



Summit Avenue Regional Trail Plan

Document Summary

Saint Paul, MN | 2023



**SAINT PAUL
MINNESOTA**

Submitted by the City of Saint Paul
Parks and Recreation
Adopted October 25, 2023 (See Appendix)

SAINT PAUL  Parks and Recreation



How has the process informed Plan changes?

Community Engagement

Ongoing public engagement has shaped the proposed Regional Trail facility illustrated in this Plan. Feedback through both in-person and online engagement has helped planners understand priorities and concerns of current and potential trail users. A summary of engagement by response volume is listed to the right.

Topics that sparked continued discussion with community members have shaped this iteration of the Regional Trail Plan. Examples of these changes are listed below:

Tree Preservation

- Continued study of disturbance within roadway footprint; examples of citywide precedents with other projects
- Development of framework for constrained conditions when needed

Safety and User Experience

- Desire for physical separation between vehicles and bicycles/pedestrians
- Two-way trail concept removed from development plan
- Development of intersection toolkit to provide guidance for future design and engineering phases

Historic Preservation

- Roadway footprint utilized as focus area for trail facility
- Historic patterns and symmetry acknowledged and retained to the extent possible at this time
- More clarity provided regarding future formal SHPO and HPC reviews



1,316

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

119

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

289

Community Open House*
October 2022
* Figure reflects registered participants

593

Comments received
60% Draft Document -
Engage Saint Paul

720

Comments received
90% Draft Document -
Engage Saint Paul

Community, Partner, and Agency Contribution to the Plan

Icons throughout the document highlight specific sections where community feedback shaped the Plan, or where technical expertise from partner and agency staff was used to support or develop the proposed trail.



Partner and Agency Contribution

This icon indicates sections of the Plan that were shaped by contributions from and collaboration with partner agencies.



Community Feedback Icon

Look for this icon in the document highlighting areas of focus generated by insights, feedback, and concerns from community members throughout engagement.

These topics will be important considerations for future phases of implementation, design, and engineering of a trail facility.

Introduction and Planning Framework

Statement of Need

The local, on-street bikeway on Summit Avenue is one of the most heavily used bicycle routes in Saint Paul. The current bicycle lanes on Summit Avenue were introduced in the early 1990s, making them some of the first bike lanes in the City. The paved roadway space is currently striped on-street to create bicycle lanes, positioning the bicyclist between moving vehicles and parked cars. Creating the Summit Avenue Regional Trail would create a protected trail space, separating vehicles and bicyclists to increase comfort and safety in a way that can suit all users and abilities.

Pavement conditions in the corridor reflect a variety of surface conditions and in many segments, a high-priority for either resurfacing or street reconstruction. As infrastructure in the corridor is replaced, the City of Saint Paul would look for opportunities to coordinate improvements to the regional trail with the larger roadway improvements to the entire corridor. Developing a regional trail along Summit Avenue would be an opportunity to coordinate infrastructure improvements while creating a significant recreational park amenity for the region.

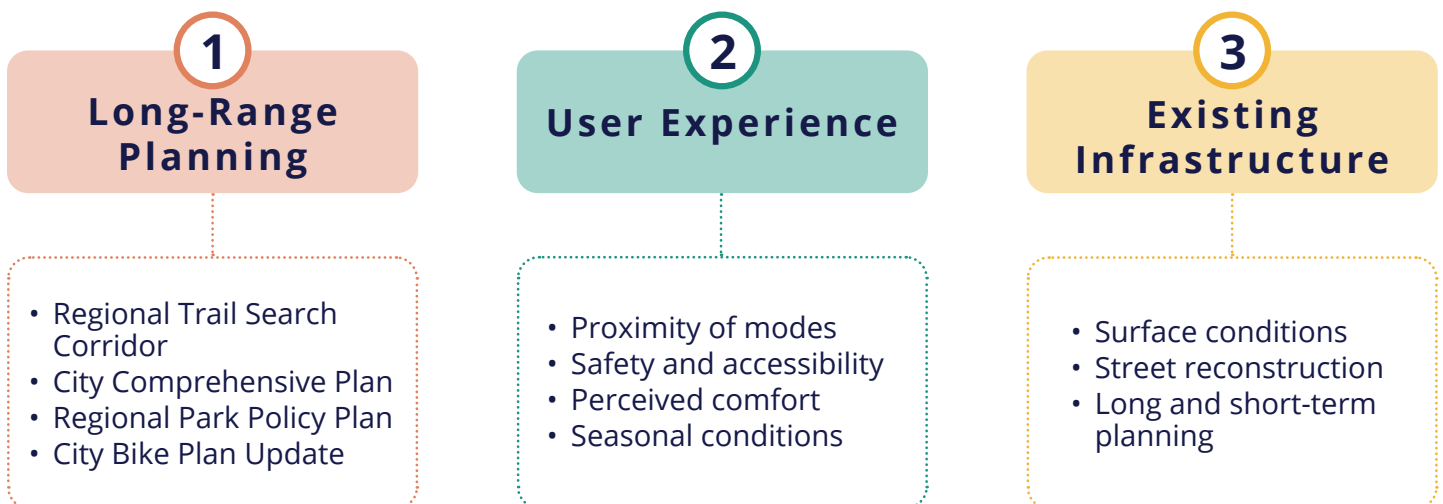
Project Context

The project area encompasses approximately a 5.4-mile corridor along Summit Avenue, Kellogg Boulevard, and Eagle Parkway, connecting the Mississippi Gorge Regional Park and Samuel H. Morgan Regional Trail. The proposed trail facility touches the Mississippi River Corridor Critical Area (MRCCA) at the eastern and western most edges of its alignment. The proposed trail is also within two designated historic districts, and adjacent to several historic properties.

Project Goals

- Evaluate and identify a regional trail alignment on Summit Avenue to improve recreational experience and safety for all users.
- Identify ways to balance the character of Summit Avenue when modernizing infrastructures including but not limited to trees, greenspace, parking, vehicles, recreation, and historical designation.
- Improve connectivity and public access to parkland.
- Support the evolving needs of users to create a more resilient, people-oriented corridor.

Why is this being considered, and why now?



Community Engagement

Engagement Events

The community engagement process has been a valuable tool to inform the trail design concepts, and balance the values of community members and stakeholders with other project components. The design team hosted several in-person and virtual engagement events, some of which are listed below:

- Online Engagement | Surveys, comment maps, idea boards
- Technical Advisory and Design Advisory Committee Meetings
- Focused Engagement Events
- City-wide and Community events
- Virtual Drop-in Sessions and Public Information Session
- Community Open House



Summary of Feedback Themes

Throughout the engagement process for the Plan, several common themes arose from a majority of community members and survey respondents, listed below.



Greenspace

- Limit impact to trees, focus on preservation
- Importance of canopy for shade and parkway experience
- Maintain open space in medians
- Boulevards as buffer for pedestrians
- Importance of the parkway as local park space



Safety

- Minimizing conflicts at intersections
- Concerns about vehicle speeds - vehicles using bike lanes to pass
- Confusing median to roadway transition areas
- Desire for more separation between vehicles, bicycles, and pedestrians
- Parked cars and door swing conflicts with bikes



Facility Conditions

- Surface conditions of bituminous are poor
- Safety concerns on walkway surfaces - tripping hazards
- Wider, 10' sidewalks east of Dale St are highly desirable
- Snow maintenance conditions inhibit bicycling in bike lane - desire for year-round accessible spaces
- Desire to maintain dirt path in central median



No Change

- Maintain existing functions and on-street conditions
- Limit impacts to corridor
- Surface repairs are a priority

Existing Conditions

This Plan divides the corridor into segments based on roadway features (single large median, double median, and no median), as well as cultural, historical, and natural character.

Summit Avenue Corridor Segments

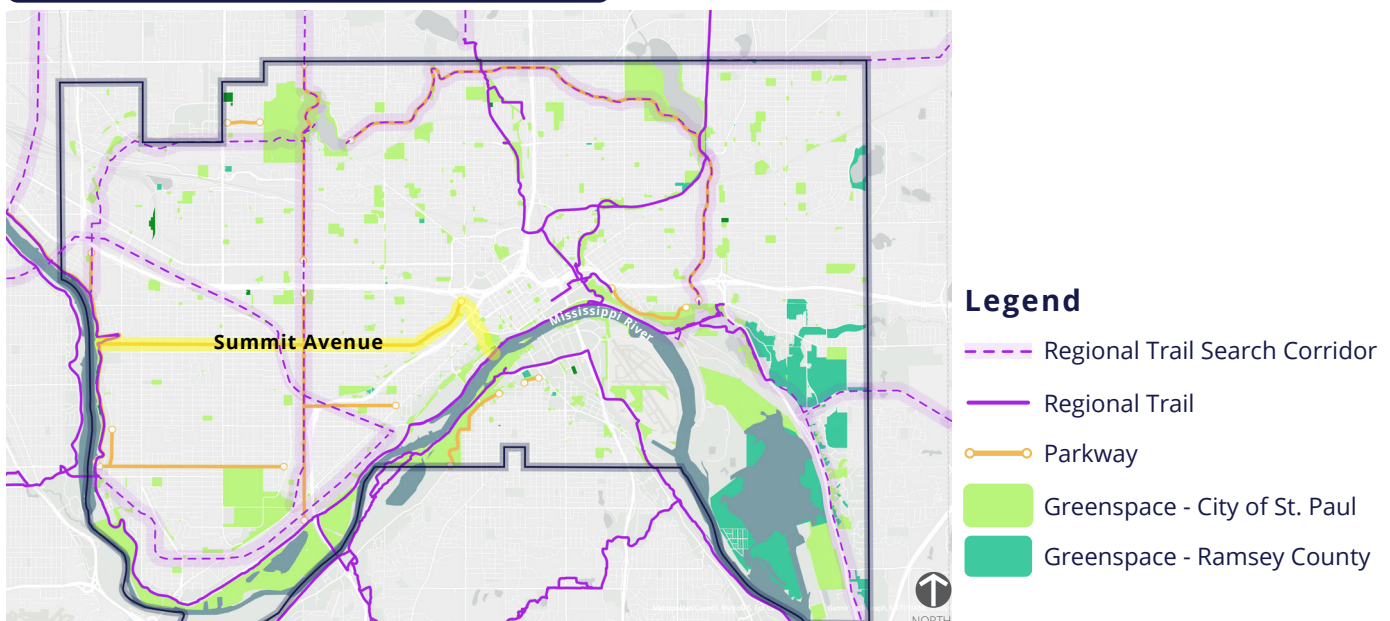


Inventory and Analysis

To understand corridor character and existing conditions along Summit Avenue, a variety of physical, cultural, and historic components were analyzed, listed below:

- Historic Districts and Sites
- Natural resources including mature tree canopy, boulevard and median greenspace, and Mississippi River Corridor Critical Area regions and requirements
- Regional greenspace amenities
- Connectivity, circulation, and access
- Political context
- Traffic and parking analysis
- Existing conditions of roadway and bicycle and pedestrian conditions

Regional Trail and Greenspace Amenities



Regional Trail Plan

Project Vision

The Summit Avenue Regional Trail offers a high-quality recreational experience recognizing the past and present along with the natural and built environments. The trail provides regional and local connections serving a broad range of users.

Design Considerations

The process of developing a corridor-wide regional trail concept balances a number of considerations including community and stakeholder feedback, safety and industry recommendations, regional greenspace value and regional connections, greenspace and mature tree canopy, historic character and review processes, and accessibility and comfort for all users. The Plan proposes a separated trail facility, meaning that the bike facility is above the curb (at sidewalk level), separated from vehicular traffic. The existing pedestrian sidewalks will remain as they are today.

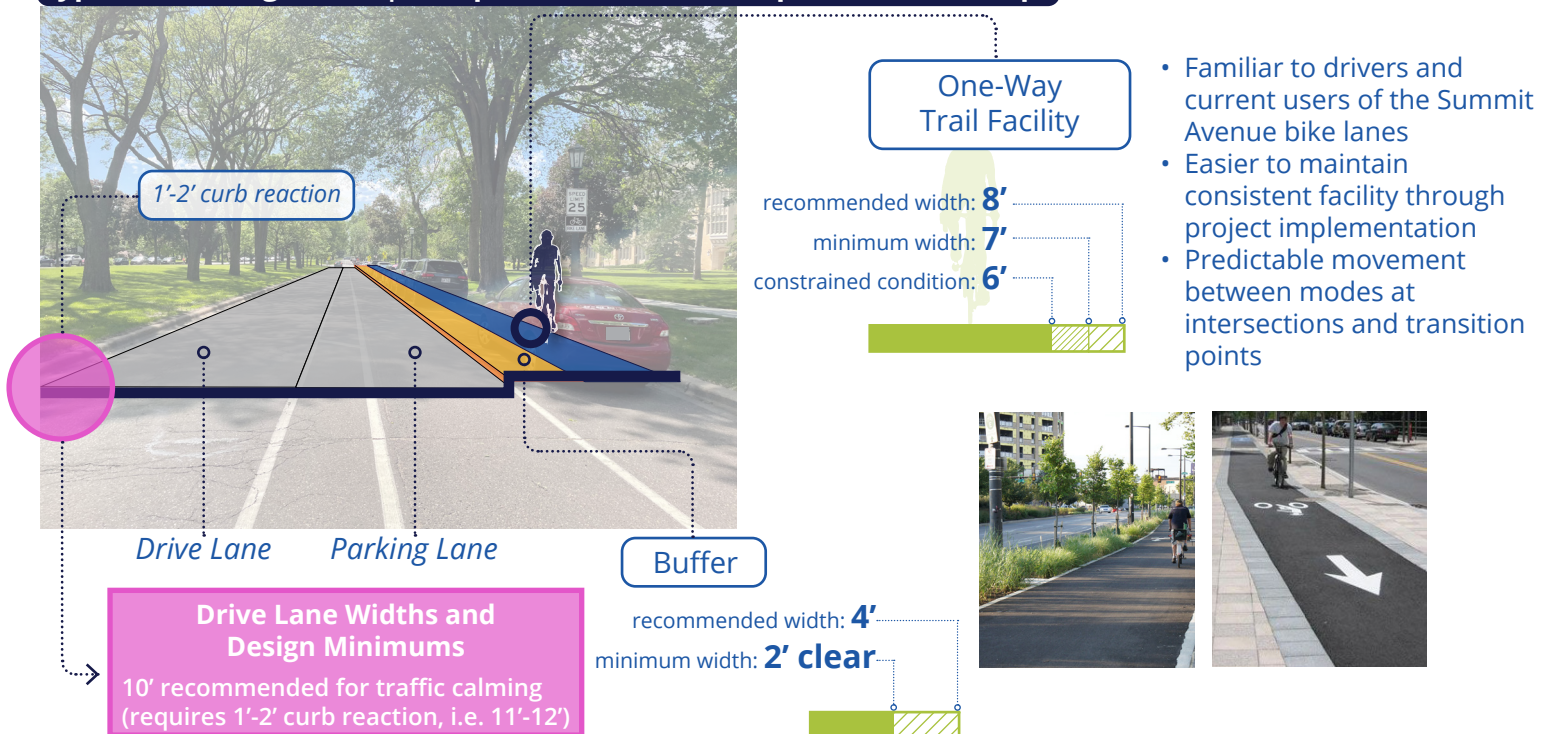
Proposed Trail Concept

The regional trail concept seeks to provide a consistent and familiar facility type throughout the proposed trail corridor. This proposed alignment provides a one-way bike trail on both the north and south side of Summit Avenue from Mississippi River Blvd to Kellogg Blvd.

Proposed Corridor-wide Trail Alignment



Typical Trail Alignment | Components of the Transportation Envelope



Regional Trail Plan

The proposed trail alignments provide guidance for future design and implementation. Actual facility dimensions will be determined at the time of design and engineering.



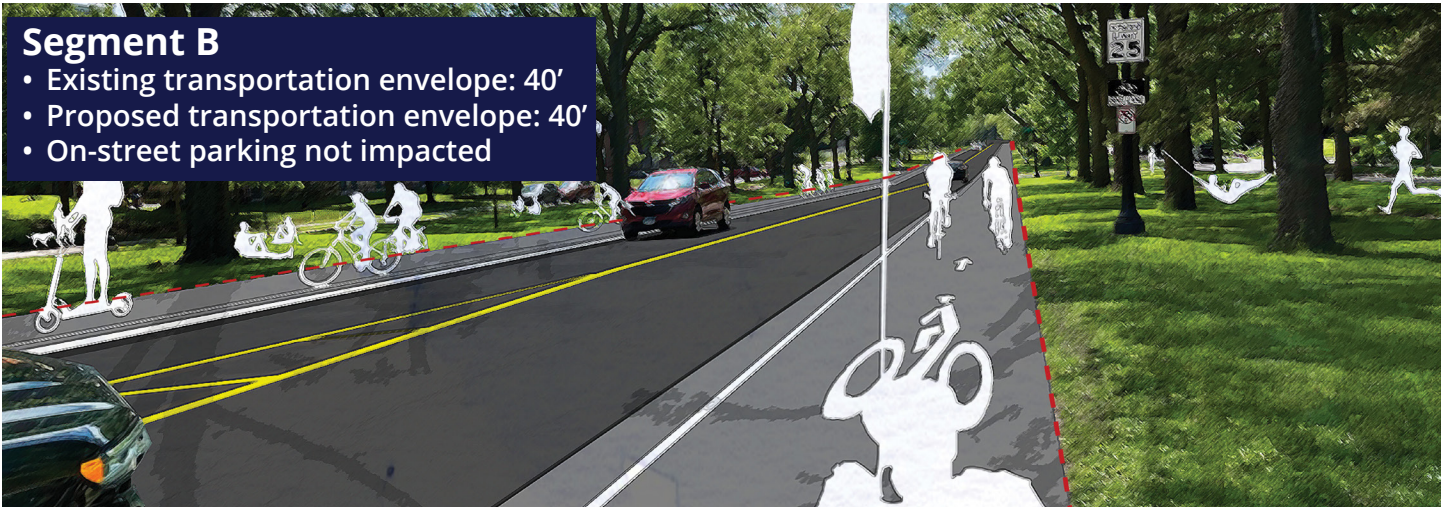
Segments A and C

- Existing transportation envelope: 28'
- Proposed transportation envelope: 31'
- On-street parking remains



Segment B

- Existing transportation envelope: 40'
- Proposed transportation envelope: 40'
- On-street parking not impacted



Segments D, E, and F

- Existing transportation envelope: 48'
- Proposed transportation envelope: 48'
- On-street reduced



Implementation

Project Phasing

- Potential project phasing is listed below.
- **Phase 1** includes surface improvements and maintenance improvements to existing conditions. Many of these improvements are happening at the time of the Plan development
- **Phase 2** focuses on long term improvements and includes the implementation of the Regional Trail facility.
- A number of factors will influence the phasing of the design and construction of the Regional Trail facility including funding, construction priorities, and coordination with other projects, including the potential to pair trail implementation with roadway reconstruction projects.

Phase 1

Near Term Improvements | 2-3 years

- Provide smoother roadway
- Mill and Overlay | ADA Crossings: Snelling Avenue to Lexington Parkway (2022)
- Surface Improvements: Lexington Parkway to Victoria Street and portions west of Snelling Avenue (2024)

Public Works Roadway Improvements

Phase 2

Long Term Improvements | Phase Process, ~10-15 years

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

Project Costs

Project Information:

- Project Length: 4.7 miles* (24,816 linear feet)
- *includes segments from Mississippi River Boulevard to Kellogg Boulevard
- Number of intersections (max): 46
- Number of major intersections: 12
- Note: this cost estimate only includes the cost for a trail facility and not a full road reconstruction

Corridor Costs

One-Way Separated Bikeway =
\$45,000 - \$50,000 per 100' length

Assumptions:

- Maintain existing sidewalk and boulevard
- Remove roadway pavement and install bikeways
- Remove 23' wide roadway pavement
- New curb, gutter, 4' grassed buffer, and 7.5' bikeways
- Includes drainage structure relocation
- Includes driveway paving
- Includes signage
- Does not include lighting or utility relocation
- Does not include trail amenities

Regional Trail and potential Roadway Reconstruction

24,580 linear feet
one-way bike trail

Low Cost Estimate:
\$11,061,000

High Cost Estimate:
\$12,290,000

The cost is estimated to be around \$12 million for the separated trail elements. An estimated cost of full street reconstruction for the corridor is \$100 million. The preferred strategy is to build the trail with street reconstruction, where the incremental cost of the trail is less. The most cost-effective opportunities to add pedestrian and bicycle improvements come when roads are being fully redesigned.

Please note that project costs listed here are based on a concept-level plan and are based on construction costs from 2021. Time of construction and funding availability will determine a more accurate estimate of costs. Additionally, this estimate assumes implementation of a Regional Trail facility as a stand alone project.