Bridging the Gap

Prepared by
Wade Johnson
Research Assistant, University of Minnesota
Conducted on behalf of
Saint Anthony Park Community Council
December, 2009

This report (NPCR 1297) is also available on the CURA website:
www.cura.umn.edu/search/index.php

December, 2009

Neighborhood Partnerships for Community Research (NPCR) supported the work of the author of this work, but has not reviewed it for publication. The content is solely the responsibility of the author and is not necessarily endorsed by NPCR.

NPCR is coordinated by the Center for Urban and Regional Affairs at the University of Minnesota. NPCR is supported by the McKnight Foundation.

Neighborhood Partnerships for Community Research
330 Hubert H. Humphrey Center
301 - 19th Avenue South
Minneapolis, MN 55455
phone: 612/625-1020
e-mail: ksn@umn.edu
website: http://www.npcr.org

Bridging the Gap

A Pedestrian, Bicycle, and Traffic Calming Plan for the St. Anthony Park Neighborhood in St. Paul and the Prospect Park Neighborhood in Minneapolis, Minnesota

This project was supported by

The Good Neighbor Fund from the University of Minnesota, Twin Cities awarded to the Saint Anthony Park Neighborhood, Saint Paul, Minnesota and the Prospect Park Neighborhood, Minneapolis, Minnesota.

UNIVERSITY OF MINNESOTA
Driven to Discover℠
University Relations · Office of Government and Community Relations

Good Neighbor Fund

Neighborhood Planning for Community Revitalization (NPCR) program of the University of Minnesota's Center for Urban and Regional Affairs (CURA).

CURA
Center for Urban and Regional Affairs

The landscape architecture firm Landscape Architecture, Incorporated.

LANDSCAPE ARCHITECTURE INCORPORATED
651.646.1020
WWW.LANDARCINC.COM

Special thanks

The authors of this document would like to thank the following people and agencies for their continued support and assistance throughout this project.

Bridging the Gap Task Force:

Amanda Clementson
Wade Johnson
Renee Lepreau (District 12 Community Organizer)
Brian Longley
John-Mark Lucas
Stephen Mastey
Joe Ring
Brad Schwie

City of Saint Paul Planning and Economic Development

Dan Markel and Katie Thering, Metropolitan Design Center

Donald Pflaum, City of Minneapolis Public Works

Kris Nelson, Center for Urban and Regional Affairs

Landscape Architecture, Incorporated

Paul Saint Martin, City of Saint Paul Public Works

Prospect Park East River Road Improvement Association

Saint Anthony Park District 12 Community Council

Contents

Introduction

Project Background

Highway 280 presents a barrier between southwest Saint Anthony Park and the rest of the neighborhood to the east, between Saint Anthony Park and Prospect Park, and between Saint Paul and Minneapolis. Easily crossable by car, navigating Highway 280 by foot or bicycle presents significant challenges.

The neighborhoods of Saint Anthony Park in Saint Paul and Prospect Park in Minneapolis have undertaken a study and community public process to identify bicycle, pedestrian, and traffic calming scenarios for crossing Highway 280 on Territorial Road and Franklin Avenue, as well as specific traffic calming measures for key intersections along the proposed pedestrian/bike route.

Prospect Park and Saint Anthony Park are likely to see significant changes in coming years, among the changes considered were:

- The University of Minnesota TCF football stadium drawing large numbers of people through the neighborhoods on event days
- Central Corridor Light Rail Line will change the land use, street layout, and traffic movement along University Avenue
- Additional traffic and movement changes on adjacent streets and sidewalks will result from changes made along University Avenue (streets/sidewalks that connect to/are nearby University Avenue will become alternate routes)
- Redevelopment to higher density forms around University Avenue has already started and is expected to continue in the future
- Higher bike and pedestrian use is anticipated with new facilities and development happening in the corridor (area along University Ave.)

Context map

Showing the neighborhoods and area being explored
for bike and pedestrian routes.

Images of existing road conditions

Territorial Road between Raymond Avenue and Highway 280

Map indicating where photo was taken

Red arrow indicates where photo was taken and the direction of the view

Territorial Road Looking foward bridge over Highway 280

Image compliments of the Metropolitan Design Center

Images of existing road conditions

Territorial Road near Cromwell Avenue
and Bridge over Highway 280

Map indicating where photo was taken
Red arrow indicates where photo was taken and the direction of the view

Territorial Road looking west toward bridge over Highway 280
Image compliments of the Metropolitan Design Center

Images of existing road conditions

Territorial Road near Westgate Drive

Map indicating where photo was taken

Red arrow indicates where photo was taken and the direction of the view

Territorial Road looking east near Westgate Drive

Image compliments of the Metropolitan Design Center

Images of existing road conditions

Franklin Avenue near Emerald Street

Map indicating where photo was taken

Red arrow indicates where photo was taken and the direction of the view

Franklin Avenue looking east near Emerald Street

Image compliments of the Metropolitan Design Center

Images of existing road conditions

Franklin Avenue Bridge over Interstate 94

Map indicating where photo was taken

Red arrow indicates where photo was taken and the direction of the view

Franklin Avenue Bridge over Interstate 94 looking west

Image compliments of the Metropolitan Design Center

Images of existing road conditions

Franklin Avenue Bridge over Interstate 94

Map indicating where photo was taken

Red arrow indicates where photo was taken and the direction of the view

Franklin Avenue Bridge over Interstate 94 looking east

Image compliments of the Metropolitan Design Center

Images of existing road conditions

Franklin Avenue near Thornton Street

Map indicating where photo was taken

Red arrow indicates where photo was taken and the direction of the view

Franklin Avenue looking west near Thornton Street

Image compliments of the Metropolitan Design Center

Larger Context

Central Corridor Image and Map
Provided from the Metropolitan Council Website for the Central Corridor LRT
http://www.metrocouncil.org/transportation/ccorridor/centralcorridor.htm

Central Corridor Light Rail Transit (LRT)

Light Rail Transit for what is called the Central Corridor Line (University Avenue/Washington Avenue connecting the State Capitol in Saint Paul to the Central Business District in Minneapolis) is to begin construction in 2010.

This new LRT line will provide an alternative transportation option for the public travelling between downtown Saint Paul and downtown Minneapolis. The LRT line will transform the arterial streets that are to accommodate them, and alter the use of the adjoining and adjacent streets. In some instances, land use for areas along the Central Corridor are expected to change as the result of the enhanced public transit option.

In anticipation of the new Central Corridor LRT line neighboring communities, cyclists, and pedestrians are taking action to ensure that access (where possible) is controlled, maintained, and enhanced. The desire for walkable and bikeable communities/ streetscapes is the driving point for the Bridging the Gap project.

Bridging the Gap is a project intended to explore alternate routes between the Prospect Park Neighborhood in Minneapolis and the Saint Anthony Park Neighborhood in Saint Paul that could accommodate, compliment, or enhance pedestrian and bicycle access in anctipation/response to the changes occurring as a result of new transportation projects and development occurring in the area.

Westgate Station Area 15 minute peak-hour and 30 minute non-peak hour minimums on route 8 connecting Franklin Avenue between the Westgate LRT station and the Franklin LRT station (Hiawatha LRT) are required.

Improved Freeway Crossings

As freeway crossings (with traffic bridges) are redesigned and reconstructed, include widened sidewalks, crash barriers between traffic & sidewalk, pedestrian-level lighting, and approach sidewalk lighting & landscaping. Pedestrian-only freeway crossings should be rebuilt or retrofitted to include well-lit crossings of St. Anthony and Concordia, bridge lighting, and careful landscaping that does not obscure views to and from the bridge.

FIGURE 5.1 - The Connections drawing shows illustrates key connections, destinations and public realm nodes across the Station Area.

Central Corridor Text and Map

Provided from the Metropolitan Council Website for the Central Corridor LRT
http://www.metrocouncil.org/transportation/ccorridor/centralcorridor.htm

Process

Approach

In light of future changes and existing bike/pedestrian issues between the neighborhoods the Saint Anthony Park Community Council (SAPCC) and The Prospect Park, East River Road Improvement Association (PPERIA) applied and received grant funding from the University of Minnesota Good Neighbor Fund to document community issues and develop plans/generate ideas that offered solutions for the cyclist and pedestrian concerns.

Grant

The *Good Neighborhood Fund* grant application described the *Bridging the Gap: A Pedestrian, Bicycle, and Traffic Calming Plan* project in the following way: We will hire a consultant to complete a pedestrian, bicycle, and traffic calming plan for a network of streets around the nexus of University Avenue and Highway 280. Primarily, we will examine Franklin Avenue and Territorial Road and their connections to other major bicycle and pedestrian routes. We will examine Franklin Avenue from the East River Parkway east to a connection with University Avenue. For Territorial, we will look at a connection on the west with University Avenue and the University Transitway and east to Transit Road. For a map of the area and proposed routes, as well as more detailed explanations of the beneficial connections and larger transit network, please view the attached excerpts from the Central Corridor Raymond and Westgate station area plans.

SAPCC and PPERRIA will be responsible for overseeing the hiring and work of the consultant planning firm. SAPCC and PPERRIA will organize a minimum of three community meetings for input into the plan as well as publicize the process and gather comments from the public.

Task Force

In the summer of 2008 a *Bridging the Gap* task force was formed to coordinate the decision making process of the project. Comprised of local residents, the task force met monthly or bimonthly throughout the duration of the project. Initial meetings determined the general scope of the project. The task force would coordinate three public forums to solicit input from the community and receive further direction on what action the task force should undertake.

Joe Ring addressing forum January 13, 2009
Second Public Forum presenting project area and scope. Community comments, suggestions, and concerns gathered to inform task force of desired outcome and direction of the project.

Small group discussions to gather community input
January 13, 2009 Second Public Forum groups included at least one task force member to listen and gather resident concerns beyond comments provided on post-it notes.

Consultant

Landscape Architecture, Incorporated was hired as a consultant to provide additional technical information, research streetscape restriping and reconstruction opportunities, and generate graphics illustrating existing road conditions in contrast to viable alternative options.

Public Forums

11 November 2008 – First Public Forum: During this first public interaction local residents discussed pedestrian, bicycle, and automobile concerns with the task force.

13 January 2009 – Second Public Forum: Project area was presented; the residents in attendance were invited to offer comments, concerns, and suggestions (via post-it notes placed on an aerial map of the area and small group discussions) relating to pedestrian and bicycle issues within and connecting the two neighborhoods.

31 March 2009 –Third Public Forum: At the final public forum the suggested bicycle route between/through the two neighborhoods was presented along with several options on streetscape design for the streets found along the route. Traffic calming solutions were presented for several key intersections to slow traffic and enhance pedestrian crossings. A questionnaire was distributed to gather further comments/community consensus.

Commentary gathered at public forums

Franklin Avenue

1. "Ramp with stairs (Ped Bridge over I-94)"
2. "Franklin high traffic when 94 is heavy"
3. "Enforce axel weight limits ; we've seen large trucks and semis"
4. "No two-way bike lanes"
5. "Skip unused walk cycles @ Franklin & East River Pkwy"
6. "Switch Franklin to one way for cars, add buffered bike lanes and/or painted bike lane (East of I-94)"
7. "Dedicated stoplights for bikes ; physical separation from roadway (near Seymour)"
8. "Increased signage for cycling "backways" Wabash to Emerald to Sharon etc."
9. "Northside bike lane (just W of Emerald)"
10. "Enforce speed limit on Franklin"
11. "Franklin alternative for East bound cyclists (Sharon)"
12. "Car free first Sunday"
13. "No Parking on Franklin either side"
14. "No green, feels like a freeway. Slide lane over -- bike lane on North (Franklin & 280)"
15. "Add more 'Stop Ahead' signs on Franklin as you are approaching Emerald. Letting people know they will have to stop very soon will encourage them to not bother speeding up."
16. "Like the idea of separate bike lanes, ped lanes, one-way traffic lanes, boulevards shown in reconstruction options for Franklin"
17. "Restriping with pathway identified in different color, reconstruction on Franklin may help with ice (a lot) on sidewalks"
18. "Intersection of River Road and Franklin - change lights so every car stops and bikes/peds can cross any/every way at one time"

Highway 280

19. "280 crossings are not pedestrian friendly-divide SAP neighbors"
20. "Tree lined Parkway across 280"

Pelham

21. "PELHAM IS IMPORTANT"

University Avenue

22. "Biking problem getting across Univ. N-S"
23. "Hard to cross University on foot or bike at Franklin"
24. "University needs to accommodate peds and bikes"
25. "Would it be feasible to put a foot / bike bridge across University, between Raymond and Bedford? Hard to cross anywhere in that stretch (University)"

Territorial Road

26. "With huge parking lots put in raingardens or water filtration to keep water out of sewers"
27. "Speed bump between residential & commercial areas (on Territorial and Charles off of Hampden)"
28. "Like the additional green space, sidewalks, and greenway"

Raymond Avenue

29. "Raymond to Franklin is Difficult (Bike path via easement Raymond to University to Franklin)"
30. "Plow Raymond full width"
31. "Like tree boulevard, bump-outs, and bike lanes -- parking on NE side is good"
32. "Want to slow traffic with speed bumps?"
33. "Currently no speed limit posted on Raymond"

University of Minnesota Transitway

34. "We need the bike / ped path along the transitway plowed so we can use it in winter"

Miscellaneous

35. "Connect to Midtown Greenway (future Midtown greenway)"
36. "Bike and Pedestrian path from Health Partners Como Clinic Area to proposed park (Though N SAP parallel to 280)"
37. "New bump out forces bikes back into auto traffic (Hampden E of Coop)"

Comments About Areas Not Shown On The Map

"Promote park and ride from St Paul Campus for stadium events"
"Center turn lane on Energy Park Dr"
"Signage (same area as above + connection to 4th)"
"Reflective lanes striping IS important"
"Undetermined road edge and poor condition (4th St) through industrial area between University Ave and Transitway (west of 4th Ave cul-de-sac)"
"Bike lanes on Energy Park Drive"

Comment map

Numbers correlate with commentary on the previous page. These are the comments that were gathered during the public forums and are relevant to this project as a whole; comments that spoke to specific areas (that can be found within the graphics section later in this document) have been included there.

Survey of Franklin Avenue Residents

48 of 67 residents responded to survey

98% - Acceptable to give up one side of parking

85% - Would like to see a dedicated bike lane

65% - Bump outs acceptable

3% - No change should be made

Survey of businesses along Territorial Road

2008 Survey of Buisnesses Located Along Territorial Road

BUSINESS NAME	ADDRESS	Do you want to be notified of the public meeting? Yes/No	Do your employees or clients currently use on-street parking on Territorial Road? Yes/No	How many of your employees or clients bike, walk, or bus to your business? Number	To provide more space for pedestrian & bicycle enhancements would it be acceptable to have auto parking on one side of Territorial Road only? Yes/No	Would you like to see a dedicated bicycle lane on Territorial Road? Yes/No	Would it be acceptable to have two or three pedestrian bump outs on Territorial Road? Yes/No	Do you feel no changes to Territorial Road should be made? Yes/No	Comments?	Contact information
Asset Recovery Corp.	2299 Territorial Rd.	N	Y	1	N	N	Y	N		
A-Tomic Dry Ice	2328 Territorial Rd.	Y	Y	1	Y	Y	Y	N		(Theresa Hanson) tom@atomicdryice.com
Trane	775 Vandalia Street	N	N	1	Y	Y	Y	N		
Trademark Transportation	839 Vandalia Street	N	N	1	Y	N	N	N		
Bro-Tex Incorporated	800 Hampden Ave.	N	Y	2	N	Y	Y	N	See Below	
Dynamic Fastener	2316 Territorial Rd.	Y	N	1	N	N	N	Y	See Below	(Tom Grant) tomgrant@dynamicfastener.com
Budget Sign	2474 Territorial Rd.	Y	Y	1	N	MAYBE	MAYBE			(Dave Brandt) dave@budgetsignshop.com
Architects	Baker Court Inc.	N	N	1	Y		Y			
Leonington Law Firm PLLC	Baker Court Inc.	N	N	1	Y	Y	Y	N		
Attorneys	Baker Court Inc.	N	N	1	Y	Y	Y	N		
AAA	Baker Court Inc.	N	Y	1	Y	Y	Y			
Bargain Upholstery	757 Raymond Ave.	Y	Y	1	Y					(Danny Rasmi) 651-642-1818
Jay's Café	791 Raymond Ave.	N	Y	2	Y	Y	Y	N		
Encompass Group Textiles	2609 Territorial Rd.	Y	N	1	Y	Y	Y	N	See Below	(Bill Lester) bill.lester@encompassgroup.net
Jefferson at Berry	950 Jefferson Commons	Y	Y	4	N	N	N	N	See Below	(Angela Jenni) angela.jenni@gs.com
Unknown	Unknown		Y	1	N	N	Y	Y		
HP Health Center for Women	2365 University Ave.	N	N	1	Y	Y	Y	N		(Mary Jo Perkowski) 651-354-2331
Children's Hospital - HR	2577 Territorial Rd.	N	N	2	Y	Y	N	N	See Below	
HRI Employees Credit Union	Territorial at Berry	N	Y	1	N	N	N	Y	See Below	
Hunt Electric Corp.	2300 Territorial Rd.	Y	Y	1	N	N	N	N	See Below	(Dr Mike Hanson) mhanson@huntelec.com
University Corridor Development	2328 Territorial Rd.	Y	Y	1	Y	N	Y	N		(Brad Johnson) midwaycommerce@qwest.net
Guyton Law Office	Baker Court Inc.	Y	N	2	Y	Y	Y	N	See Below	(Lesley Guyton or Cheri) 651-641-8868 lguyton@guytonlaw.com
Number of Yes Responses		9	12		14	11	14	3		
Percentage %		40%	55%		64%	50%	64%	15%		

0-10% 17
10-25% 4
25-50% 0
50-75% 1

Comments from Survey	
Bro-Tex Incorporated	4-Way stop at Territorial/Hampden
Dynamic Fastener	We are in a tight commercial area, and I don't want bike or foot traffic. There's no reason to make it easier for pedestrians to come down Territorial. This will only make getting in and out of the businesses more difficult.
Encompass Group Textiles	We would suggest no overnight parking on either side of Territorial and daytime parking on one side. Snow removal is going to be an issue this winter.
Jefferson at Berry	Keep street parking. Increase if possible
Children's Hospital - HR	No parking on the street at all. It gets too congested & there are a lot of truck traffic. It would be safer for bicyclists, pedestrians, and even motorists.
HRI Employees Credit Union	Yes - open up the area 2 block from Territorial
Hunt Electric Corp.	Enforce truck restrictions. Enforce speed limit. Since Territorial is not a through street, I don't understand the objectives. What does this have to do with Franklin Ave?
Guyton Law Office	My only concern is the truck traffic between Raymond and Vandalia during weekdays. "Caution" or "Share the Road" signs will be important. Charles St. might be a better option for that segment. A more clear path/road between Cleveland/Transfer Road and Vandalia would be helpful. A clear option, or best option for making a left, to go East, on University would help.

Of Those Surveyed - 22 Completed - 7 Not Returned

Suggested bike and pedestrian route

The focus area includes the neighborhoods of Prospect Park in Minneapolis and Saint Anthony Park in Saint Paul

Orange-yellow color indicates the suggested route, the dashed lines are alternative or unresolved sections of the route, the red dots are the areas of the route represented in section

Charles Avenue east of Carlton Street

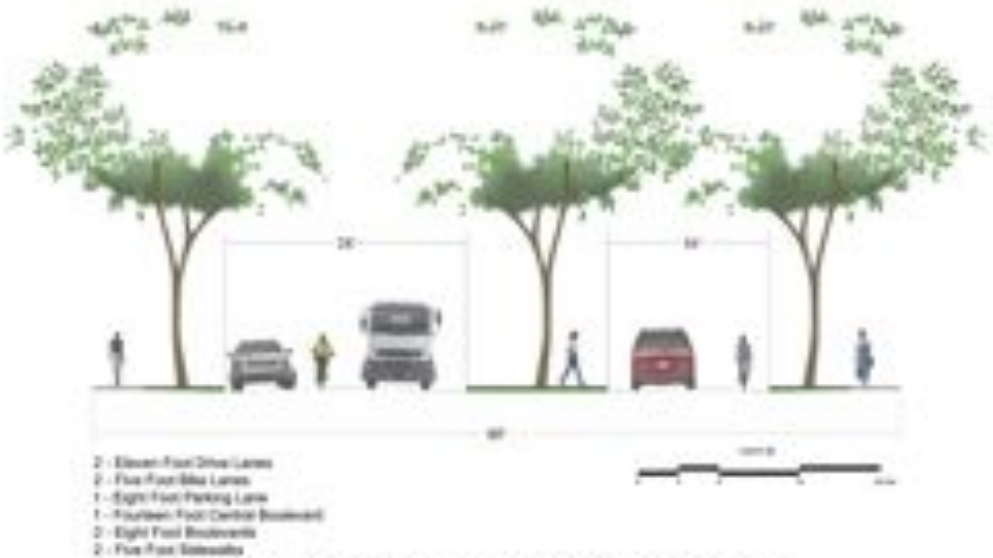
Charles Avenue is bounded by light industrial/ commercial to the north and residential/commerical on the south. The north side of the street does not have sidewalks, instead there is a series loading dock aprons dominating the area between the curb and buildings. On the south end of the street there is a sidewalk with a treeless boulevard between the curb and the parking lots for the businesses and housing. Given street width standards, currently there is enough road width for single-sided parking.

CHARLES east of CARLTON - Existing Conditions

CHARLES east of CARLTON - Restriped

Approach based on community input

Charles Avenue serves as the alternative connection through Saint Anthony Park neighborhood to/from the east. Given the offstreet parking available to the residents and businesses to the south, most felt that the loss of street parking for this stretch of road in exchange for dedicated bike lanes seemed reasonable.



CHARLES east of CARLTON - Total Reconstruction

Approach based on community input

Should Charles Avenue be slated for a total reconstruction the desired streetscape would include dedicated bike lanes, minimal road lane widths (to slow traffic and reduce pavement area), a central boulevard with trees (to offer shorter crossing distances for pedestrians and reduce the heat island effect), single-sided street parking, and boulevards (with trees) and sidewalks.

Territorial Road east of Raymond Avenue

Territorial Road is bounded by light industrial/commerical and residential. The north side of the street has a boulevard with small ornamental trees and sidewalk. On the south side of the street there is a sidewalk with a treeless boulevard. Given street width standards, currently there is enough road width for double-sided parking.

TERRITORIAL east of Raymond - Existing Conditions

TERRITORIAL east of Raymond - Restriped

Approach based on community input

Territorial Road is the connection through Saint Anthony Park neighborhood to/from the east. Given the available space and little need for parking, most felt that single-sided street parking for this stretch of road in exchange for dedicated bike lanes seemed reasonable. Since the boulevards are large enough for boulevard trees, it made sense to include trees in the south boulevard.

TERRITORIAL east of Raymond - Total Reconstruction

Approach based on community input

Should Territorial Road be slated for a total reconstruction the desired streetscape would include dedicated bike lanes, minimal road lane widths (to slow traffic and reduce pavement area), a central boulevard with trees (to offer shorter crossing distances for pedestrians and reduce the heat island effect), single-sided street parking, and boulevards (with trees) and sidewalks.

Territorial Road east of Highway 280

Territorial Road is bounded by commercial to the south and park/residential to the north. The north side of the street has a treeless boulevard and sidewalk. On the south side of the street there is a sidewalk with a concrete boulevard. Given street width standards, currently there is enough road width for double-sided parking.

TERRITORIAL east of HW 280 - Existing Conditions

TERRITORIAL east of HW 280 - Restriped

Approach based on community input

Territorial Road is the connection through Saint Anthony Park neighborhood over Highway 280. Given the available space and little need for parking, most felt that single-sided street parking for this stretch of road in exchange for dedicated bike lanes seemed reasonable. Since the boulevards are large enough for boulevard trees, it made sense to include trees in the north boulevard.

"Total reconstruction adds a calming connection to park - add bump outs"

TERRITORIAL east of HW 280 - Total Reconstruction

Approach based on community input

Should Territorial Road be slated for a total reconstruction the desired streetscape would include dedicated bike lanes, minimal road lane widths (to slow traffic and reduce pavement area), a central boulevard with trees (to offer shorter crossing distances for pedestrians and reduce the heat island effect), single-sided street parking, and boulevards (with trees) and sidewalks.

Territorial Bridge

The Territorial Road overpass (or bridge) over Highway 280 is the connection between the east and west of the Highway [that presents a barrier for cyclists and pedestrians wishing to cross from one neighborhood to the next]. Currently, the bridge has two elevated sidewalks on either side, and is stripped for two large over-sized drive lanes (one west bound lane and one east bound lane).

"Make Territorial bridge over 280 pleasant for bikers and pedestrians, also for children/baby carriages etc."

TERRITORIAL BRIDGE - Existing Conditions

TERRITORIAL BRIDGE - Restriped

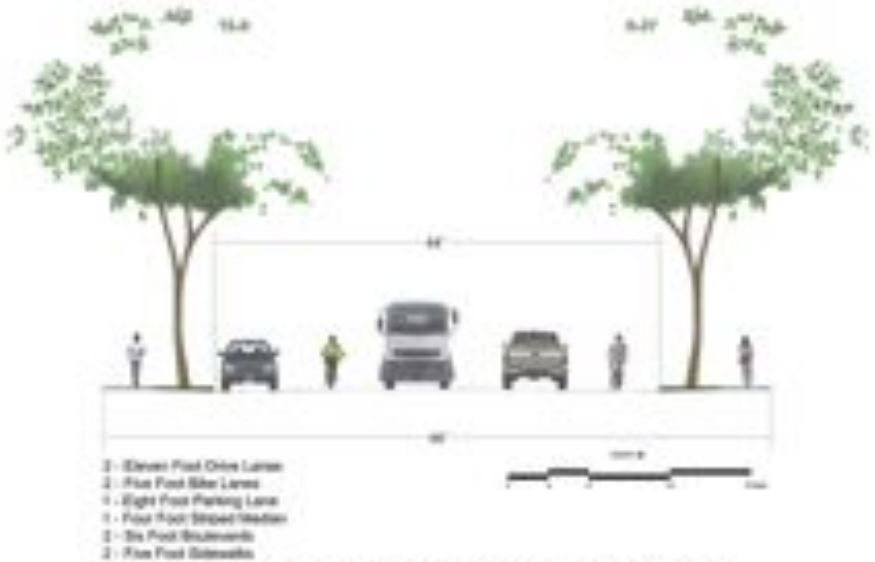
Approach based on community input

Motorists wishing to make left-hand turns off of Territorial Road tend to hug the left side of the lane while traffic wishing to continue along Territorial Road move past them on the right side of the lane [to avoid waiting behind the turning motorist]. Given the available width, it made sense to create a dedicated left turn lane in the center of the overpass [half the bridge length for east bound and half for west bound motorists]. Space still allows for two dedicated bike lanes and snow storage along the edges of the lanes.

Territorial Road near Westgate Drive

Territorial Road is bounded by commercial. Both sides of the street have a boulevard with trees and sidewalk. Currently, there is enough road width for double-sided parking.

TERRITORIAL near WEST GATE - Existing Conditions



TERRITORIAL near WEST GATE - Restriped A

"Territorial is wide - room enough for bike lanes? Even though it's very truck heavy"

Approach based on community input

The commercial buildings along this stretch of Territorial Road have offstreet parking. Given the available space and little need for street parking, most felt that single-sided street parking for this stretch of road in exchange for dedicated bike lanes seemed reasonable.

TERRITORIAL near WEST GATE - Restriped B

Approach based on community input

For this scenario parking was completely removed, lanes were narrowed to 11' (as they have been in all restripping options to help slow traffic), two dedicated bike lanes were added, and a central stripped median has been added to prepare motorists for a central boulevard (desired in the case of a total reconstruction). If funding became available the central boulevard could be cut out of the road/planted.

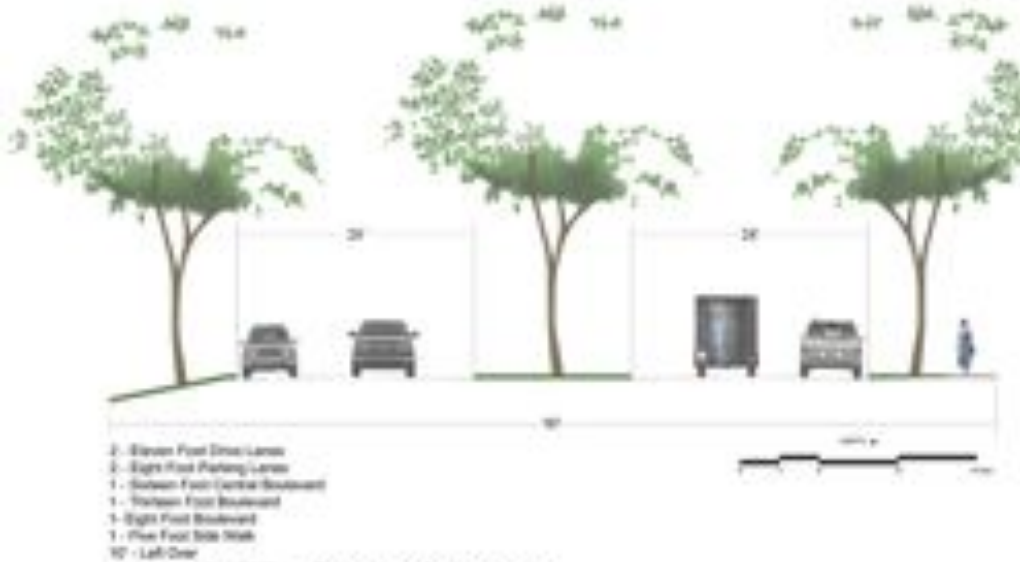
TERRITORIAL near WEST GATE - Total Reconstruction

Approach based on community input

Should Territorial Road be slated for a total reconstruction the desired streetscape would include dedicated bike lanes, minimal road lane widths (to slow traffic and reduce pavement area), a central boulevard with trees (to offer shorter crossing distances for pedestrians and reduce the heat island effect), single-sided street parking, and boulevards (with trees) and sidewalks.

Westgate Drive

Westgate Drive is the connection between the University of Minnesota Transitway (a popular bike route for university students travelling between the Minneapolis and Saint Paul campuses) and Territorial Road. It is bounded by commercial. Both sides of the street have a boulevard with trees, in addition to a central boulevard with trees, and a sidewalk on the east side of street. Currently, there is enough road width for double-sided parking.



WEST GATE - Existing Conditions

WEST GATE - Restriped

Approach based on community input

Westgate Drive is already designed in the character that is desired by the residents and task force that participated in the *Bridging the Gap* project. The west side of the street is too steep to add a sidewalk. The current road width allows for dedicated bike lanes without the loss of parking. A restripping is all that is needed to add the desired amenities.

Berry Street (north end)

Berry Street is bounded by commercial. There are sidewalks to the back of curb on both sides of the street. On the west side of the street there is foundation planting along the edge of the building that is technically within the ROW (Right-of-Way). Given street width standards, currently there is enough road width for double-sided parking.

BERRY (north end) - Existing Conditions

BERRY (north end) - Restriped

Approach based on community input

The east side of Berry has a parking lot for the commercial located on that side of the street. Given the available space and importance of Berry's connection to University Avenue/LRT, most felt that single-sided street parking for this stretch of road in exchange for dedicated bike lanes seemed reasonable.

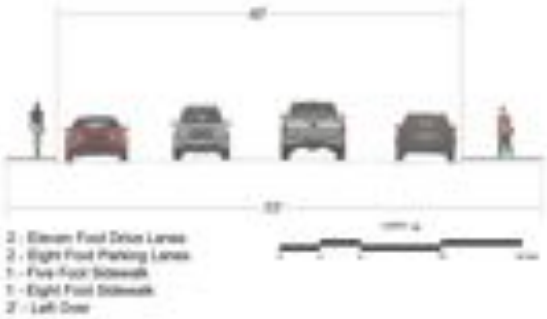
BERRY (north end) - Total Reconstruction

Approach based on community input

Should Berry Street be slated for a total reconstruction the desired streetscape would include dedicated bike lanes, minimal road lane widths (to slow traffic and reduce pavement area), a central boulevard with trees (to offer shorter crossing distances for pedestrians and reduce the heat island effect), single-sided street parking, and boulevards (with trees) and sidewalks.

Berry Street (south end)

Berry Street is bounded by commercial. There are sidewalks to the back of curb on both sides of the street. Given street width standards, currently there is enough road width for double-sided parking.



BERRY (south end) - Existing Conditions

BERRY (south end) - Restriped

Approach based on community input

The east side of Berry has a parking lot for the commercial located on that side of the street. Given the available space and importance of Berry's connection to University Avenue/LRT, most felt that single-sided street parking for this stretch of road in exchange for dedicated bike lanes seemed reasonable.

BERRY (south end) - Total Reconstruction

Approach based on community input

Should Berry Street be slated for a total reconstruction the desired streetscape would include dedicated bike lanes, minimal road lane widths (to slow traffic and reduce pavement area), and boulevards (with trees) and sidewalks. Given the space and proximity to University Avenue and LRT transit station bike lanes took precedence over parking (which this close to the intersection would be undesireable/not be allowed).

Emerald Street (north end)

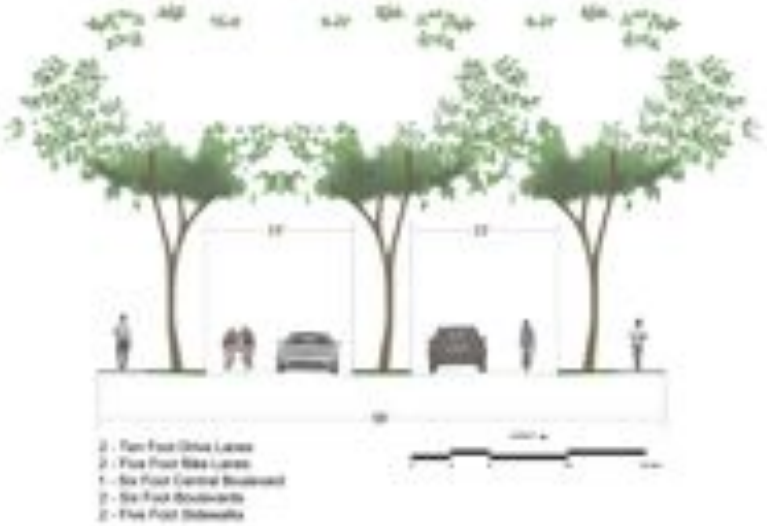
Emerald Street is bounded by commercial on the west side and residential to the east. On the west side of the street is a concrete boulevard and sidewalk. The east side of the street has a treeless boulevard and sidewalk. Given street width standards, currently there is enough road width for double-sided parking.

EMERALD (north end) - Existing Conditions

EMERALD (north end) - Restriped

Approach based on community input

Where Emerald Street meets University Avenue on the west corner there is a business with multiple entrance and exit approaches that exit onto Emerald Street eliminating street parking for a significant length of the lot. Traffic travelling north to University Avenue are required to stop, removing the first 30 feet of parking on the east side of Emerald Street. As a result, bike lanes have been added in place of street parking. Boulevard trees on the east side of the street have been added along with a striped central median.



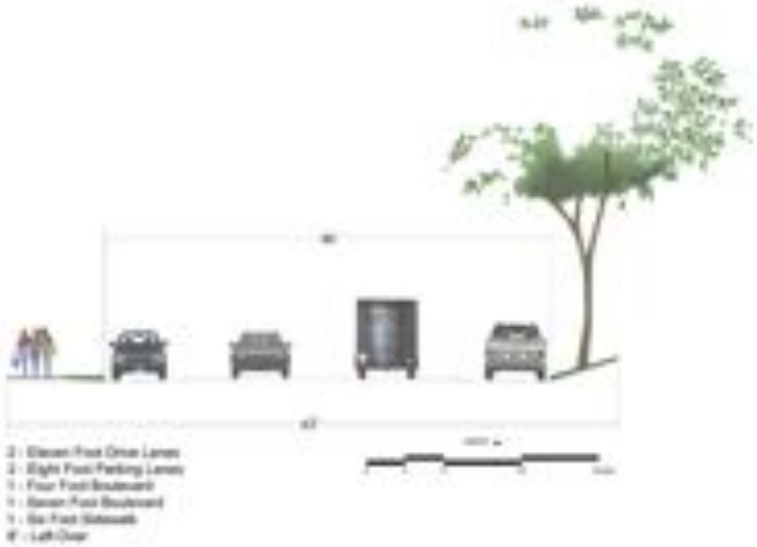
EMERALD (north end) - Total Reconstruction

Approach based on community input

Should Emerald Street be slated for a total reconstruction the desired streetscape would include dedicated bike lanes, minimal road lane widths (to slow traffic and reduce pavement area), and boulevards (with trees) and sidewalks. Given the space and proximity to University Avenue and LRT transit station bike lanes took precedence over parking.

Emerald Street (south end)

Emerald Street is bounded by residential. On the east side of the street is a boulevard with trees and sidewalk. The west side of the street is a treeless boulevard and sidewalk. Given street width standards, currently there is enough road width for double-sided parking.

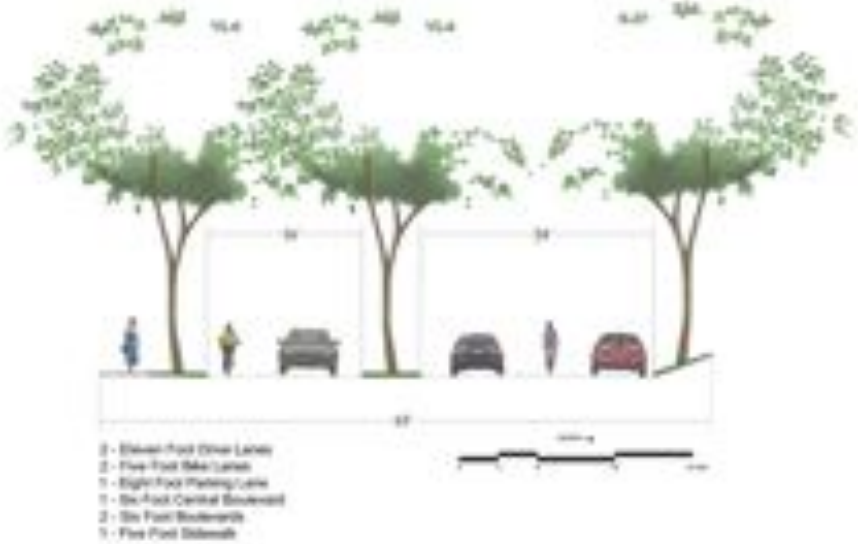


EMERALD (south end) - Existing Conditions

EMERALD (south end) - Restriped

Approach based on community input

On this stretch of Emerald Street there are attached-townhomes on the east side and single-family homes on the west side. The townhome development has a series of internal streets with available street parking for the residents of the townhomes. The single-family homes that face Emerald Street retained their street parking. Bike lanes and a striped central median were added in the place of one side of street parking.



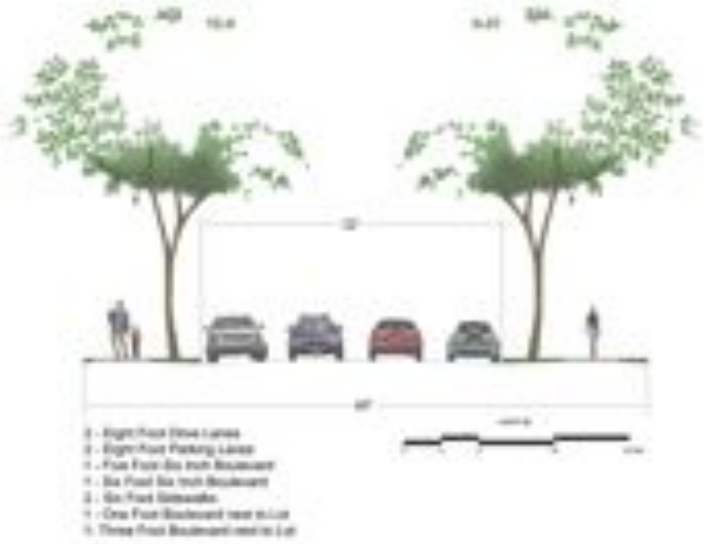
EMERALD (south end) - Total Reconstruction

Approach based on community input

Should Emerald Street be slated for a total reconstruction the desired streetscape would include dedicated bike lanes, minimal road lane widths (to slow traffic and reduce pavement area), and boulevards (with trees) and sidewalks. A central boulevard with trees (to create shorter crossing distances for pedestrians), and single-sided parking.

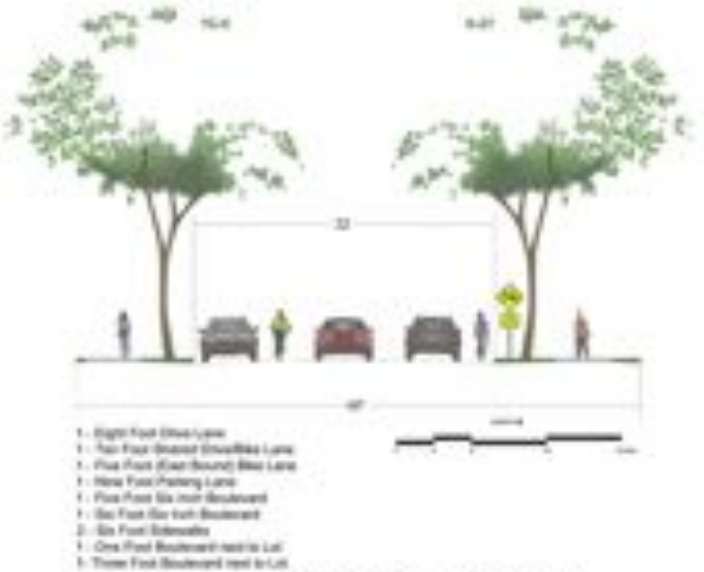
Franklin Avenue near Thornton Street

Franklin Avenue is bounded by residential. Both sides of the street have a boulevard with trees and a sidewalk. Given the current use there is double-sided parking with two drive lanes (one east bound one west bound) despite the fact that the road lanes are narrower than what current street width standards would recommend.



FRANKLIN near THORNTON - Existing Conditions

"Yes! Give up parking on one side!"



FRANKLIN near THORNTON - Restriped

Approach based on community input

Stretches of Franklin Avenue consists of considerably narrow drive and parking lanes for what would be designed today. Some residents expressed that although they like the narrower lanes because of the effect it has on slowing traffic, they do not enjoy the risk of losing side mirrors or vehicle damage caused by careless drivers. In this scenario the minimum drive lane width has been set by what is currently accepted (8'). An east bound dedicated bike lane, expanded single-sided parking lane (9'), and shared west bound 10 foot wide vehicle/bike lane were added.

FRANKLIN near THORNTON - Total Reconstruction

Approach based on community input

Should Franklin Avenue be slated for a total reconstruction the desired streetscape would include dedicated bike lanes, minimal road lane widths (to slow traffic and reduce pavement area - in this case based on the current precedence, lane widths are 8'), and boulevards (with trees) and sidewalks. A central boulevard with trees (to create shorter crossing distances for pedestrians), and single-sided parking was also included.

Franklin Avenue (near Mews)

Franklin Avenue is bounded by residential. Both sides of the street have a boulevard with trees and a sidewalk. Given street width standards, currently there is enough road width for double-sided parking.

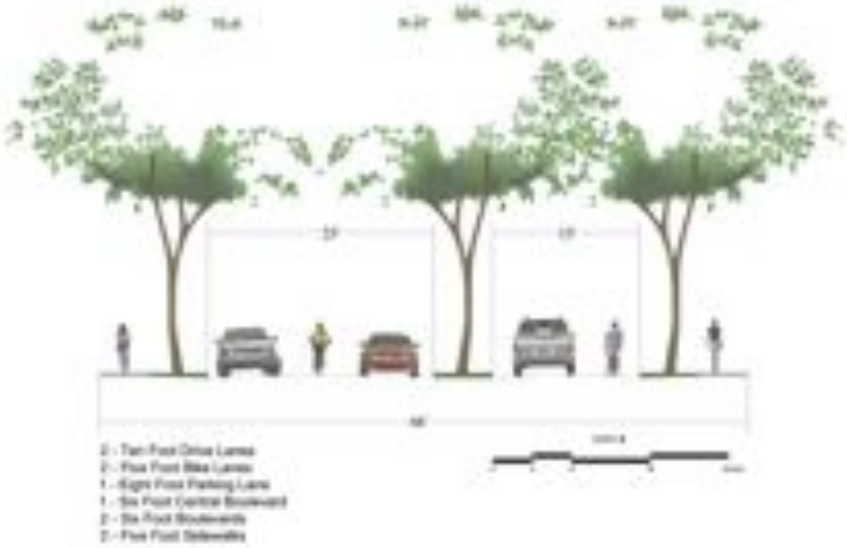
FRANKLIN (west end near mews) - Existing Conditions

FRANKLIN (west end near mews) - Restriped

Approach based on community input

On this stretch of Franklin Avenue there are attached-townhomes with off-street parking on the north side, and a church and single-family homes with off-street parking on the south side. The church lot does spill over with members parking along the street during events. For this reason one side of street parking was maintained. Dedicated bike lanes were added in exchange for one side of street parking.

"Do not want Franklin to become four lanes"



FRANKLIN (west end near mews) - Total Reconstruction

Approach based on community input

Should Franklin Avenue be slated for a total reconstruction the desired streetscape would include dedicated bike lanes, minimal road lane widths (to slow traffic and reduce pavement area), and boulevards (with trees) and sidewalks. A central boulevard with trees (to create shorter crossing distances for pedestrians), and single-sided parking were added.

Franklin Avenue Bridge over Interstate 94

Franklin Avenue Bridge crosses over Interstate 94 in a residential area with no exits onto or off of the interstate and Franklin Avenue. As currently striped, Franklin Avenue Bridge has two lanes (one west and one east bound) with two elevated side walks.

FRANKLIN BRIDGE over I-94 - Existing Conditions

FRANKLIN BRIDGE over I-94 - Restriped

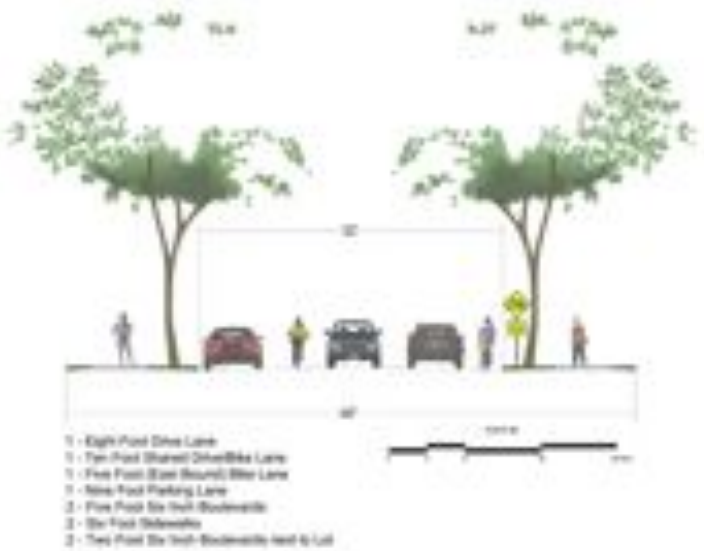
Approach based on community input

Given the available road width there is plenty of space to include dedicated bike lanes and striped bands (for snow storage) along the edge of the road. One predominate complaint among cyclists is that bike lanes located along the edges of roads become filled with partially removed snow during the winter months. As an added benefit, the bands use up excess lane width, resulting in narrower lanes proven to help slow traffic.

Franklin Avenue near Seymour Avenue

Franklin Avenue is bounded by residential. Both sides of the street has a boulevard with trees and a sidewalk. The current use consists of double-sided parking with two drive lanes (one east bound one west bound), despite the fact that the lanes are narrower than than what current street design standards would recommend.

FRANKLIN near SEYMOUR - Existing Conditions



FRANKLIN near SEYMOUR - Restriped

Approach based on community input

Stretches of Franklin Avenue consists of considerably narrow drive and parking lanes for what would be designed today. Some residents expressed that although they like the narrower lanes because of the effect it has on slowing traffic, they do not enjoy the risk of losing side mirrors or vehicle damage caused by careless drivers. In this scenario the minimum drive lane width has been set by what is currently accepted (8'). An east bound dedicated bike lane, expanded single-sided parking lane (9'), and shared west bound 10 foot wide vehicle/bike lane were added.

"Reconstruction favored - significant slowing of traffic and improves safety for bicyclists"

FRANKLIN near SEYMOUR - Total Reconstruction

Approach based on community input

Should Franklin Avenue be slated for a total reconstruction the desired streetscape would include dedicated bike lanes, minimal road lane widths (to slow traffic and reduce pavement area - in this case based on the current precedence, lane widths are 8'), and boulevards (with trees) and sidewalks. A central boulevard with trees (to create shorter crossing distances for pedestrians), and single-sided parking have been added.

Franklin Avenue between Emerald Street and Highway 280

Franklin Avenue is bounded by light industrial/commercial and residential. The north side of the street has a boulevard with trees and a sidewalk. There is double-sided parking with two drive lanes (one east bound one west bound). The overall road width here is unique in that there is no southern boulevard, sidewalk, or curb. Essentially, the road runs right into the large warehouse located on the south side of the street. Parking along the south side is observed to be parallel, angled, or perpendicular depending on the motorist's preference.

FRANKLIN between EMERALD & HW 280 - Existing Conditions

FRANKLIN between EMERALD & HW 280 - Restriped

"Narrow Franklin"

Approach based on community input

In an effort to add some structure, the restriping scenario in this case would include double-sided (8' wide parallel) parking lanes, dedicated bike lanes, standard width drive lanes, and a striped five foot sidewalk on the south side of the street.

FRANKLIN between EMERALD & HW 280 - Total Reconstruction

Approach based on community input

Should Franklin Avenue be slated for a total reconstruction the desired streetscape would include dedicated bike lanes, minimal road lane widths (to slow traffic and reduce pavement area), and boulevards (with trees) and sidewalks. Also included is a central boulevard with trees (to create shorter crossing distances for pedestrians), and single-sided parking.

Franklin Avenue between Highway 280 and Pelham Boulevard

Franklin Avenue is bounded by light industrial/commercial. There are sidewalks on either side of the street, no boulevards, single-sided parking (on the north side), and three drive lanes (two east-bound lanes, one west-bound lane).

FRANKLIN between HW 280 & PELHAM - Existing Conditions

FRANKLIN between HW 280 & PELHAM - Restriped

Approach based on community input

In the case of restriping additional bike lanes would be added, while still maintaining all three drive lanes and the parking.

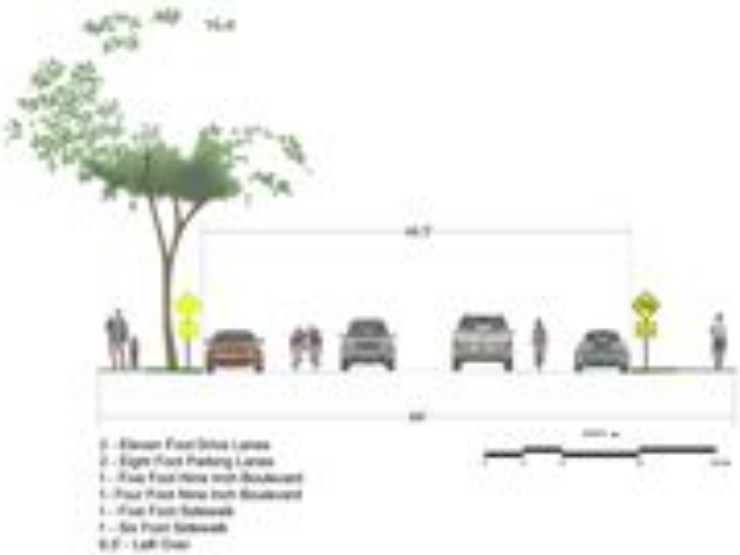
FRANKLIN between HW 280 & PELHAM - Total Reconstruction

Approach based on community input

Should Franklin Avenue be slated for a total reconstruction the desired streetscape would include dedicated bike lanes, minimal road lane widths (to slow traffic and reduce pavement area), and boulevards (with trees) and sidewalks. Also included is a central boulevard with trees (to create shorter crossing distances for pedestrians), and single-sided parking.

Pelham Boulevard

Pelham Boulevard is bounded by commercial. There are sidewalks on either side of the street, boulevards (trees on the west side), double-sided parking, and two drive lanes (one east-bound lane, one west-bound lane). Currently, the street is signed as share the road.



PELHAM - Existing Conditions

PELHAM - Restriped

"Move centerline to the west so feet on Pelham, bikes need more space on uphill not so much on downhill"

Approach based on community input

In the case of restriping dedicated bike lanes would be added in place of one side of street parking.

PELHAM - Total Reconstruction

Approach based on community input

Should Pelham Boulevard be slated for a total reconstruction the desired streetscape would include dedicated bike lanes, minimal road lane widths (to slow traffic and reduce pavement area), and boulevards (with trees) and sidewalks. Also included is a central boulevard with trees (to create shorter crossing distances for pedestrians), and single-sided parking.

Intersection of Territorial Road and Raymond Avenue

Intersection of Raymond Avenue and Territorial Road. Traffic calming features include minimal lane widths, striped bike lanes, bump-outs and central boulevards (to create shorter crossing distances for pedestrians), different material used for crosswalks (to increase visibility), and boulevard trees (to provide visual and physical separation between motorists and pedestrians).

Intersection of Territorial Road and Westgate Drive

Intersection of Territorial Road and Westgate Drive. Traffic calming features include minimal lane widths, striped bike lanes, bump-outs and central boulevards (to create shorter crossing distances for pedestrians), different material used for crosswalks (to increase visibility), and boulevard trees (to provide visual and physical separation between motorists and pedestrians).

INTERSECTION of TERRITORIAL and WEST GATE

Intersection Franklin Avenue and Seymour Avenue

Intersection of Franklin Avenue and Seymour Avenue. Traffic calming features include minimal lane widths, striped bike lanes, bump-outs and central boulevards (to create shorter crossing distances for pedestrians), different material used for crosswalks (to increase visibility), and boulevard trees (to provide visual and physical separation between motorists and pedestrians).

Final Conclusions

Project take-away

The goal of the Bridging the Gap project was to complete a pedestrian, bicycle, and traffic calming plan for a network of streets around the nexus of University Avenue and Highway 280. We also wanted to create an opportunity for the communities of Prospect Park and Saint Anthony Park to have shared conversations about the connectivity and street environment issues we face now and will heighten after the Central Corridor's LRT Line.

The project began with a call for taskforce members (met with great response), and continued through consultations with the Metropolitan Design Center, support from CURA, coordination with the Central Corridor Bike Walk Action Plan, the design work of Landscape Architects, and three public meetings. This report summarizes the accepted community solutions with detailed graphics. In addition to these formally adopted documents, the project did meet its goal of instigating cross-neighborhood conversations and understanding.

For example, as a shared street and key regional connector, Franklin Avenue was particularly important to address and became central to the forum discussions. Saint Anthony Park residents were able to learn about the history of Franklin Avenue and the challenges that the Prospect Park residents face to keep the neighborhood livable. Through trial and error and careful listening, Landscape Architecture designed solutions for Franklin Avenue that met the residents' desire to not increase street speed that would attract additional through-motorists, while also allowing for the addition of boulevards, bike lanes, and other amenities.

The project also asked hard questions about the balance between parking and cyclist needs. Encouragingly, residents and businesses indicated a willingness to lose some parking to better accommodate bicyclists and pedestrians. We also discovered problems that we didn't know existed. For example, our survey found that the businesses around Jefferson Commons (the large residential student development) are frustrated at the amount of parking taken on the streets by the residents. We then invited Jefferson Commons to our Land Use meeting and learned that they do not have enough parking to meet their demand. We were able to communicate this issue back to the city. Their Planning and Economic Development staff then incorporated our feedback and concern into proposed changes to the ordinance regulating parking requirements that would hopefully prevent the problem from reoccurring in future developments. Without Bridging the Gap, this issue would not have been addressed at this time.

Finally, the report provides a concrete tool for the neighborhoods to work towards implementation. Discussions about possibilities for street changes on the

neighborhood level are always limited by a lack of information about practical details such as width of street right of way. Landscape Architecture completed the necessary research to allow the conversation to happen with exact knowledge of what options are on the table and the trade-offs they entail. Fully informed, the neighborhoods were able to make decisions and prioritize uses.

Now that the neighborhoods have achieved consensus on a vision and completed the planning groundwork, we are well positioned to advocate for the desired changes. As opportunities arise, the neighborhoods will apply for funding and be alert for potential synergy with other projects. These plans could be implemented at once if funding was found for a comprehensive street re-striping or reconstruction project. Or, more likely, they will be implemented piecemeal as various funding sources are tapped and streets are due for reconstruction. Bridging the Gap establishes a coherent vision for the bicycle and pedestrian infrastructure in the project area, therefore, gradual completion will still be able to achieve consistent results without further planning.

Although we satisfactorily addressed the scope of Bridging the Gap, during the process the taskforce identified many remaining issues that should be investigated further. Maintenance and adequate snow removal (especially in bike lanes) was frequently mentioned together with the need for a coherent signage strategy for the wider bicycle network. The connection across University Avenue on the west side of Highway 280 is problematic and unclear. Junction improvements along the Territorial Road and Franklin Avenue bridges across Highway 280 need further investigation because of their complexity and overlapping local and regional functions. Finally, the connection of Territorial to the east across the industrial sector into the Hamline-Midway neighborhood remains a critical unmet need once LRT is in place and University Avenue becomes less friendly to cyclists.

Other issues that were brought up and discussed, but not included in the final scope of this project, were the desire for bike lanes on Energy Park Drive, the need for cyclist access to and on University Avenue, and the connections with the Midtown Greenway to the south and the Transitway to the north. We are hopeful that these areas will be addressed in the future and integrated with the work done on this project.