – The 8-80 Vitality Initiative promotes economic development through investments that enliven the public realm by connecting residents and visitors with the city, promoting walking and bicycling, and creating great public spaces.</p>
Regional/State Funding	<p>DNR Local Trail Connections Program – The Local Trail Connections Program provides grants to local units of government to promote relatively short trail connections between where people live and desirable locations. The grant does not support the development of significant new trails.</p>
	<p>Safe Routes to Schools – The MN Department of Transportation offers a variety of grant funding opportunities to implement Safe Routes to School programs and policies. Funding is available for programming as well as infrastructure projects.</p>

	<p><u>Met Council Livable Communities Grants</u> – Livable Communities Grants fund community investments that revitalize economies, creates affordable housing, and link different land uses and transportation. LCA’s voluntary, incentive-based approach leverages partnerships and shared resources to help communities achieve their regional and local goals.</p>
	<p><u>Met Council Regional Solicitation</u> – Every two years, the Regional Solicitation process allocates federal transportation funds to locally-initiated projects to meet regional transportation needs.</p>
<p>Federal Funding</p>	<p><u>EPA Grants</u> – The Environmental Protection Agency offers a range of different grants that could be used to improve the pedestrian environment in Saint Paul.</p>
	<p><u>TIGER Discretionary Grants</u> – TIGER Discretionary Grants focus on capital projects that generate economic development and improve access to reliable, safe and affordable transportation for disconnected communities both urban and rural, while emphasizing improved connection to employment, education, services and other opportunities, workforce development, or community revitalization.</p>

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- Page 10: Chicago Pedestrian Plan, cityofchicago.org
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- Page 16: Seattle Pedestrian Plan, seattle.gov
- Public Art Saint Paul, publicartsaintpaul.org



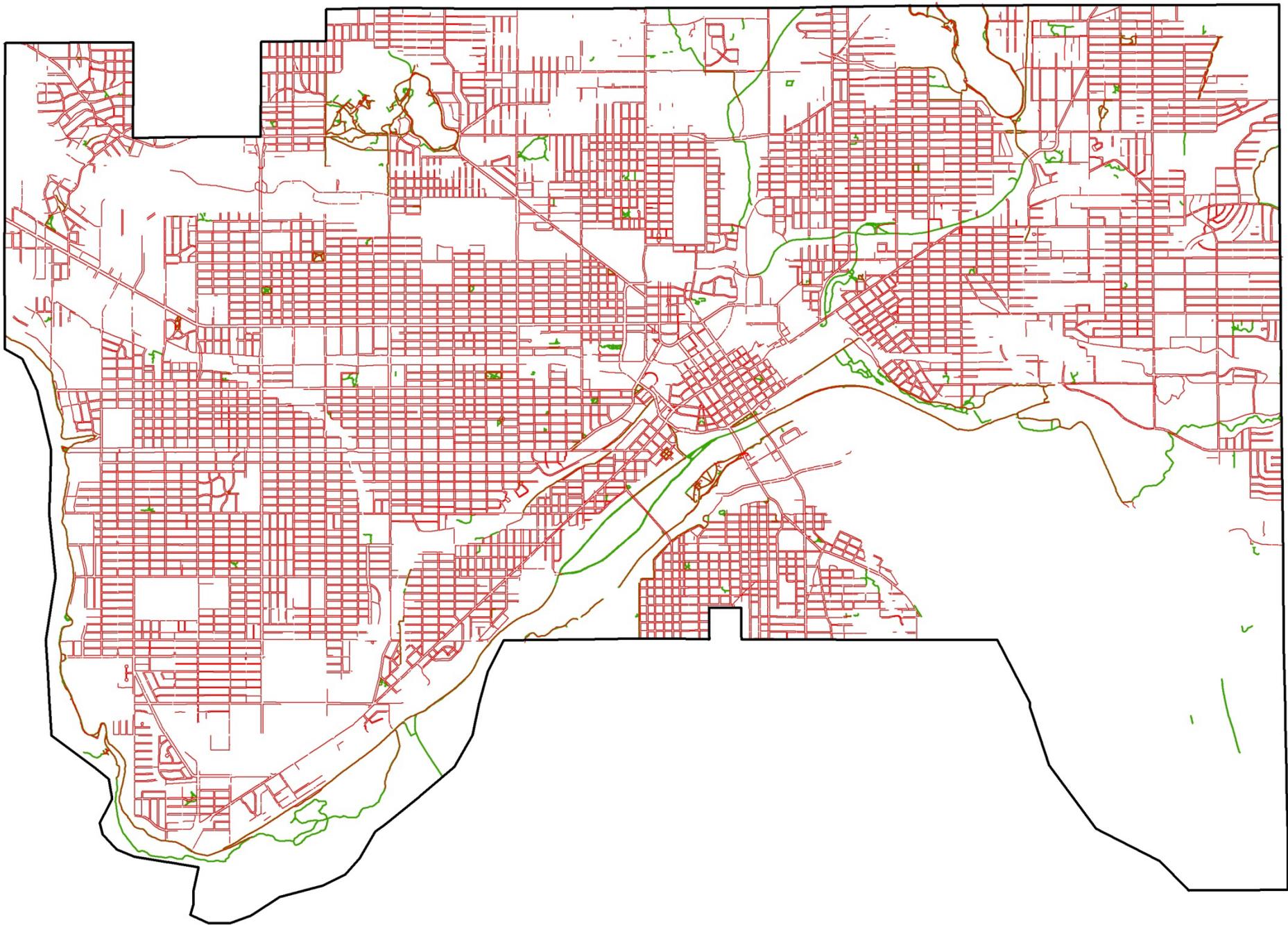
Presentation Outline



- I. Introduction
- II. Case Studies of Pedestrian Plans
- III. Policy Support for Pedestrian Issues
- IV. Programs Related to the Pedestrian Realm
- V. Interviews with Community Members
- VI. Existing Conditions
- VII. Future Opportunities

Walking in Saint Paul

- Walking is vital to Saint Paul
 - ▣ We all walk in some form everyday
- In many places Saint Paul is very walkable, however there are still **obstacles** to safe, efficient, and enjoyable pedestrian travel



Introduction

- Goal of Pedestrian Assessment Report:
 1. Examine Pedestrian Plans from peer cities
 2. Perform safety analysis of existing conditions for pedestrians in Saint Paul
 1. Programs and Policies
 2. Crash Data
 3. Interviews with community members
 3. Identify opportunities to guide future planning efforts

Pedestrian Plans Reviewed

Pedestrian Plan	Year Adopted
Pedestrian Transportation Plan for Madison	1997
City and County of Denver Pedestrian Master Plan	2004
Minneapolis Pedestrian Master Plan	2009
Seattle Pedestrian Master Plan	2009
Chicago Pedestrian Plan	2012
Philadelphia Pedestrian and Bicycle Plan	2012
La Crosse Bicycle and Pedestrian Plan	2012

Common Themes



1. Pedestrian Plan Vision/Purpose Statement
2. Community and Stakeholder Involvement
3. Policy and Planning Context
4. Goals and Objectives
5. Tools and Guidelines
6. Implementation Strategy
7. Funding Opportunities

Innovative Practices

- Community and Stakeholder Engagement
 - ▣ Downtown Walking Tours
 - ▣ Multimedia Options
 - ▣ Roundtable Discussions
- Data
 - ▣ Inventory Analysis
- Tools and Guidelines
 - ▣ Online Plan Format



The Seattle Pedestrian Plan is in an entirely online format

Lessons for Saint Paul

- Utilize innovative community engagement practices
- Set clear priorities and implementation strategy
 - ▣ Data Collection & Analysis
- Identify funding for short and long-term projects

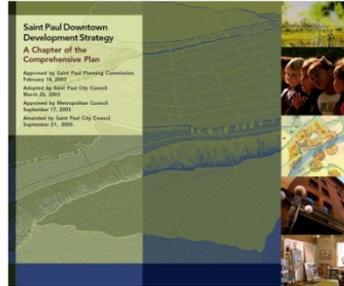


Pedestrian improvements near Macalester College on Snelling Ave

Saint Paul Planning Context



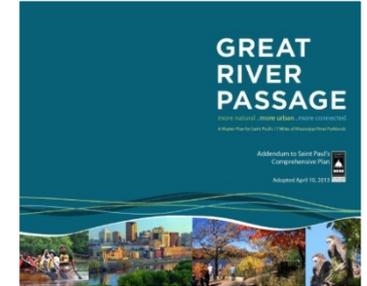
Comprehensive plan



Downtown Development Strategy



Bike Walk Central Corridor Action Plan



Great River Passage Master Plan



Complete Streets Resolution



Draft Street Design Manual



Parks and Recreation System Plan

Saint Paul Departments & Programs

- Sidewalk Reconstruction and Infill
 - ▣ Request basis
 - ▣ Limited budget
- Site Plan Review
- Human Rights and Equal Economic Opportunity
- Public Art Saint Paul

Interviews with Community Members

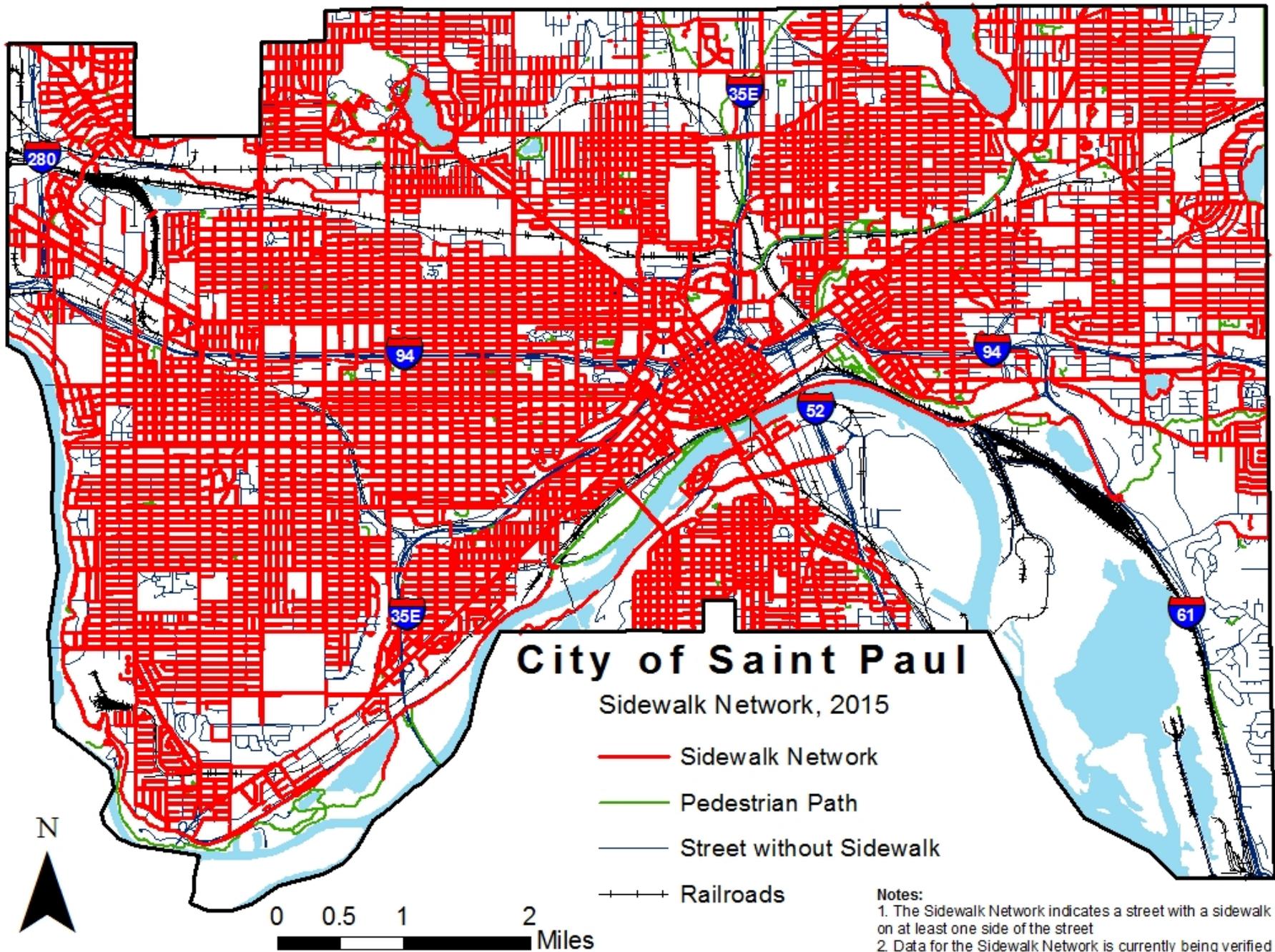
- Strengths of the Pedestrian Environment
 - Grid of sidewalks + pedestrian paths
 - Strong transit network
 - Responsiveness of City staff
 - District Councils

Interviews with Community Members

- Obstacles in the Pedestrian Environment
 - Snow removal
 - Sidewalk Maintenance
 - Crossings – I-94, railroad, Mississippi River
 - Safety on arterials
 - Unawareness of pedestrian rights
 - Issues of equity

Existing Conditions

- Maps and charts are based on MNDOT's crash database



Pedestrian Crashes in Saint Paul, 2005-2014

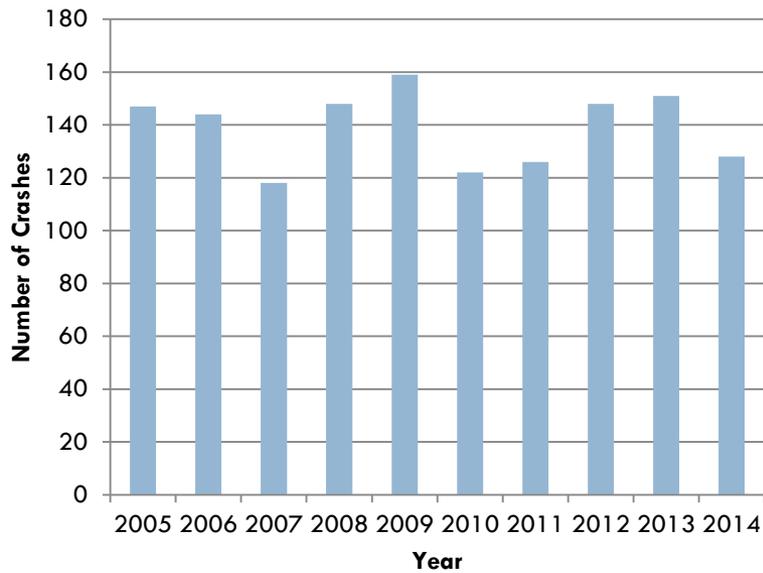


Fatal and Incapacitating Pedestrian Crashes in Saint Paul, 2005 - 2014

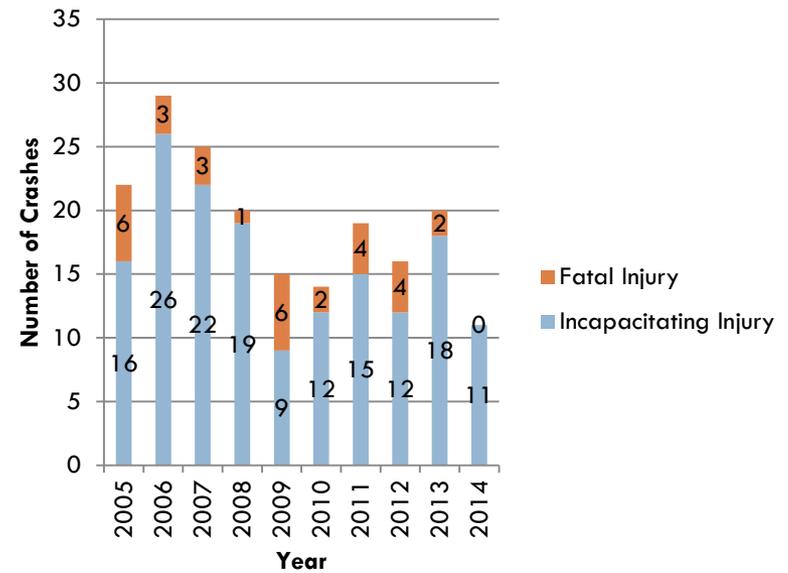


Pedestrian Crashes in Saint Paul

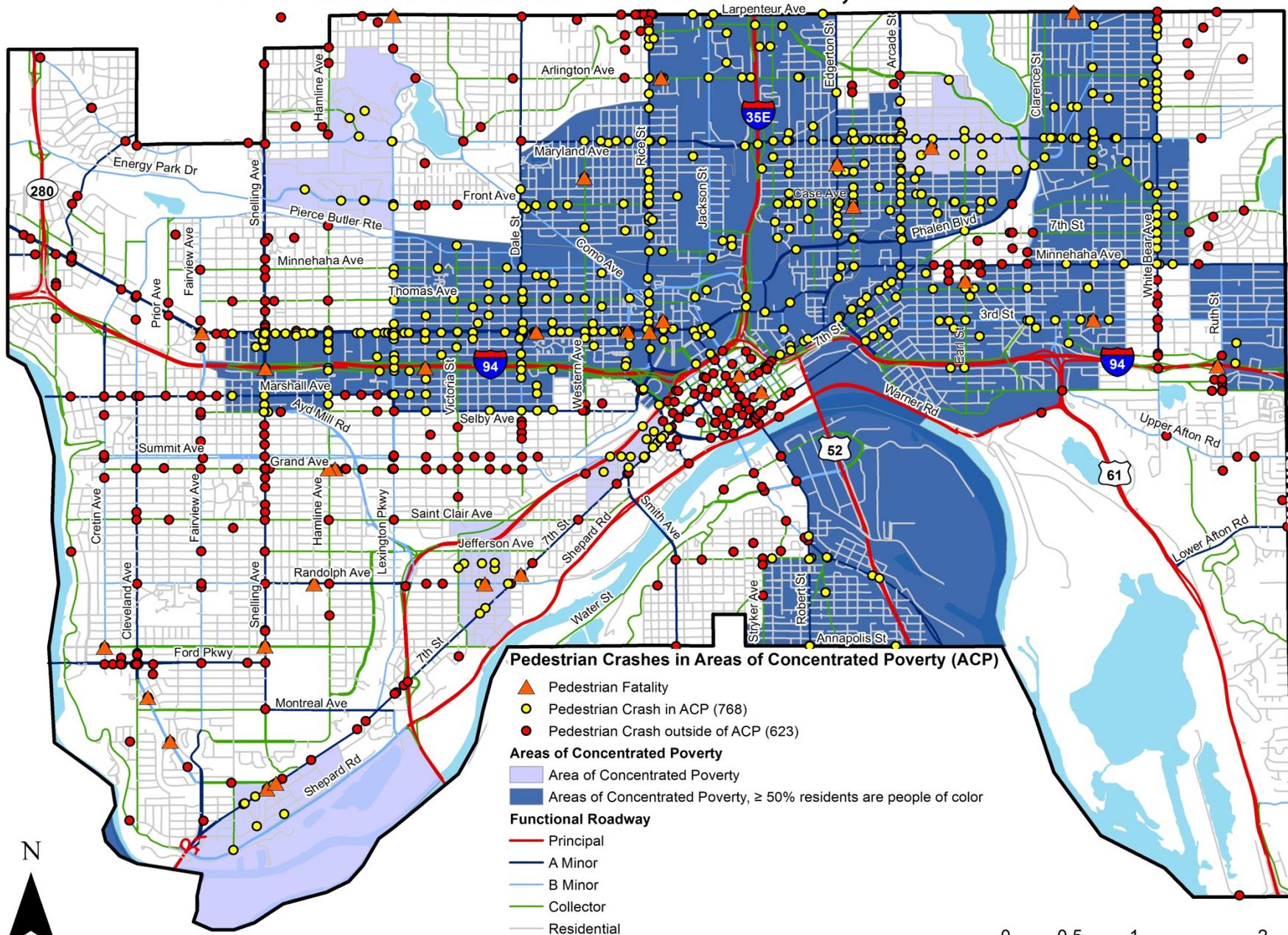
Number of Crashes involving Pedestrians, 2005-2014



Serious Crashes involving Pedestrians, 2005-2014



Pedestrian Crashes in Saint Paul, 2005 - 2014



0 0.5 1 2 Miles

Future Opportunities

1. Examine Innovative Community Engagement Practices
2. Improve Data Collection and Dissemination
3. Investigate More Options for Snow Removal and Sidewalk Maintenance
4. Focus on Implementing Existing Policies and Programs
5. Identify Opportunities for Collaboration
6. Pedestrian Plan?

Transportation Committee Staff Report

Committee date:

Project Name	<i>Implementation of bicycle facilities with 2015 City Mill and Overlay Projects</i>
Geographic Scope	<i>Oakdale Ave/State St (between Cesar Chavez and Annapolis), Western Ave (between Como and University), Minnehaha Ave (between Lexington and Dale)</i>
Ward(s)	<i>1,2</i>
District Council(s)	<i>Thomas-Dale/Frogstown (7), West Side Community Organization (3)</i>
Project Description	<i>Implementation of bicycle facilities as a component of scheduled mill and overlay projects on Oakdale Ave, Western Ave, and Minnehaha Ave. To facilitate improved connectivity, extending bicycle facilities beyond the limits of the mill and overlays on Oakdale, Western, and Minnehaha is proposed.</i>
Project Contact	<i>Luke Hanson</i>
Contact email/phone	<i>651-266-6146</i>
Lead Agency/Department	<i>Department of Public Works</i>
Purpose of Project/Plan	<i>To implement the recommendations of the Saint Paul Bicycle Plan as a component of scheduled 2015 City mill and overlay projects. These projects will provide dedicated bicycle facilities on Oakdale Ave, Western Ave, and Minnehaha Ave, improving the bicycling environment as it relates to safety, accessibility, and connectivity. Narrowing vehicular travel lanes will encourage slower speeds, fostering safer and more accessible roadways for all users. Incorporating bike facilities into the City's mill and overlay projects will leverage low-cost, high-benefit improvements, and maximize cost effectiveness through efficiencies.</i>
Planning References	<i>Saint Paul Bicycle Plan, Comprehensive Plan</i>
Project stage	<i>Design</i>
General Timeline	<i>Implement in Fall 2015</i>
District Council position (if applicable)	<i>Unknown</i>
Level of Committee Involvement	<i>Involve</i>
Previous Committee action	<i>None</i>
Level of Public Involvement	<i>Involve</i>
Public Hearing	<i>Yes (Oakdale & Western), date TBD</i>
Public Hearing Location	<i>City Council Chambers</i>
Primary Funding Source(s)	<i>Street Maintenance, 8 – 80 Vitality Fund</i>
Cost	<i>TBD</i>

Staff recommendation	<i>Recommend approval of incorporating bicycle facilities into scheduled</i>
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	<i>city mill and overlay projects on Oakdale Ave, Western Ave, and Minnehaha Ave.</i>
Action item requested of the Committee	<i>Make a recommendation to the City Council to incorporate bicycle facilities into scheduled mill and overlay projects on Western Avenue and Oakdale Avenue (the Minnehaha project does not remove parking/travel lanes, and will not have a public hearing at City Council). Provide feedback/recommendations on the designs as proposed.</i>
Committee recommendation	<i>To be filled in at the meeting</i>
Committee vote	<i>To be filled in at the meeting</i>

Oakdale Avenue / State St Bicycle Lanes

Cesar Chavez to Annapolis

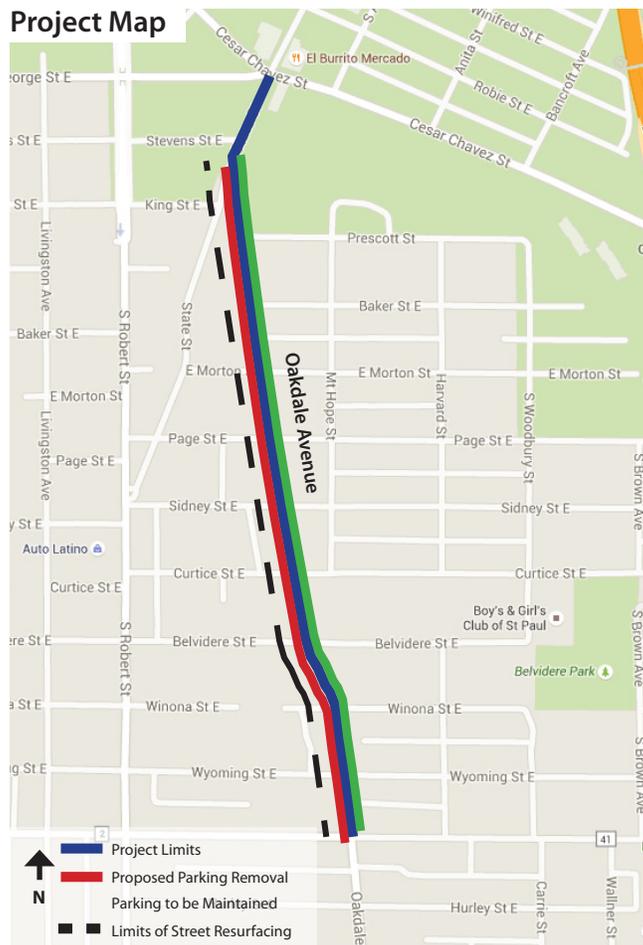
Project Background

The City is planning a mill and overlay on Oakdale Ave between State St and Annapolis in fall 2015. The Bicycle Plan recommends in-street separated lanes on Oakdale between State and Annapolis. Implementing bicycle lanes as a component of the planned mill and overlay is proposed. To facilitate safe connections and eliminate a gap in bicycle facilities, extending bicycle lanes south to Cesar Chavez on State St beyond the boundaries of the mill and overlay is also proposed.

Changes to Parking

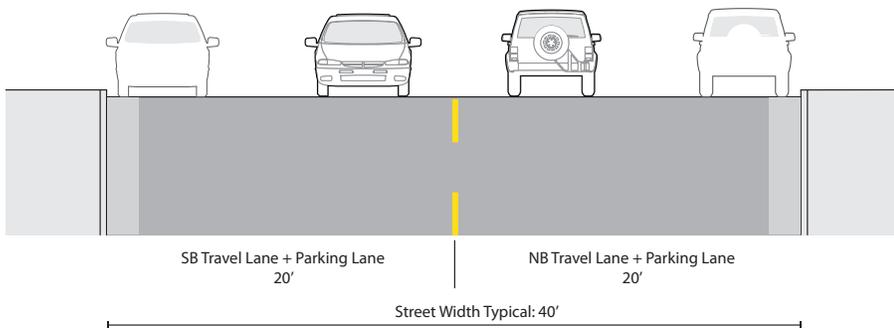
There is currently parking on both sides of Oakdale within the project corridor. In order to install dedicated bike lanes, parking must be removed from one side of the street. Parking removal is proposed for the west side of Oakdale between State and Annapolis. To measure parking demand, parking counts were performed at representative time periods on Oakdale. Based on the data collected by Public Works, it is anticipated that the remaining parking supply on Oakdale and the intersecting side streets will be sufficient to meet existing demand following the implementation of bicycle lanes (*data attached*).

Project Map



Existing:

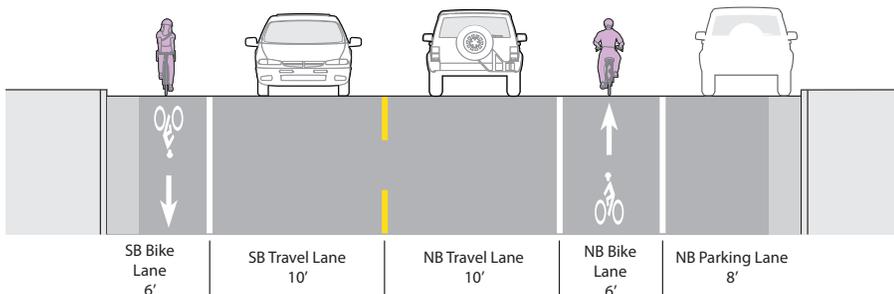
Oakdale Avenue – State to Annapolis



- 1 travel lane in each direction
- No existing bicycle facilities
- Parking on both sides

Proposed:

Oakdale Avenue – State to Annapolis



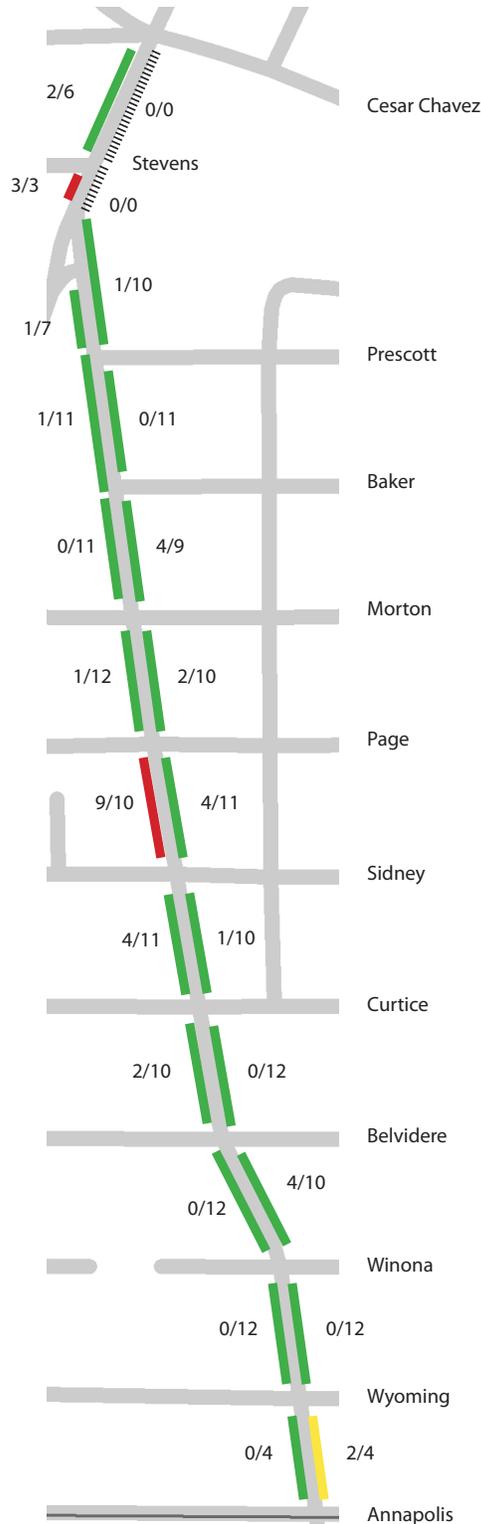
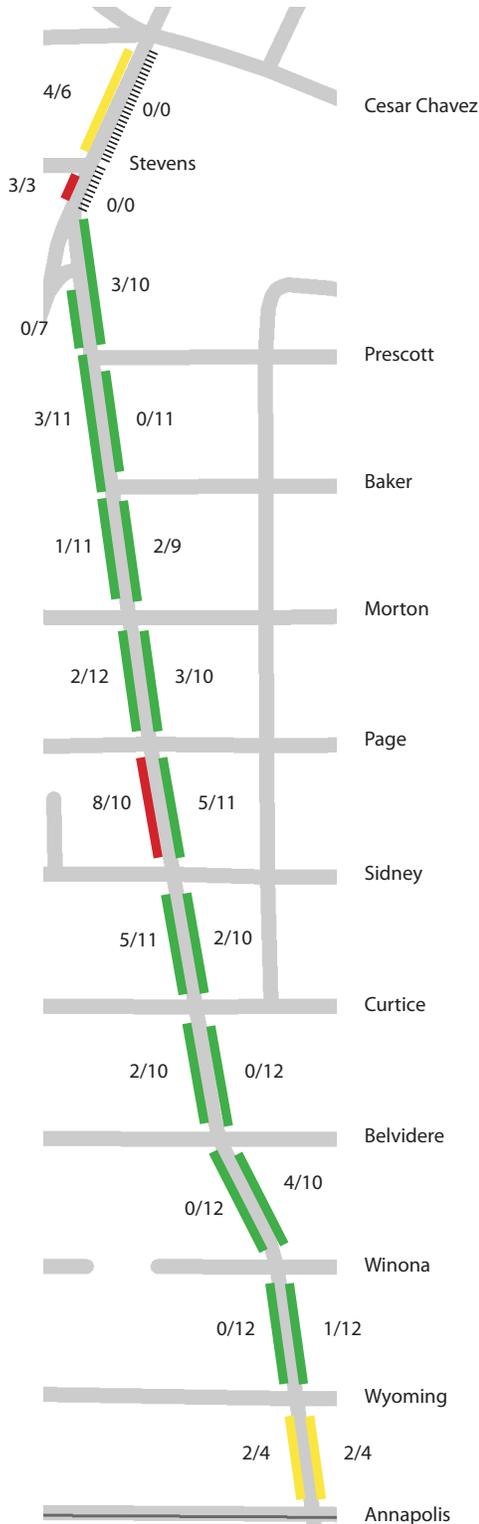
- 1 travel lane in each direction (narrower to reduce speeding)
- 1 bicycle lane in each direction (6')
- Parking on one side (east)

State St / Oakdale Ave Parking Counts

Weekday Early Morning (4 AM - 6 AM)

Date: Tuesday, June 2nd
Time Period: 4AM - 6 AM

Date: Thursday, June 18th
Time Period: 4AM - 6 AM



Legend

Observed Parking Utilization

- Signed "No Parking"
- 0 - 49%
- 50 - 74%
- 75 - 100+%

Example: 8/11 =
Observed Parked Cars /
Estimated Legal Parking Capacity

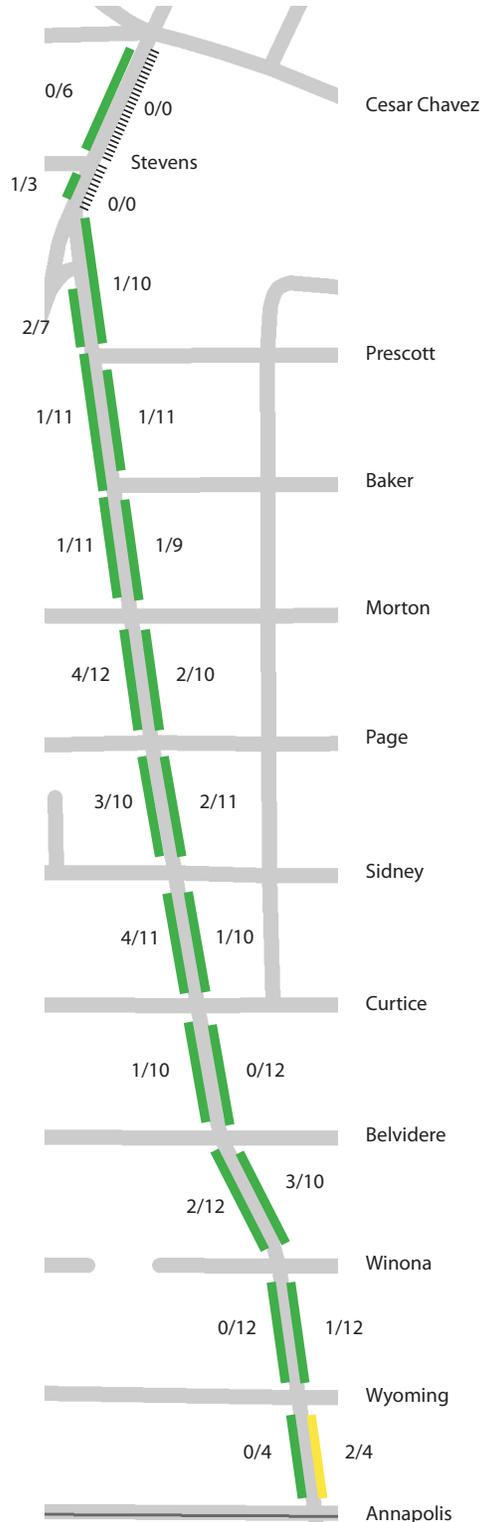
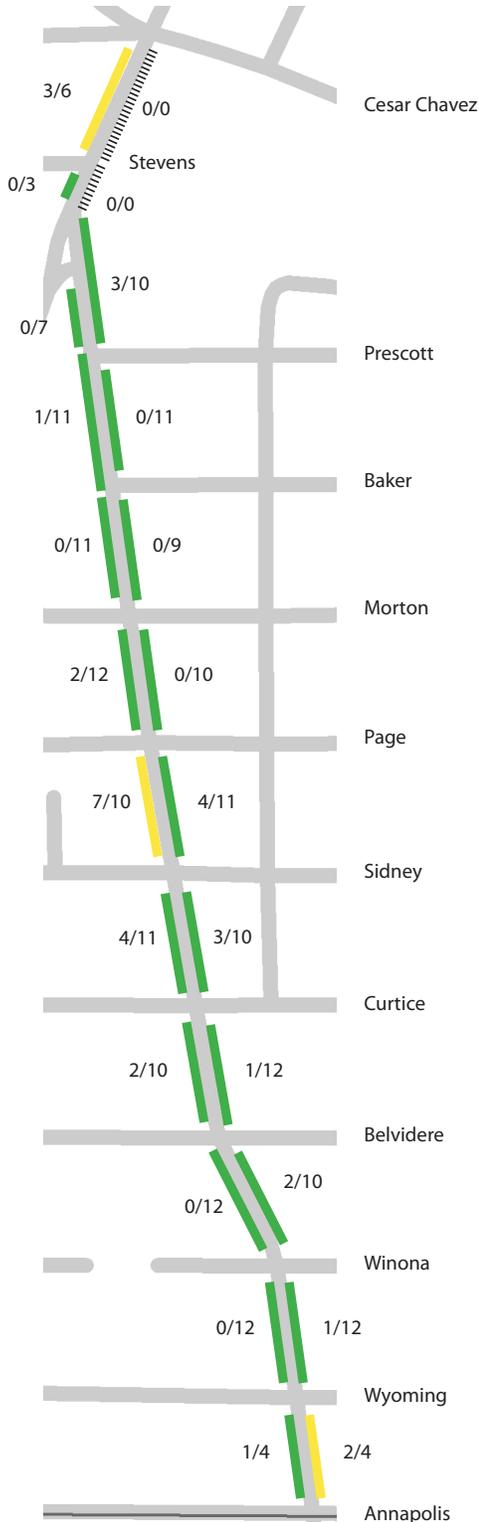
(Observed parking utilization may exceed estimated legal capacity)

State St / Oakdale Ave Parking Counts

Weekday Midday (11 AM - 1 PM)

Date: Wednesday, June 3rd
Time Period: 11 AM - 1 PM

Date: Wednesday June 10th
Time Period: 11 AM - 1 PM



Legend

- Observed Parking Utilization
- Signed "No Parking"
 - 0 - 49%
 - 50 - 74%
 - 75 - 100+%

Example: 8/11 =
Observed Parked Cars /
Estimated Legal Parking Capacity

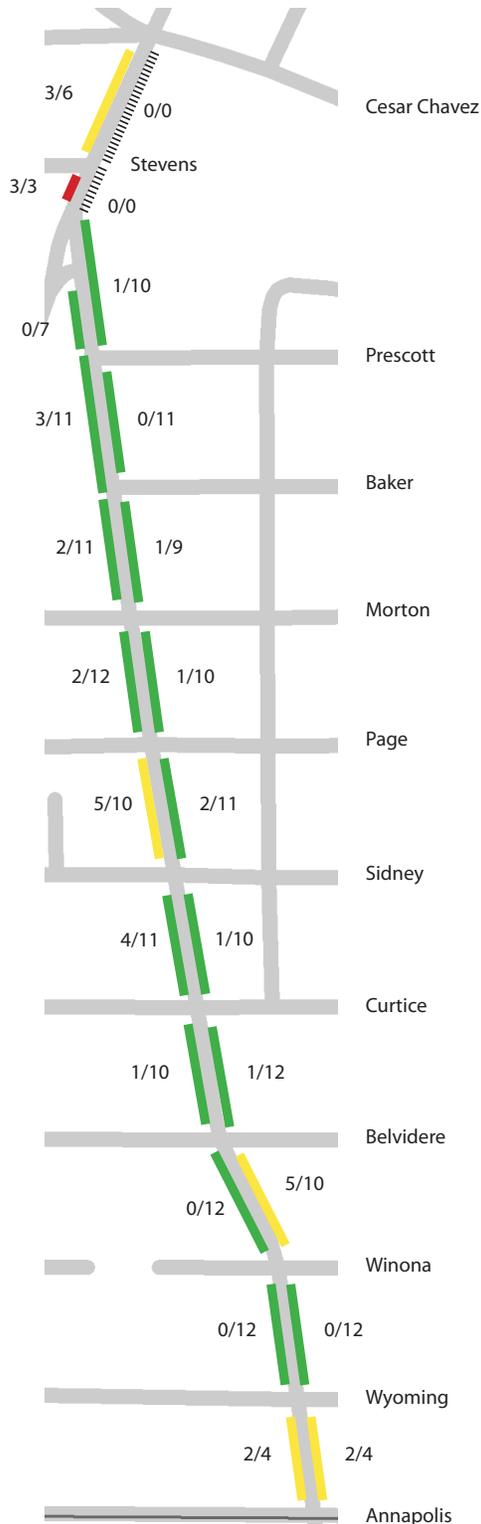
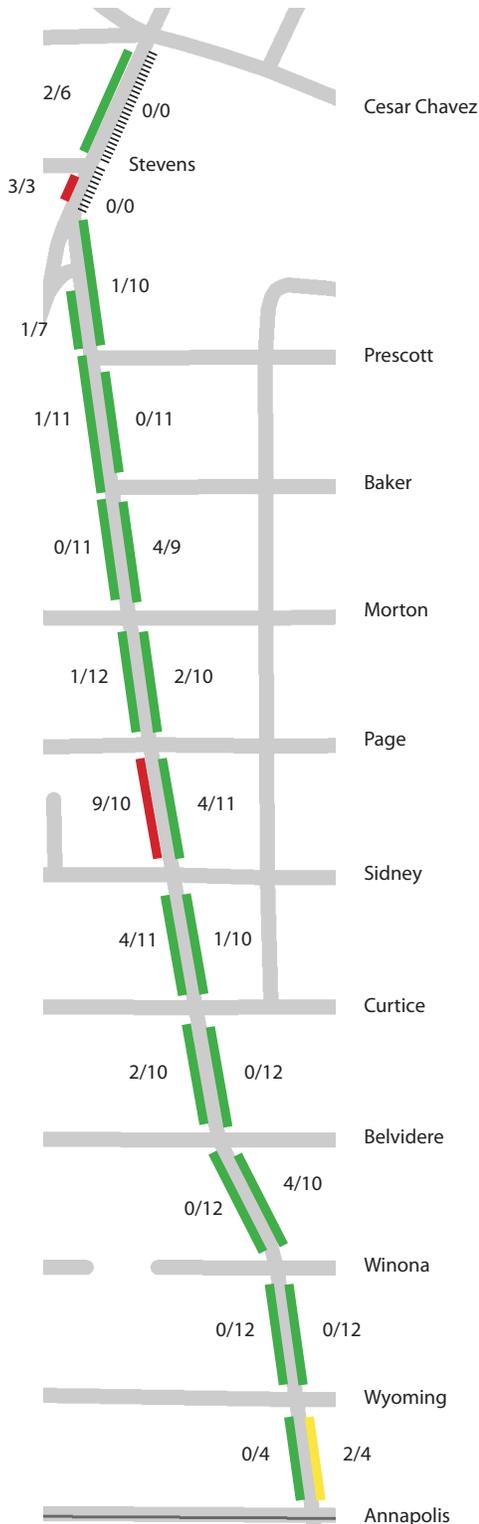
(Observed parking utilization may
exceed estimated legal capacity)

State St / Oakdale Ave Parking Counts

Weekday Evening (6 PM - 8 PM)

Date: Tuesday, June 16th
Time Period: 6 PM - 8 PM

Date: Thursday, June 18th
Time Period: 6 PM - 8 PM



Legend

- Observed Parking Utilization**
- Signed "No Parking"
 - 0 - 49%
 - 50 - 74%
 - 75 - 100+%

Example: 8/11 =
Observed Parked Cars /
Estimated Legal Parking Capacity

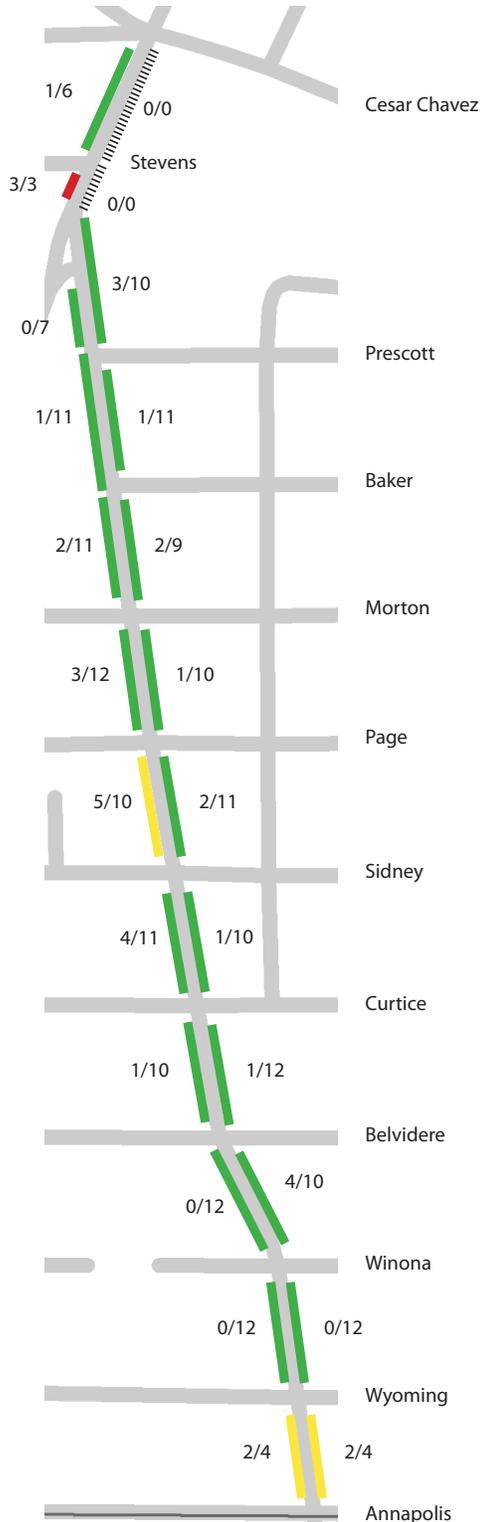
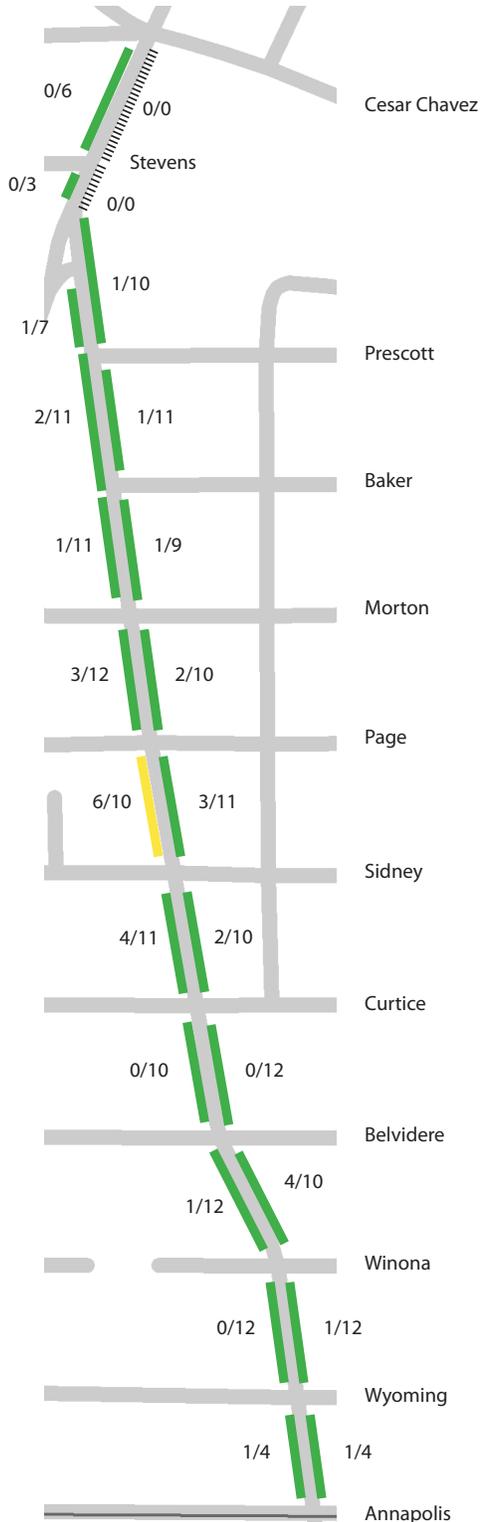
(Observed parking utilization may exceed estimated legal capacity)

State St / Oakdale Ave Parking Counts

Saturday Midday (11 AM - 1 PM)

Date: Saturday, June 13th
Time Period: 11 AM - 1 PM

Date: Saturday, June 20th
Time Period: 11 AM - 1 PM



Legend

Observed Parking Utilization

- Signed "No Parking"
- 0 - 49%
- 50 - 74%
- 75 - 100+%

Example: 8/11 =

Observed Parked Cars /
Estimated Legal Parking Capacity

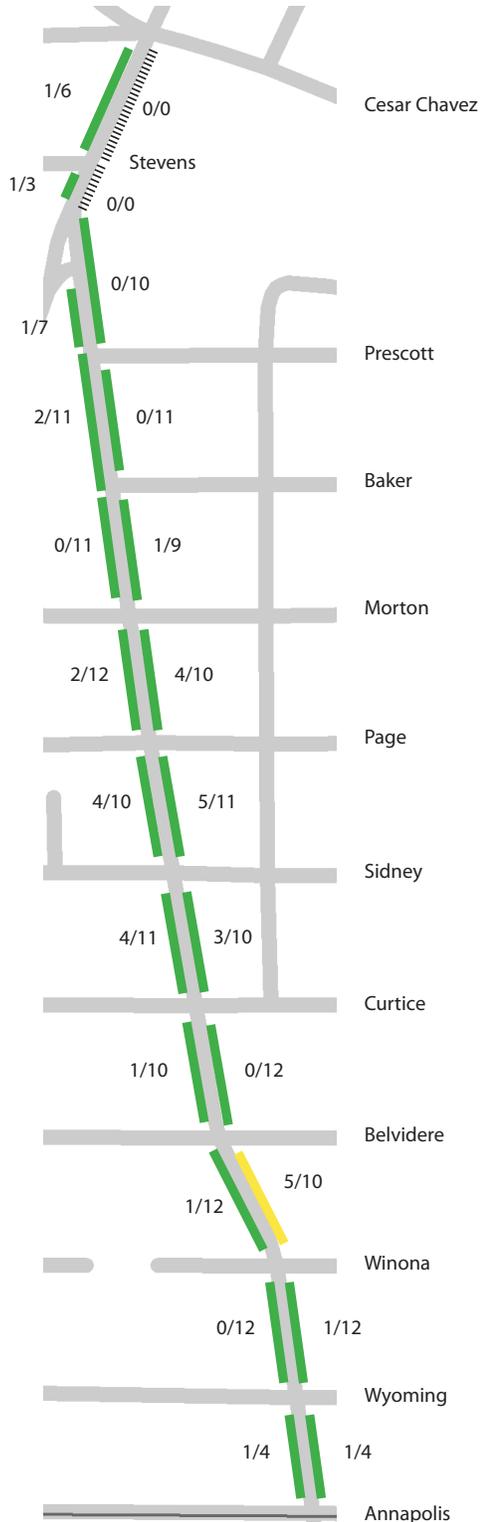
(Observed parking utilization may
exceed estimated legal capacity)

State St / Oakdale Ave Parking Counts

Saturday Evening (6 PM - 8 PM)

Date: Saturday, June 13th
Time Period: 6 PM - 8 PM

Date: Saturday, June 20th
Time Period: 16 PM - 8 PM



Legend

- Observed Parking Utilization
- Signed "No Parking"
 - 0 - 49%
 - 50 - 74%
 - 75 - 100+%

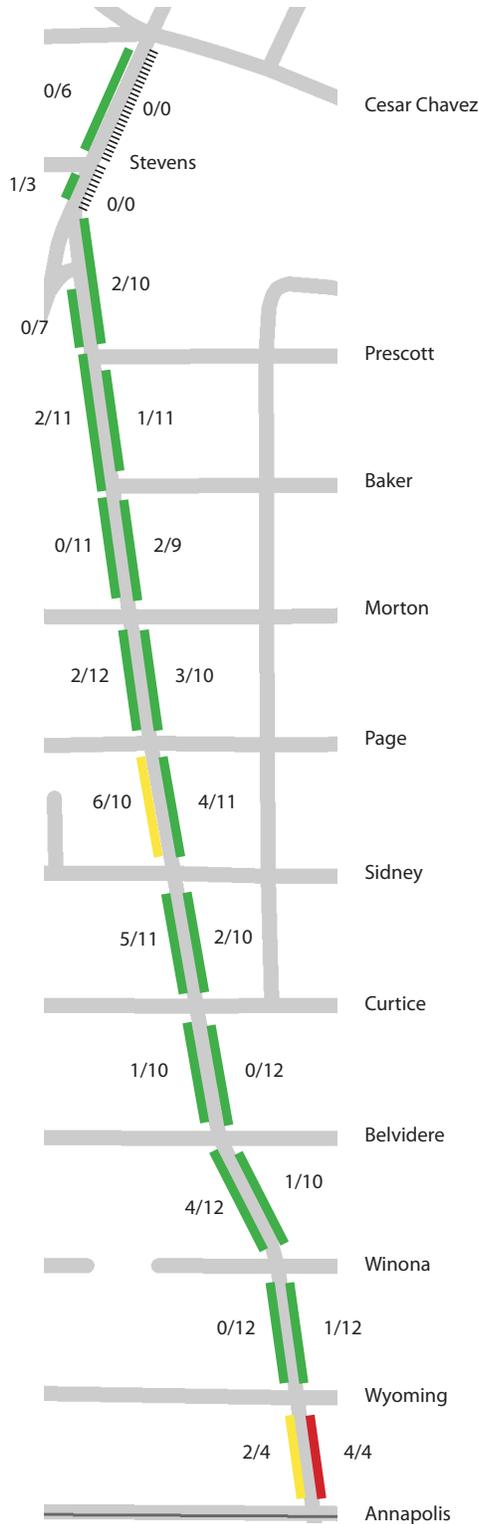
Example: 8/11 =
Observed Parked Cars /
Estimated Legal Parking Capacity

(Observed parking utilization may exceed estimated legal capacity)

State St / Oakdale Ave Parking Counts

Sunday Midday (12 PM - 2 PM)

Date: Saturday, June 13th
 Time Period: 11 AM - 1 PM



Legend

Observed Parking Utilization

- Signed "No Parking"
- 0 - 49%
- 50 - 74%
- 75 - 100+%

Example: 8/11 =

Observed Parked Cars /
 Estimated Legal Parking Capacity

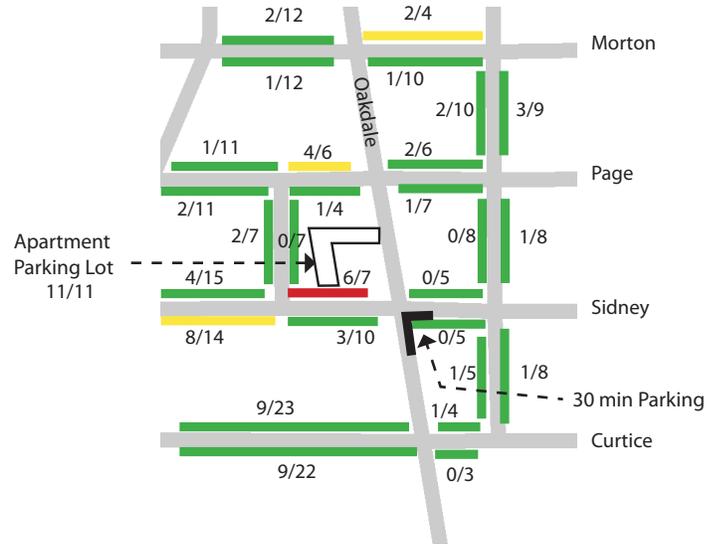
(Observed parking utilization may
 exceed estimated legal capacity)

State St / Oakdale Ave Parking Counts - Side Streets

Weekday Early Morning and Evening (4 AM - 6 AM, 6 PM - 8 PM)

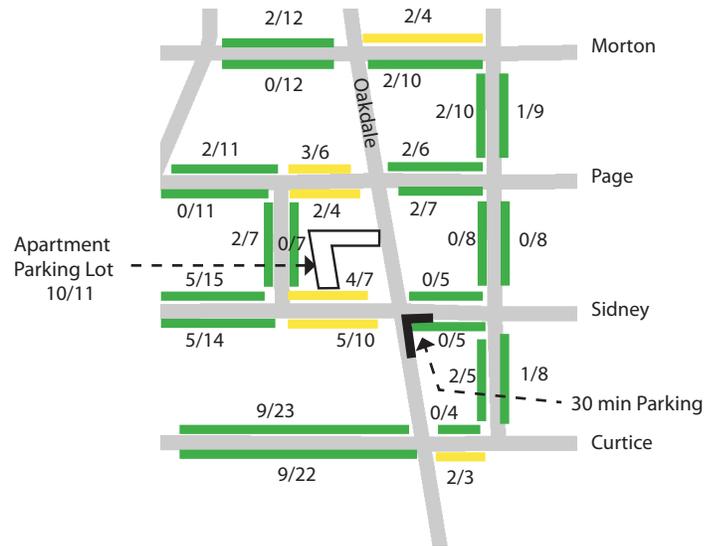
Date: Thursday, June 25th
Time Period: 4 AM - 6 AM

Date: Wednesday, July 8th
Time Period: 4 AM - 6 AM



Date: Wednesday, June 24th
Time Period: 6 PM - 8 PM

Date: Wednesday, July 1st
Time Period: 6 PM - 8 PM



Legend

Observed Parking Utilization

- Signed "No Parking"
 - 0 - 49%
 - 50 - 74%
 - 75 - 100+
- Example: 8/11 =
Observed Parked Cars /
Estimated Legal Parking Capacity
- (Observed parking utilization may exceed estimated legal capacity)

Western Avenue Bicycle Lanes

Como Ave to University Ave

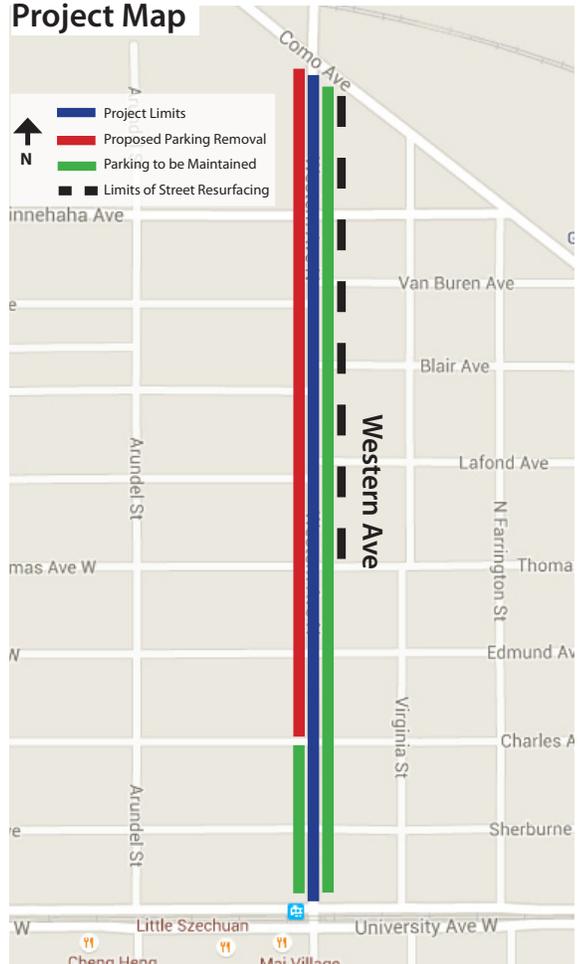
Project Background

The City is planning a mill and overlay on Western Ave between Como and Thomas in fall 2015. The Bicycle Plan recommends in-street separated lanes on Western within the project corridor. Implementing bicycle lanes as a component of the planned mill and overlay is proposed. To facilitate safe connections and eliminate a gap in bicycle facilities, extending bicycle lanes south to University beyond the boundaries of the mill and overlay is also proposed.

Changes to Parking and the Sanitation Ban

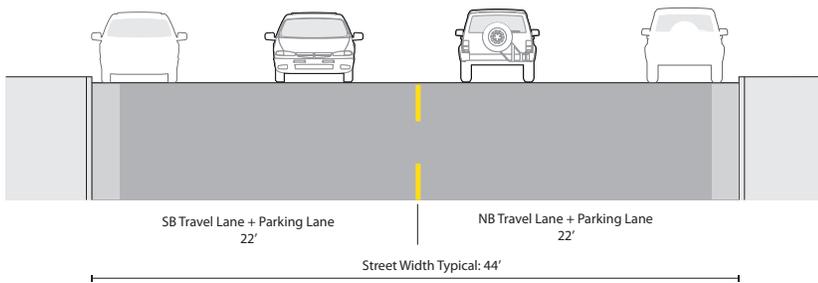
There is currently parking on both sides of Western within the project limits, though a sanitation ban limits overnight parking to one side of the street six days of the week. Between Como and Charles, parking removal is proposed for the west side of Western. Between Charles and University, existing parking will be maintained on both sides of the street. To simplify overnight parking for residents, limiting the overnight parking ban to Monday from 2 AM – 7 AM on the east side of the street is proposed within the project corridor. On the west side of the street, the overnight parking ban would be reduced to Tuesday from 2 AM – 7 AM between Charles and University. To measure parking demand, parking counts were performed at representative time periods on Western. Based on the data collected by Public Works, it is anticipated that parking supply following the implementation of bicycle lanes will be sufficient to meet existing demand (*data attached*).

Project Map



Existing:

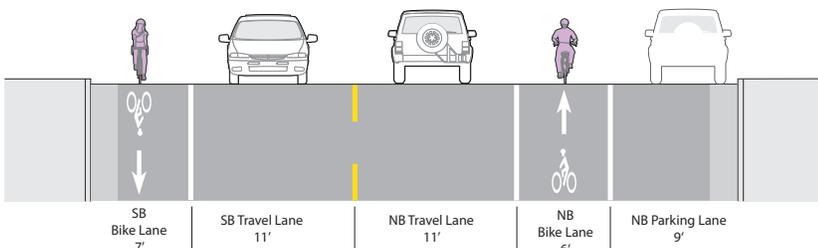
Western Avenue – Como to University



- 1 travel lane in each direction
- No existing bicycle facilities
- Parking on both sides

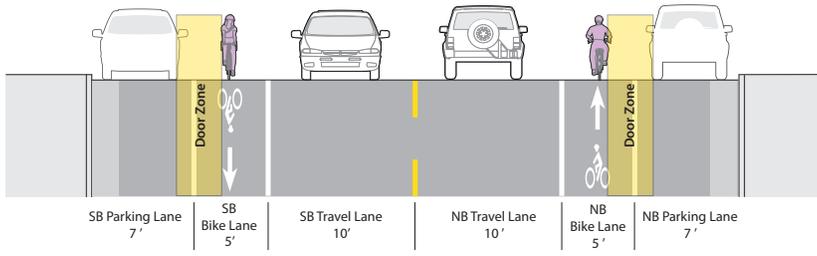
Proposed:

Western Avenue – Como to Charles



- 1 travel lane in each direction (narrower to reduce speeding)
- 1 bicycle lane in each direction
- Parking on one side (east)

**Proposed:
Western Avenue – Charles to University**

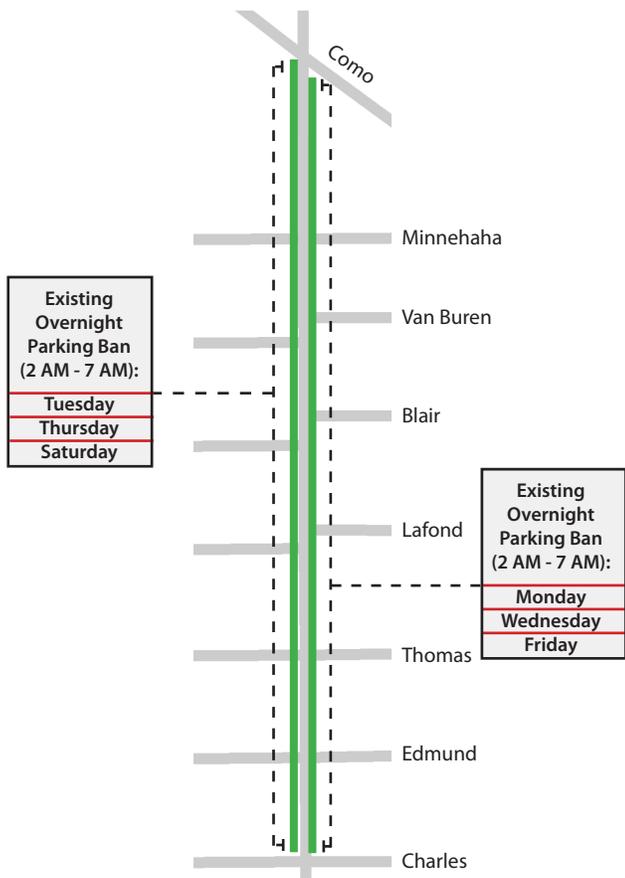


- 1 travel lane in each direction (narrower to reduce speeding)
- 1 bicycle lane in each direction
- Parking on both sides

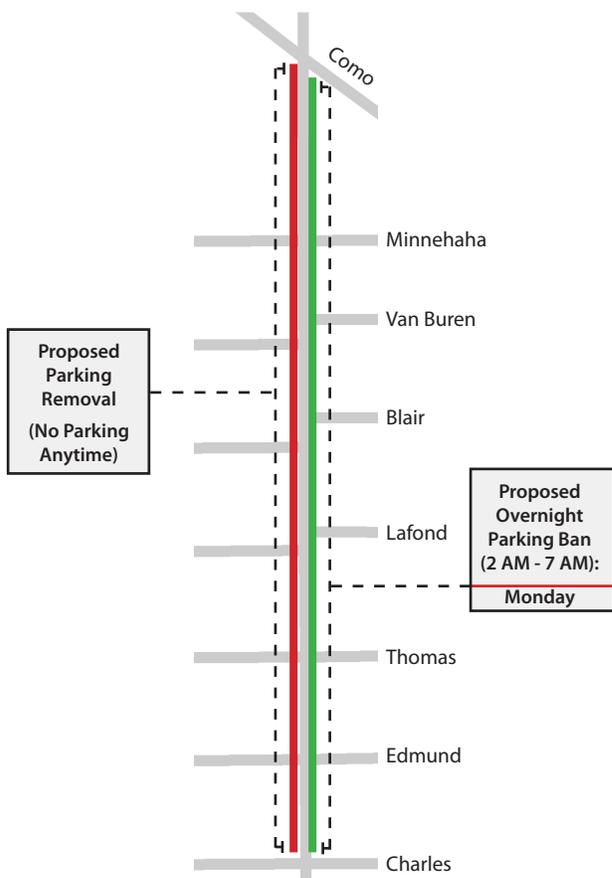
Proposed Changes to Parking and the Overnight Parking Ban

Western Avenue - Como to Charles, Charles to University

Existing: Western Ave - Como to Charles



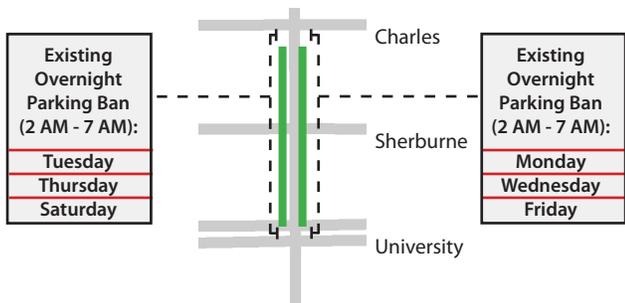
Proposed: Western Ave - Como to Charles



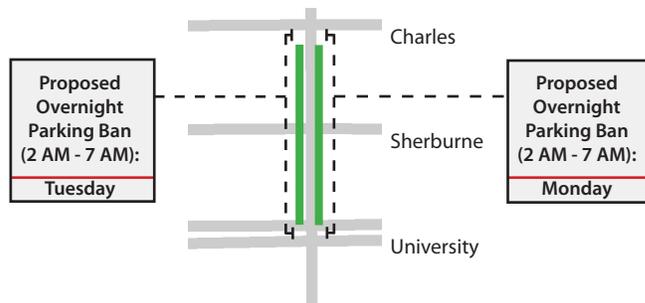
Legend

- Available On-Street Parking
- Proposed On-Street Parking Removal

Existing: Western Ave - Charles to University



Proposed: Western Ave - Charles to University



Legend

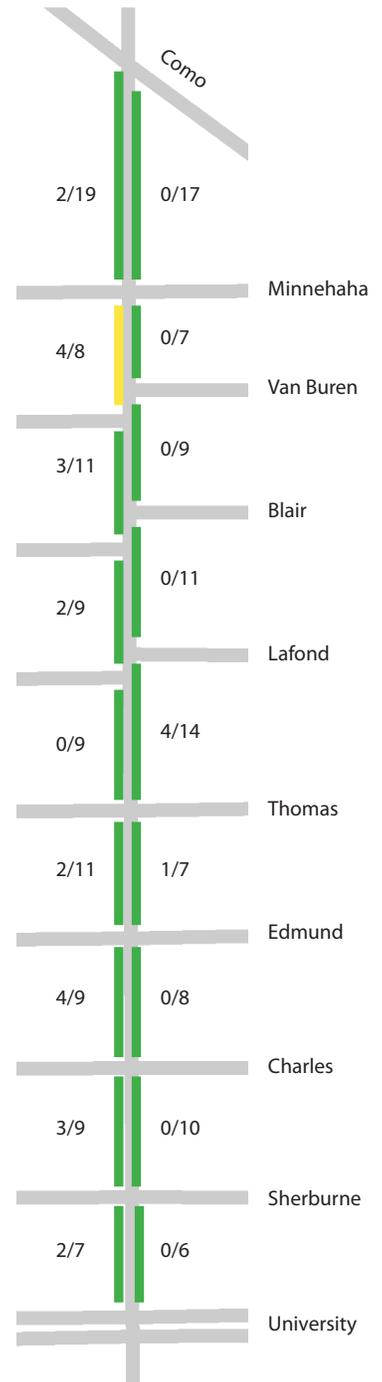
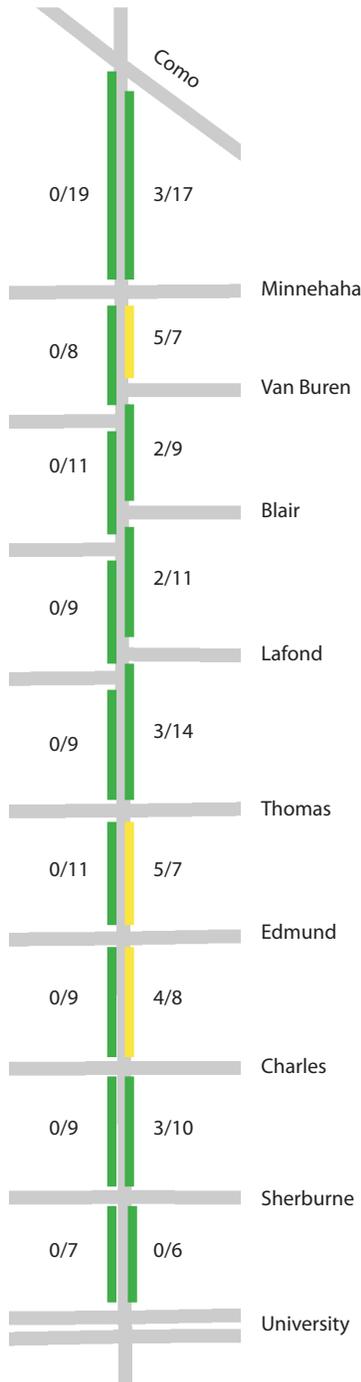
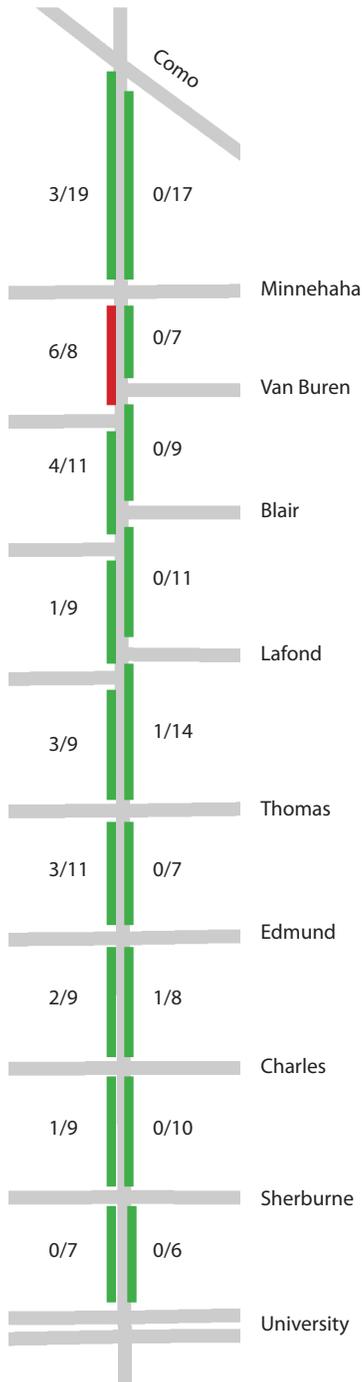
- Available On-Street Parking
- Proposed On-Street Parking Removal

Western Ave Parking Counts Weekday Early Morning (4 AM - 6 AM)

Date: Thursday, May 28th
Time Period: 4AM - 6 AM

Date: Tuesday, June 2nd
Time Period: 4AM - 6 AM

Date: Wednesday, June 10th
Time Period: 4AM - 6 AM



Legend

Observed Parking Utilization



Signed "No Parking"



0 - 49%



50 - 74%



75 - 100+%

Example: 8/11 =

Observed Parked Cars /
Estimated Legal Parking Capacity

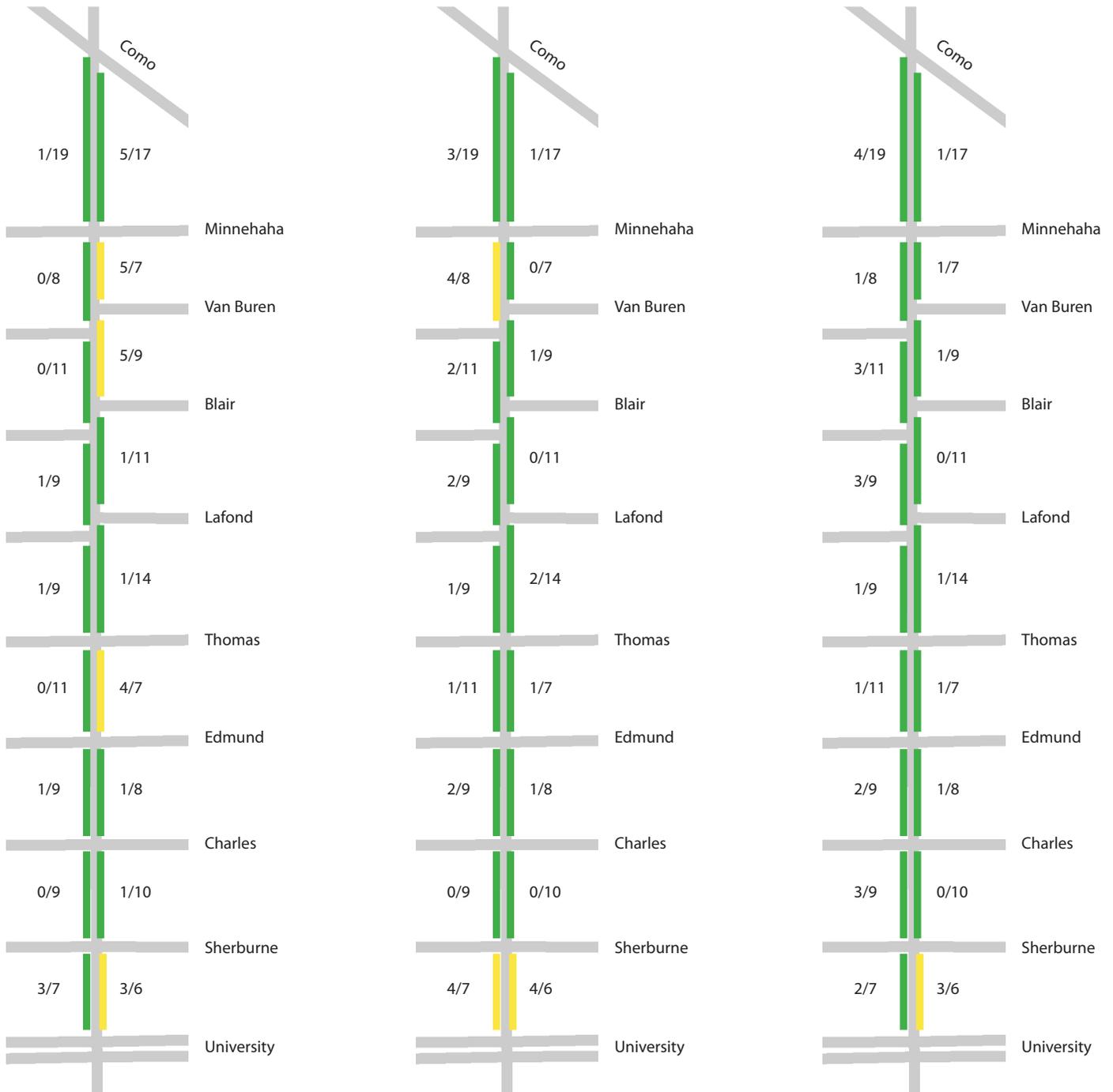
(Observed parking utilization may
exceed estimated legal capacity)

Western Ave Parking Counts Weekday Midday (11 AM - 1 PM)

Date: Thursday, May 28th
Time Period: 11 AM - 1 PM

Date: Wednesday, June 3rd
Time Period: 11 AM - 1 PM

Date: Wednesday, June 10th
Time Period: 11 AM - 1 PM



Legend

Observed Parking Utilization



Signed "No Parking"
 0 - 49%
 50 - 74%
 75 - 100+%

Example: 8/11 =
 Observed Parked Cars /
 Estimated Legal Parking Capacity
 (Observed parking utilization may
 exceed estimated legal capacity)

Western Ave Parking Counts Saturday Midday (11 AM - 1 PM)

Date: Saturday, June 13th
Time Period: 11 AM - 1 PM

Date: Saturday, June 20th
Time Period: 11 AM - 1 PM



Legend

Observed Parking Utilization

- ▬ Signed "No Parking"
- ▬ 0 - 49%
- ▬ 50 - 74%
- ▬ 75 - 100+%

Example: 8/11 =
Observed Parked Cars /
Estimated Legal Parking Capacity

(Observed parking utilization may
exceed estimated legal capacity)

Minnehaha Avenue Bicycle Lanes

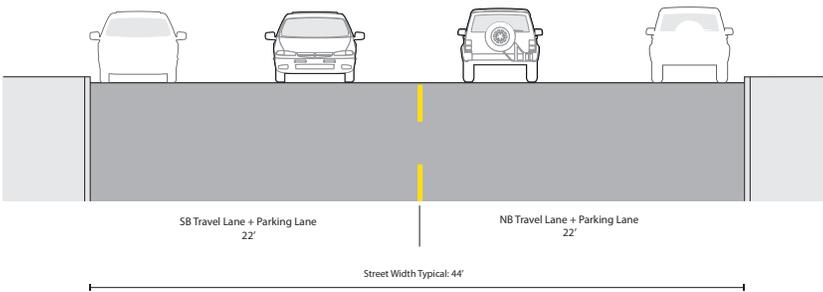
Lexington Pkwy to Dale St



Project Background

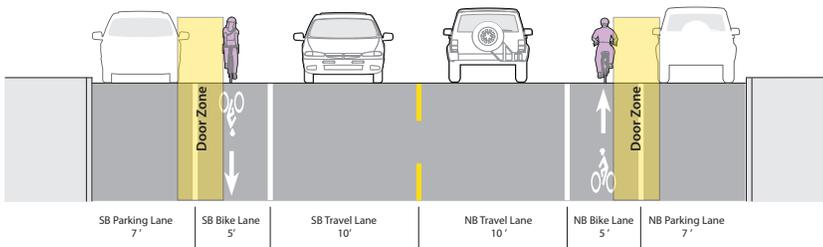
The City is planning a mill and overlay on Minnehaha Ave between Lexington Pkwy and Pierce Butler in fall 2015. The Bicycle Plan recommends in-street separated lanes on Minnehaha within the project corridor. Implementing bicycle lanes as a component of the planned mill and overlay is proposed. To facilitate safe connections and eliminate a gap in bicycle facilities, extending bicycle facilities east to Dale beyond the boundaries of the mill and overlay is also proposed. Bicycle lanes can be installed without any changes to existing parking on Minnehaha.

Existing: Lexington to Pierce Butler



- 1 travel lane in each direction
- No existing bicycle facilities
- Parking on both sides

Proposed: Lexington to Pierce Butler



- 1 travel lane in each direction (narrower to reduce speeding)
- 1 bicycle lane in each direction
- Parking on both sides