



## CITY OF SAINT PAUL

*Christopher B. Coleman, Mayor*

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### TRANSPORTATION COMMITTEE OF THE PLANNING COMMISSION

Monday, June 19, 2017, 4:00 p.m. – 5:30 p.m.

*All meetings are held in the City Hall Annex 13<sup>th</sup> floor*

*Conference room at 25 West 4<sup>th</sup> Street in Saint Paul*

1. Saint Paul Pedestrian Plan – Fay Simer (PW) 30 minutes
2. Transportation Committee processes & staff reports – Bill Dermody (PED) 15 minutes
3. Comprehensive Plan Transportation Chapter, part IV: Provide recommendation to the Comprehensive Planning Committee – Bill Dermody (PED) 15 minutes

#### *Upcoming Transportation Committee Meetings*

- July 17 (no July 3 meeting due to proximity to holiday)
- July 31

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*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/StPaulITC](http://bit.ly/StPaulITC) or contact Bill Dermody at [Bill.Dermody@ci.stpaul.mn.us](mailto:Bill.Dermody@ci.stpaul.mn.us) or 651-266-6617.*

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## Transportation Committee Staff Report for Plans and Policies

*Committee date: 6.19.17*

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**Plan Name/Policy Name:** St. Paul Pedestrian Plan

**Contact:** Fay Simer

**Plan/Policy Webpage:** <https://www.stpaul.gov/departments/public-works/transportation/walking-saint-paul>

**Description:** A city-wide pedestrian plan with prioritization tools and policy recommendations to advance pedestrian safety along and across streets.

**General Timeline:** August 2017 – July 2018

**Public Hearing Date & Location:** Summer 2018

### **Transportation Committee Role:**

☒ Inform scope & approach      ☐ Review draft      ☐ Make recommendation

### **Explanation**

Confirm objectives of the pedestrian plan:

- Build capacity among city staff, city officials, stakeholders, and the public to support safe walking everywhere in Saint Paul
- Identify proactive policies and on-going procedures for equitable implementation of pedestrian safety improvements throughout the city
- Identify locations where pedestrian improvements are most needed, based on equity principles and other criteria determined through the planning process
- Identify programs that exist or are needed to support education, encouragement, enforcement, and evaluation of behaviors that support safe walking
- Promote and energize a culture of walking in Saint Paul

Provide input on key needs/issues in Saint Paul

Learn plan timeline

Learn ways to participate in the process and help publicize the plan.

## Transportation Committee Staff Report

*Committee date: May 8, 2017 (and potentially May 22, June 5, and June 19)*

<b>Project Name</b>	<b><i>Comprehensive Plan update</i></b>
Geographic Scope	<i>citywide</i>
Ward(s)	<i>all</i>
District Council(s)	<i>all</i>
Project Description	<i>Update/replacement of the existing Comp Plan adopted in 2010</i>
Project Webpage	<i><a href="http://stpaul.gov/SaintPaul4All">stpaul.gov/SaintPaul4All</a></i>
Project Contact, email/phone	<i>Bill Dermody (Transportation Chapter lead) 266-6617 <a href="mailto:Bill.Dermody@ci.stpaul.mn.us">Bill.Dermody@ci.stpaul.mn.us</a></i>
Lead Agency/Department	<i>City of Saint Paul, Dept. of Planning &amp; Economic Development</i>
Purpose of Project/Plan	<i>Guide City development policy</i>
Planning References	<i>Saint Paul's Comprehensive Plan must be consistent with the Metropolitan Council's regional policy plans, including Thrive 2040 and the Transportation Policy Plan (TPP)</i>
Project stage	<i>Committee review of draft plan document</i>
General Timeline	<p><b><i>2016: Public outreach &amp; issue identification (complete)</i></b></p> <p><b><i>2017: Draft policies, committee/commission reviews</i></b>  <i>More specifically, the Transportation Chapter is scheduled to receive a Transportation Committee recommendation by 6/19/17 and be distributed to the Comprehensive Planning Committee (who serves as steering committee for all chapters) on 6/27/17 for review at their July meetings; All chapters to be reviewed by November for public release as a package</i></p> <p><b><i>2018: Public review and formal hearings</i></b>  <i>Public engagement and open houses in early 2018; formal public hearings in Q2; adjacent jurisdiction reviews and submission for Metropolitan Council review in Q3/Q4</i></p>
District Council position (if applicable)	<i>None yet; To be solicited in late 2017/early 2018 for entire Comp Plan package</i>
Level of Committee Involvement	<i>Involve, some development of project/program (though the Comprehensive Planning Committee acts as steering committee)</i>
Previous Committee action	<i>Reviewed and modified a staff-generated list of issues for consideration in the Transportation Chapter on 6/27/16</i>
Level of Public Involvement	<i>Involve</i>
Public Hearing	<i>tbd in early 2018</i>
Public Hearing Location	<i>Planning Commission, City Council</i>
Primary Funding Source(s)	<i>Implementation will be through various sources</i>

Staff recommendation	<i>Approve and forward to Comprehensive Planning Committee</i>
Action item requested of the Committee	<i>Recommend (by June 19) draft Transportation Chapter and forward to the CPC for review alongside other chapters</i>
Committee recommendation	
Committee vote	

### Level of Committee Involvement

<b>INFORM:</b> Informational briefings	Projects that are in implementation phase; projects from other jurisdictions; policy documents from other agencies/jurisdictions
<b>ADVISE AND CONSENT:</b> Informational briefings with policy discussion, general directives to staff for follow-through	Project and program reviews primarily initiated by staff; or involvement with program development by others
<b>INVOLVE:</b> Discussions to develop directions for projects & programs	Policy involvement from inception through design, inc. policy development; environmental documentation,
<b>DEVELOPMENT OF PROJECT/PROGRAM:</b> Discussion to form process; screening of ideas; development of recommendations; and managing outreach to the community	Committee has primary responsibility for concept development, and/or overseeing participation process, and/or making specific recommendations to Planning Commission, Mayor and/or City Council





## TRANSPORTATION CHAPTER

DRAFT JUNE 12, 2017

# Transportation Chapter

## Introduction

It is the intent of this chapter to guide creation of a safe, equitable and well-maintained multi-modal transportation system in Saint Paul that supports vitality and the needs of all users and sets the stage for infill development to accommodate the city's projected growth. The transportation system relies primarily on its streets, which connect people to jobs, homes, shopping, education and recreation. It is important to have a consistent long-term vision that will gradually, strategically and consistently remake the city's transportation system so that it works better for all users.

Six overarching issues have received special consideration in drafting this chapter and have been integrated into the chapter goals and policies: racial and social equity, aging in community, community/public health, economic development, sustainability/resiliency and access to healthy food.

The following goals guide the policies in this chapter:

- investment that reflects the City's priorities;
- safety and accessibility for all users;
- a transportation system that supports employment and access to jobs;
- true transportation choice throughout the city, with a shift from single-occupant vehicles toward other modes;
- sustainable and equitable maintenance models;
- environmentally sustainable design;
- functional and attractive parkways; and
- a system that shapes and responds to technology.

The chapter establishes clear priorities for project selection. Projects will prioritize safety

and equity benefits, followed by support of quality jobs. Equity benefits entail improving livability for those who live in racially-concentrated areas of poverty, as delineated on maps by the ACP50 boundaries. Maintenance is also established as a "first cut" for project selection, because regular maintenance is much more cost-effective in the long run than allowing surfaces to deteriorate to the point they require total reconstruction. Regular maintenance, such as sealcoating or mill & overlay projects, allows for a greater number of projects to be accomplished over time. Further, streets without potholes are safer for all users. For competitive funding processes, project selection will also account for the anticipated ability to obtain funding. Finally, these priorities – as well as our land use priorities – will guide our approaches to future technology changes such as automated vehicles, with different needs, opportunities and stressors than what is on the road today.

The need is great: The life expectancy of Saint Paul's streets is approximately 40 years with the potential to extend by 20 years with mill and overlay maintenance, though many of our

streets go 90 years or more before being reconstructed. (See the Pavement Condition Index map in Appendix A.) Opportunities to remake streets are infrequent due to limited funds and a high volume of needs, which means that citywide plans require decades to implement. This makes prioritization of project selection very important.

Priorities are also established for the *design* of our rights-of-way, with pedestrians and bicyclists placed at the top. Pedestrians are the most vulnerable users of our rights-of-way, and almost everybody is a pedestrian for some portion of each trip. Considering pedestrians first will ensure a safe transportation system that works well for everyone. In many places, this will mean expanded, enhanced or separated pedestrian or bicycle facilities, especially at intersections. In industrial areas, these priorities may simply mean keeping pedestrians and bicyclists out of the way of trucks. This set of priorities will guide how the various tools in the City's Street Design Manual are used to design our rights-of-way in any given situation.



“Road diets” that convert undivided four-lane roads to three lanes will be aggressively evaluated and pursued wherever found to be appropriate in order to prioritize pedestrian safety. Undivided four-lane roads are among the most dangerous in the city. Conversion of these roads to three lanes can have a minimal impact on traffic flow, dependent on traffic volumes as well as context-specific issues, such as the number of access points. Other safety improvements will also be pursued, especially at intersections, as guided by the City’s Street Design Manual.

Pedestrians, bicycles and public transit will be planned for and supported in all parts of the city, especially where they are needed most. Bridges are called out as valuable opportunities to thoughtfully connect all transportation modes across barriers such as rivers, railroads and interstate highways.

Our transportation system will also work hand-in-hand with land use by supporting employment, providing quality transit where we expect more density via redevelopment and infill, and presenting a finer-grained streetscape as larger contiguous sites are redeveloped.

#### **Goal: Investment reflects City priorities.**

**Policy T-1.** Prioritize safety and equity benefits in project selection, followed by support of quality jobs – both through business support and connection of residents to job centers such

as downtown. Priorities will also be informed by specific modal plans, such as the Bicycle Plan or the forthcoming Pedestrian Plan.

*(See Sidebar & Figures T-1, T-3 and T-5 through T-8 in Appendix A to inform implementation of this policy.)*

**Policy T-2.** Use surface condition and multimodal usage rates to identify a first cut of transportation projects for potential investment, to ensure well-maintained infrastructure that benefits the most people.

*(See Figures T-11 and T-13 in Appendix A to inform implementation of this policy.)*

**Policy T-3.** Design rights-of-way per the following modal hierarchy:

1. Pedestrians, with a focus on safety
2. Bicyclists, with a focus on safety
3. Transit
4. Other vehicles

#### **Goal: Safety & accessibility for all users.**

**Policy T-4.** Adopt and implement a “Vision Zero” program with the long-term goal of achieving zero traffic fatalities and severe injuries. Components of the program should include engineering improvements and behavioral safety improvements, such as reducing driver impairment, inattentiveness and speed through education and enforcement.

**Policy T-5.** Implement “road diets” for undivided four-lane roads to convert them to three lanes where feasible.

*(See Figure T-2 in Appendix A to inform implementation of this policy.)*

**Policy T-6.** Implement intersection safety improvements such as traffic signal confirmation lights, pedestrian countdown timers, leading pedestrian signal intervals, curb extensions and median refuge islands.

**Policy T-7.** Reduce speed limits where it will improve safety, and work with state and Ramsey County governments to overcome obstacles to implementing this policy.

**Policy T-8.** Design the rights-of-way for all users, including older people, children and those with mobility constraints, as guided by the Street Design Manual, and by thoughtfully addressing streetscape issues such as curb cut design, level sidewalks, lighting, accessibility to/from bus stops, and the presence of benches and buffers between sidewalks and streets.

**Policy T-9.** Design sidewalks, trails and transit stops for personal safety (real and perceived), including by providing lighting and boulevards.

**Policy T-10.** Support driver, bicyclist and pedestrian education to improve mutual awareness and safety.

**Policy T-11.** Minimize and consolidate driveway curb cuts as opportunities arise for redevelopment and infill sites that can reasonably be accessed via side streets, alleys or shared driveways, especially in areas with anticipated high pedestrian activity or with adjacent planned bikeways.

**Policy T-12.** When street design changes involve the potential loss of on-street parking spaces, prioritize safety for all transportation modes and explore mitigation of lost spaces where feasible and practical.

**Goal: A transportation system that supports employment and access to jobs.**

**Policy T-13.** Implement and support freight transportation improvements in and near industrial areas of regional economic importance, particularly West Midway, the Great Northern corridor, the Red Rock industrial area and the portion of West Side Flats east of Robert Street, to improve safety and connections to the regional transportation network.

**Policy T-14.** Explore freight delivery solutions that avoid loading/unloading conflicts in congested areas so as to support businesses and provide safety to pedestrians and road users.

**Policy T-15.** Support above-standard streetscapes in business areas.

**Policy T-16.** Use pricing to manage parking demand and improve parking efficiency in areas with high demand and short supply.

**Policy T-17.** Work with agency partners and the Metropolitan Airports Commission to maintain a regional aviation system that balances commercial demand and capacity while being compatible with the community.

**Goal: True transportation choice throughout the city.**

**Policy T-18.** Reduce vehicle miles traveled (VMT) by improving transportation options beyond single-occupant vehicles. [SUPPLEMENT W ANY VMT GOAL # FROM FORTHCOMING CLIMATE ACTION PLAN]

**Policy T-19.** Pursue shifting mode share towards pedestrian, bicycle, public transit and carpooling as a solution to existing or anticipated traffic issues analyzed through traffic studies, rather than automatically assuming current mode share.

**Policy T-20.** Implement the Bicycle Plan to make bicycling safe and comfortable throughout the city, and to increase bicycling mode share. [INSERT BIKE MODE SHARE GOAL]

**Policy T-21.** Implement the forthcoming Pedestrian Plan to make walking safe and comfortable throughout the city, and to

increase pedestrian mode share for short-distance trips. [INSERT PED MODE SHARE GOAL] Until the Pedestrian Plan is adopted, focus pedestrian infrastructure improvements in areas with acute pedestrian safety concerns, with existing or anticipated high pedestrian activity, and/or in racially concentrated areas of poverty.

**Policy T-22.** Provide sidewalks throughout the city, generally on both sides of the street, except potentially in portions of Highwood as directed via other officially-adopted City plans.

*(See Figure T-1 in Appendix A to inform implementation of this policy.)*

**Policy T-23.** Improve public transit mode share [INSERT TRANSIT MODE SHARE GOAL] and support quality public transit in all parts of the city through strategic establishment of transit-supportive land use intensity and design, working with transit providers to improve their service offerings, and supporting transit facilities.

*(See Figures T-5 through T-8 in Appendix A to inform implementation of this policy.)*

**Policy T-24.** Expand commuter options with Travel Demand Management (TDM) and support of carpooling facilities.

- a. Require a TDM Plan for large developments and large employers.
- b. Explore individual incentives, employer programs and parking policies that



encourage alternatives to the single-occupancy automobile.

- c. Support the work of other agencies, organizations and the private sector to market and support transit, carpooling, biking, walking, flexible work hours and telecommuting.
- d. Consider options to enforce and improve implementation of TDM Plans.

**Policy T-25.** Design holistically for all mode users, especially pedestrians and bicycles, in any bridge reconstruction or maintenance project such as for bridges (or lids) over interstate highways or the Mississippi River. Ensure that the project scope incorporates adjacent intersections as necessary to achieve such holistic design.

**Policy T-26.** Design streets with the needs of all mode users in mind, as guided by the Street Design Manual.

**Policy T-27.** Establish (or re-establish) the right-of-way grid with block lengths of 300 to 600 feet as redevelopment occurs on large sites in order to increase neighborhood connectivity and accommodate pedestrian-oriented, higher-density development.

**Policy T-28.** Accommodate access to community events and around construction projects by all mode users, including by working

with Metro Transit to provide additional transit service to major events, providing sufficient bicycle parking, generally avoiding the closure of bicycle lanes and providing detours for all modes.

**Goal: Sustainable and equitable maintenance models.**

**Policy T-29.** Pursue fiscally sustainable models for equitably maintaining transportation infrastructure in Saint Paul, including for right-of-way maintenance, bridges, sidewalks, trails and alley snowplowing.

**Policy T-30.** Consider the full long-term infrastructure costs when allocating maintenance funding compared to reconstruction funding.

**Policy T-31.** Maintain roadway pavements in pursuit of achieving a Paving Condition Index (PCI) of 70 on all City-owned streets.

*(See Figure T-11 in Appendix A to inform implementation of this policy.)*

**Policy T-32.** Reduce the number of heavy vehicle trips on local streets through measures such as consolidation, coordination and route planning, in order to reduce maintenance costs.

**Goal: Environmentally sustainable design.**

**Policy T-33.** Seek opportunities to improve the environmental sustainability of rights-of-way in the city, such as through shared, stacked-function green infrastructure (SSGI) and planting trees to reduce the urban heat island effect.

**Goal: Functional and attractive parkways.**

**Policy T-34.** Maximize space for recreation and landscaping uses within parkway rights-of-way, and prioritize recreation and landscaping in parkway design in order to maintain a park-like feel, particularly on the Grand Round.

**Goal: A system that shapes and responds to technology.**

**Policy T-35.** Ensure that automated vehicles, as they may come into use, further the City's transportation and land use priorities.

**Policy T-36.** Ensure that right-of-way design accounts for changing vehicle technologies and forms of use, such as automated vehicles, car-sharing and ride-sharing.

## Sidebars

(Room for 2, maybe 3)

- Economic and social impacts of vehicle crashes (see draft text below)
- Roadway Safety Plan (see draft text below)
- Health impacts of transportation
- Age and transportation mode trends

## Potential Infographics/Storyboards

(4 or 5 will be produced for the entire Comp Plan – not necessarily chapter-specific; size of graphics is tbd)

- Utility of a parking lane/full cost of parking
- Visual of person throughput by mode
- Effect of speed on death/serious injury for pedestrians

Text for Sidebar #1:

### Economic and social impacts of motor vehicle crashes

According to a National Highway Traffic Safety Administration (NHTSA) study, in 2010 there were 32,999 people killed, 3.9 million people injured, and 24 million vehicles damaged in motor vehicle crashes in the United States. The economic costs of these crashes totaled \$242 billion, which represents the equivalent of nearly \$784 for each person living in the United States, and 1.6 percent of the \$14.96 trillion real U.S. Gross Domestic Product for 2010. These costs represent the tangible losses that result from motor vehicle crashes. However, in cases of serious injury or death, such costs fail to capture the rather intangible value of lost quality-of-life that results from these injuries. When quality of life valuations are considered, the total value of societal harm from motor vehicle crashes in 2010 was \$836 billion. In 2015, the number of traffic fatalities was 35,091, a 6% increase over 2010.

Text for Sidebar #2:

### Roadway Safety Plan

In January 2016, MnDOT released its “Roadway Safety Plan” for Saint Paul, a consultant-produced document with City of Saint Paul staff participation that identified the greatest opportunities to reduce the number of severe crashes based on the city’s crash data, street contexts and strategies with demonstrated effectiveness in mitigating the types of severe crashes experienced here. The study recommended focusing on certain arterial streets, employing the following types of safety projects:

- improving pedestrian safety (primarily at intersections);
- reducing the frequency of red light violations at traffic signals; and
- improving the safety characteristics of undivided streets.

The specific safety improvement strategies could include:

- road diet (convert to three lanes);
- access management;
- traffic signal confirmation lights;
- pedestrian/bicycle countdown timers;
- pedestrian/bicycle leading pedestrian intervals
- pedestrian/bicycle curb extensions; and
- pedestrian/bicycle median refuge islands.