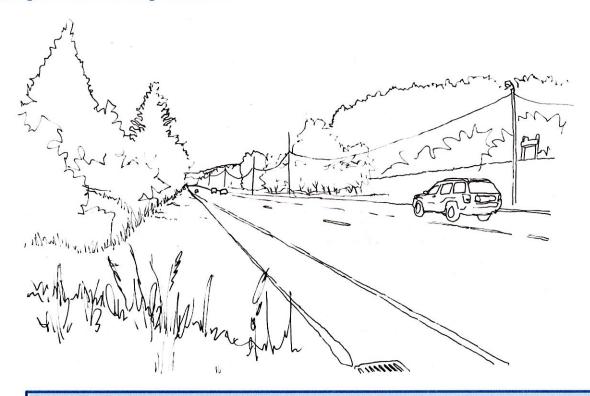
Chapter 3: Transportation



Public Input on Transportation Concerns:

Community priorities identified during public engagement included the following:

- Slow traffic on Grand Avenue/Highway 23 to Fond-du-Lac
- Physical improvements to Grand Avenue road surface
- Provide safe crossings along Grand Avenue
- Increase visibility of signage for community assets like Spirit Mountain Lower Chalet.
- Extend the Western Waterfront Trail

Vision:

Creation of a transportation network that efficiently moves vehicular traffic and provides enhanced public transportation opportunities which are accessible by safe sidewalks and crosswalks and reserve space for pedestrian, bicycles, and transit riders.

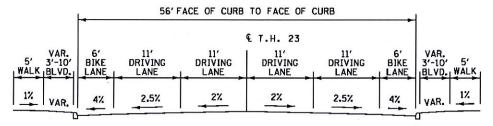
Background:

Roadways are depicted by their classification which is assigned based upon their ability to provide through-vehicle mobility and the amount of access provided to local properties. This classification method is one that is used nation-wide to

provide consistency in transportation planning. Classifications include Interstate, Principal Arterial, Minor Arterial, Major Collector, Minor Collector, and Local Streets.

Trunk Highway 23/Grand Avenue is scheduled for a road reconstruction in 2016 that will provide the now patch-worked roadway with a much needed face lift. As part of that project, the lanes will be narrowed, sidewalks widened, and bike lanes provided.

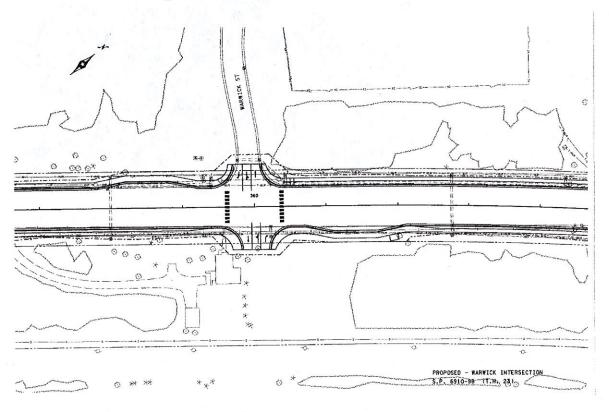
PROPOSED T.H. 23 URBAN TYPICAL SECTION (INPLACE CURB WITH NEW SIDEWALK)



<u>Principal Arterials</u>: Minnesota Highway 23/Grand Avenue is the only principal arterial in the project area. Principal arterials provide little access to local properties and are instead meant to connect to other principal arterials, serve truck traffic, and generally carry an average daily traffic count of more than 10,000 vehicles traveling at speeds of 30 to 55 miles per hour.

<u>Local Streets</u>: There are many examples of local streets within the project area; however, one such example is Sunnyside Street. Local streets are designed to make connections to residential areas and provide a high level of access to connections to the collector systems and local arterials.

An expansion of Warwick Street south across Minnesota Highway 23/Grand Avenue has been proposed that would provide necessary access to land between the Munger and Western Waterfront trails. The intersection of Warwick Street and Minnesota Highway 23/Grand Avenue would be a signalized intersection and would contain marked crosswalks for added safety. This intersection has been designed as part of the 2015/16 maintenance project. This intersection would be the focal point in the strategic development of the Riverside Area. Focused and site specific development at a key node like this intersection will aid in the preservation of other lands which are more environmentally sensitive. It will be important that a preliminary layout for the Warwick extension is cognizant of environmental impacts and where possible minimize or mitigate those impacts.



As mentioned, the project area is served by the Western Waterfront, Munger, and Duluth Winnipeg & Pacific (DW&P) trails. The Superior Hiking trail also connects at the top of Spirit Mountain. The Munger trail is a paved surface which runs parallel to Grand Avenue through the project area and is used by bicyclists and walkers alike. The Western Waterfront Trail is an unpaved trail used by walkers and hikers taking in the scenic views of Tallas Island. The DW&P trail is

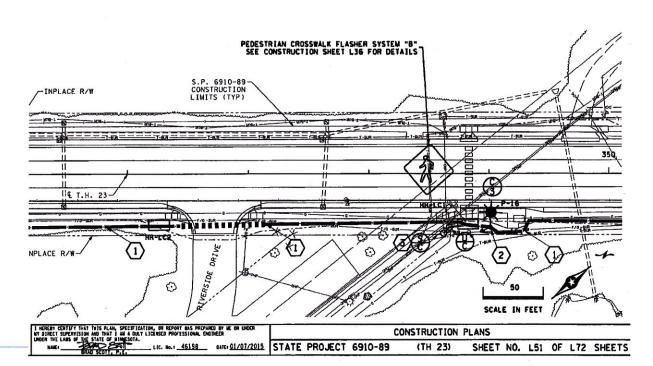
also unpaved and runs along the base of Spirit Mountain and connects to the Superior Hiking Trail

Bus stops are located along Grand Avenue placing a high importance of pedestrian connectivity within the Riverside neighborhood to ensure a safe and high quality user experience for community members traveling to the bus stop. The project area has a large sidewalk network with sections receiving varying degrees of on-going maintenance.

The Duluth Transit
Authority (DTA)
currently provides bus
transit to the project
area and has
dedicated bus stops
with shelters. The
expansion of public
transportation
availability and
maintenance was
identified by
members of the
community as a point



of concern due to the degradation of the current facilities. Current service times for dedicated bus stops have gap intervals of between 20-90 minutes. Below is a construction figure that depicts the bus stop next to Riverside Drive which includes a redesigned bus stop and improved cross walk that will improve safety.



Goals:

- 1. Increase use of public transit.
- 2. Improvement of public transit facilities.
- 3. Enhance/repair sidewalk network in project area.
- 4. Increase pedestrian safety along Minnesota Highway 23/Grand Avenue.
- 5. Increase efficiency of parking and provide additional handicap access throughout the project area.
- 6. Better signage to identify place.
- 7. Expansion of trail network.

Implementation Strategies:

- Increase the amount of pedestrian signage and roadway striping which indicate pedestrian crossings, especially at bus stop locations and the intersection of future Kayak Bay Road and Grand Avenue. Where feasible install blinking crosswalk signs.
- 2. Allow for the sharing of parking spaces between complimentary land uses which utilize parking at different times of the day.
- 3. Work with private landowners, residents, Minnesota DNR, and St. Louis County to plan for the eventual development of Kayak Bay Road, a road connecting Grand Avenue with Spirit Mountain to the west, and to lands east of Grand Avenue.
- 4. Install wayfinding signage along Grand Avenue that promotes local destinations and recreational opportunities meeting MnDOT standards.
- 5. Expand the Western Waterfront Trail to provide added connectivity to local regional trail networks.
- 6. Coordinate the construction and re-construction of roads with development opportunities to maximize the opportunities for the development of "Complete Streets" that includes spaces for pedestrians, bicyclists, and vehicles.
- 7. The City will work with the Duluth Transit Authority to assess the need for adjusting bus route frequency, stop locations including loop locations, and design of stop locations including bus stop cutouts within the SAP project location.

Chapter 4: Environmental Characteristics



Public Input on Environmental Concerns:

Community priorities identified during public engagement included the following:

- Preserve and enhance natural resources including St. Louis River shoreline.
- Increase connectivity between local and regional trails.
- Provide for nesting and breeding areas for fish and birds.
- Maintain/manage existing open spaces.
- Public access to the river that is sensitive to the natural shoreline.
- Ecology education opportunities.

Vision:

Enhance and protect of local ecosystems that provide both recreation and preservation opportunities.

Background:

Located adjacent to one of the world's largest fresh water estuaries and Spirit Mountain, the Riverside Small Area Plan project area has a variety of environmental qualities and topographical changes. An ecological improvement project that was recently completed is the Tallas Island Improvement project which included dredging to improve and increase habitat availability and restoration of wet meadow areas. As part of the restoration project, the connection of Knowlton Creek to the bay was restored and enhanced. Just south of the restored connection a large pool seven to eight

feet deep was created to catch incoming sediment. A bay was also created further south from Tallas Island and just north of the Tate & Lyle plant which includes a new eight to nine foot pool which will provide for improved fish habitat. Lastly, a continuous channel was created which is five feet deep by thirty feet wide to ensure water and sediment movement through the Tallas Island area.

The project area is flanked by Knowlton and Lenroot Creeks. These creeks play a key role in the connection of the upland areas of the project area and the St. Louis River. As such, both of these creeks saw major flooding in the 2012 Duluth flood and are still in need of restoration.

The project area is serviced by Riverside Community Park which offers an open lawn area, baseball field, and playground for local residents to enjoy. The park is in need of on-going maintenance and a redesign assessment of the park may be considered. This assessment will be part of a future master planning effort conducted by the City of Duluth Parks and Recreation Department.

Three major trails, Duluth, Winnipeg & Pacific, Western Waterfront and Munger Trails run through the project area. The Munger trail runs parallel to Minnesota Highway 23/Grand Avenue and is a paved trail which is utilized by many bicyclists and walkers. The Western Waterfront trail is an unpaved surface utilized primarily by hikers and local residents and runs parallel to the St. Louis River and adjacent to Tallas Island. Lastly, the Duluth, Winnipeg & Pacific Trail is a major regional trail along the northwestern edge of the project area that connects with the Superior Hiking Trail.

Goals:

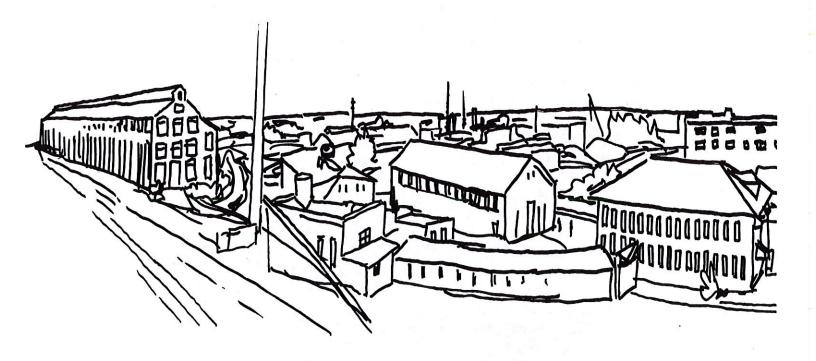
- 1. Preserve and enhance Tallas Island.
- 2. Provide for additional public access to the St. Louis River.
- 3. Balance the needs for recreation with the needs for preservation.
- 4. Preserve stream corridors.

Implementation Strategies

- 1. Coordinate with the Parks and Recreation Department and Spirit Mountain Recreation Authority to identify areas of potential pedestrian access to the St. Louis River Corridor and utilization of the ½ and ½ tax program.
- 2. Require buffering from high impact land uses from those areas reserved for preservation.
- 3. Repair and improve Western Waterfront Trail and all current parks and trails in the area.

- 4. Assess the need for a paddle center to be located adjacent to Tallas Island. If deemed necessary work with the DNR and local stakeholders to minimize environmental impacts.
- 5. Explore the feasibility for the design and installation of wildlife viewing platforms near the Western Waterfront Trail and Tallas Island.
- 6. Work with the Minnesota DNR, St. Louis River Alliance, and Izaak Walton League to establish areas of particular natural resource value.

Chapter 5: Community Characteristics



Public Input on Community Characteristics:

Community priorities identified during public engagement including the following:

- Preserve and incentives for existing housing maintenance and opportunities for new housing that allows for the retention of green space.
- Attract new families to the area.
- Reduce noise coming from local industrial uses, and limit lighting intensities.
- Retain neighborhood feel, history, and architectural heritage.

Vision:

A community which retains existing residents and attracts new ones because of its rich history and culture of riverfront activity, recreational opportunities, ecological enthusiasm, and regional recreation destinations.

Background:

The Riverside community has a strong history rooted in its connection to the St. Louis River. The community, first championed by ship builder and principal operator of the McDougall-Duluth Ship Builders, inc., Alexander McDougall, was a community built entirely around the operation of the shipyard. Construction of the shipyard took place in 1917 and employed 3,500 laborers most of which lived right in Riverside. Between 1918 and 1922, the shipyard and its employees completed thirty-six 265 foot freighters.

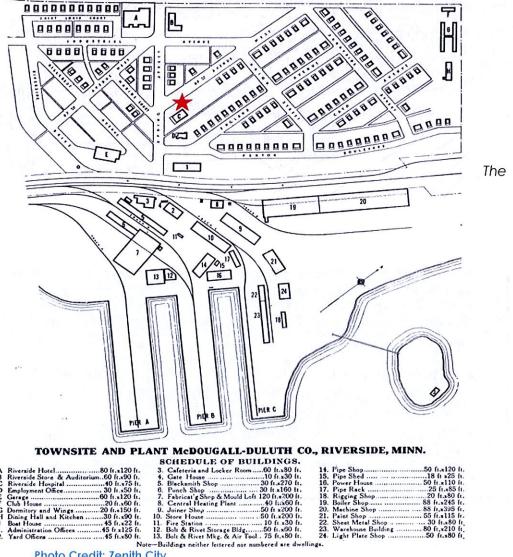
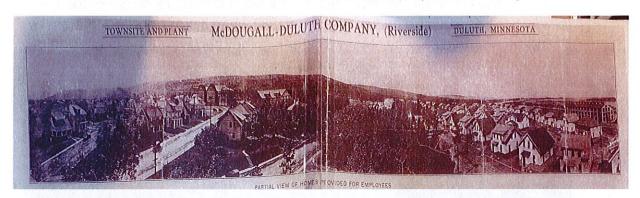
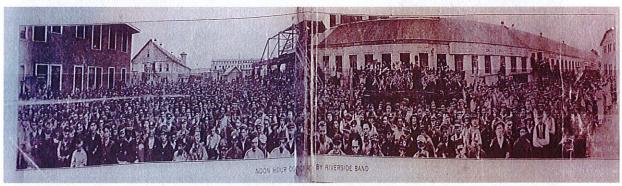


Photo Credit: Zenith City

community of Riverside was constructed for the workers of the facility and included original construction of 50 cottages with plans for over 75 more. Many of the original cottage foundations still remain today and have received high

praise for their longevity due to the high construction quality. Plans for the community included a hotel, grocery and retail store. A large dormitory for single male employees was constructed to house 250 men and included a large dining facility. The shipyard was closed in 1922 and reopened under new ownership in 1941 to supply allied war efforts. The reopening employed over 10,000 men and women and produced a fleet of 230 ships, which at one point averaged one ship every ten days. Upon the war ending in 1945, the shipyard was sold and turned into a marina which remains in operation today.





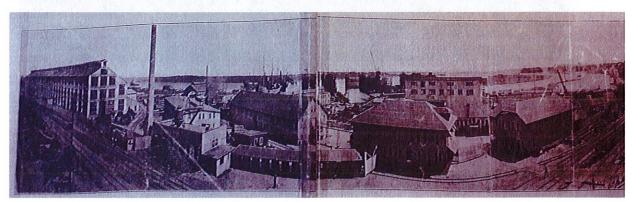


Photo Credit: Charlie Studahar

Lake Superior Mississippi Railroad

Tracks for the Lake Superior & Mississippi Railroad were laid in 1870 and was the first to provide rail service to Duluth. Today the railroad is used on weekends during the summer and is operated solely by volunteers. Many flock to the train in the fall for a unique viewing of the changing tree colors in the area. The railroad is an important part of the community's history and will be a topic of interest as the U.S. Steel site and other contaminated sites are cleaned up. The railway has been owned by the City since 1980 when it was donated to them by Burlington Northern Railway. Many residents in the area view the train as part of the community both now and into the future.



Local Housing Stock

Today the housing stock in the project area is 79% owner occupied which is almost 20% higher than the average for the City of Duluth. While this makes for a very stable neighborhood, it leaves little room for the influx of young professionals looking for rental property in the area. In addition, of the total 306 housing units, 75%, or 230 housing units were built on or before 1949 resulting in an overall aged housing stock.

Но	using Age Sun	nmary (2008 – 2	2012 ACS)	
	Riverside P	roject Area	City of Duluth	
Year Structure Built	Number	Percent	Number	Percent
2010 or later	0	0%	20	<1%
2000 – 2009	19	6%	2,723	7%
1990 to 1999	19	6%	1,947	5%
1980 to 1989	1	<1%	1,614	4%
1970 to 1979	9	3%	3,783	10%
1960 to 1969	8	3%	2,851	7%
1950 to 1959	20	7%	5,090	13%
1940 to 1949	34	11%	2,633	7%
1939 or earlier	196	64%	17,529	46%

Housir	ng Occupancy	Summary (200	8 – 2012 ACS)	
	Riverside Project Area		City of Duluth	
Housing Units	Number	Percent	Number	Percent
Owner Occupied	242	79%	21,380	60%
Renter Occupied	64	21%	14,482	40%

Goals:

- 1. Maintain and improve upon local housing stock.
- Make this area a recreation destination known to residents and visitors.
- 3. Promote history of the neighborhood.

Implementation Strategies

- 1. Create a kiosk of history along local trails.
- 2. Install wayfinding signage installed at trail crossings
- 3. Coordinate with Spirit Mountain on current and future plans for expansions
- 4. Involve the neighborhood in planning and executing special events.
- 5. Examine the appropriateness for establishment of a historic preservation district within the existing residential neighborhood.

Chapter 6: Plan Recommendations / Implementation Summary



Vision Statement – promote the harmonic development of land for additional housing and commercial opportunities that enhances recreational amenities and preserves local ecologies.

Goals and Recommendations

	Land Use & Housing
	Goals
#1	Preserve and enhance the existing and future recreational opportunities in Riverside area by exploring a "recreation destination" for Duluth residents and the Greater Duluth area.
#2	Enhance residential land use opportunities and allow for infill-housing opportunities to cluster residential density that will allow for more open green space elsewhere.
#3	Utilize previously developed areas for redevelopment to protect the riverfront.
#4	Promote mixed land uses that provide recreational synergies between commercial and residential land uses.

	Land Use & Housing		
	Implementation		
#1	Review buffering standards required between land uses in the Unified Development Code.		
#2	Amend the Land Use Map to allow for a mixture of housing including single, duplex, mixed use, and low rise buildings to allow for necessary density, as outlined on the Land Use Map. (A1 – A12)		
#3	Consider language used to define "Preservation" and what infrastructure is appropriate within this land use guidance.		
#4	Consider inclusion of the Riverside Community to Duluth Historic Preservation district.		
#5	Coordinate with the local visitor's bureau to encourage tourism expansion into the Riverside area and to enhance the existing and proposed recreational assets in the area. Refer to the goals and strategies in this small area plan when conducting pre-application reviews with interested property owners and developers.		

Transportation

	Goals
#1	Increase use of public transit.
#2	Improvement of public transit facilities.
#3	Enhance/repair sidewalk network in project area.
#4	Increase pedestrian safety along Minnesota Highway 23/Grand Avenue.
#5	Increase efficiency of parking and provide additional handicap access throughout the project area.
#6	Better signage to identify place.
#7	Expansion of trail network.

	Transportation
	Implementation
#1	Increase the amount of pedestrian signage and roadway striping which indicate pedestrian crossings, especially at bus stop locations and the intersection of future Kayak Bay Road and Grand Avenue. Where feasible installation of blinking crosswalk signs.
#2	Allow for the sharing of parking spaces between complimentary land uses which utilize parking at different times of the day.
#3	Work with private landowners, residents, MnDOT, Minnesota DNR, and St. Louis County to plan for the eventual development of Kayak Bay Road, a road connecting Grand Avenue with Spirit Mountain to the west, and to lands east of Grand Avenue.
#4	Install wayfinding signage along Grand Avenue that promotes local destinations and recreational opportunities.
#5	Expand the Western Waterfront Trail to provide added connectivity to local regional trail networks.
#6	Coordinate the construction and re-construction of roads with development opportunities to maximize the opportunities for the development of "Complete Streets" that includes spaces for pedestrians, bicyclists, and vehicles.
#7	The City will work with the Duluth Transit Authority (DTA) to assess the need for adjusting bus route frequency, stop locations including loop locations, and design of stop locations including bus stop cutouts within the SAP project location.

	Environmental Characteristics
	Goals Goals
#1	Preserve and enhance Tallas Island
#2	Provide for additional public access to the St. Louis River
#3	Balance the needs for recreation with the needs for preservation
#4	Preserve stream corridors

	Environmental Characteristics	
Implementation		
#1	Coordinate with the Parks and Recreation Department and Spirit Mountain Recreation Authority to identify areas of potential pedestrian access to the St. Louis River Corridor and utilization of the ½ and ½ tax program.	
#2	Require buffering from high impact land uses from those areas reserved for preservation.	
#3	Repair and improve western waterfront trail and all current parks and trails in the area.	
#4	Assess the need for a paddle center to be located adjacent to Tallas Island. If deemed necessary, work with the DNR and local stakeholders to minimize environmental impacts.	
#5	Explore the feasibility for the design and installation of wildlife viewing platforms near the Western Waterfront Trail and Tallas Island.	
#6	Work with the City of Duluth, Minnesota DNR, the St. Louis River Alliance, and Izaak Walton League to establish areas of particular natural resource value.	

	Community Characteristics
	Goal
#1	Maintain and improve upon local housing stock
#2	Make area a recreation destination known to residents and visitors.
#3	Promote history of the neighborhood

	Community Characteristics Implementation		
#1	Create a kiosk of history along local trails		
#2	Install wayfinding signage installed at trail crossings .		
#3	Coordinate with Spirit Mountain on current and future plans for expansions		
#4	Involve the neighborhood in planning and executing special events.		
#5	Examine the appropriateness for establishment of a historic preservation district within the existing residential neighborhood.		

Appendix A:



Public Process

Advisory Committee

The project advisory committee provided specific guidance throughout the development of this Small Area Plan. Advisory committee members held its kick off meeting on May 7th, 2015 where issues, concerns, and opportunities were discussed. The advisory committee identified the following issues/concerns:

- Western Waterfront
- Impact of the Railroad
- Coordination with Spirit Mountain
- Coordination with the Riverside Community
- Need to balance recreation uses with residential uses
- Management of trail crossings
- Balancing of the wants/needs of local residents with tourism expansion.
- Impact of the Western Lake Superior Sanitary District sanitary sewer

The advisory committee identified the following opportunities:

- Planning with the Nordic Ski trail and paddle center
- Corridor recreation plan
- Newly implemented ½ and ½ tax
- Epicenter of Recreation
- Downhill/mountain biking
- Connections to Morgan Park
- Integrate with ½ and ½ tax projects
- Vast public lands
- Ideal opportunity to clean up existing areas creating improvements for both residents and tourists

The second meeting was held on May 21st which included a walkabout of the project area with project staff to provide specific insight into local amenities and

issues concerning the neighborhood. At that meeting the advisory committee provided the following insights:

- Status and usage of local trails,
- Important viewsheds
- community assets with great redevelopment potential like the old hospital building
- Architecture of neighborhood homes
- Necessity for maintenance of existing housing stock
- Impacts of the Tate & Lyle plant
- High usage of the community park by local children
- Impacts of the sanitary sewer pump house
- Status of local stream corridors

The third meeting of the advisory committee took place on June 18th when they provided comment on the first draft of the small area plan. At that meeting the advisory committee reviewed the draft future land use map and provided suggested alterations and reviewed and agreed upon goals and visions for land use, transportation, environment, and community characteristic chapters.

The final advisory committee meeting was held on June 25th to comment on the revised draft small area plan. At that meeting additional comments were provided regarding implementation strategies for Land Use, Transportation, Environmental Characteristics, and Community Characteristics. In addition to implementation, conversation regarding the refinement of the proposed future

land use map including nodes of commercial land uses around the Spring, Riverside, and Warwick intersections took place.



Public Meetings / Open Houses

A public visioning session was held on May 7th, 2015 and was attended by approximately 80 residents including residents from within the project area and adjacent neighborhoods. The meeting was covered by local news agencies providing additional public knowledge of this planning effort. Those in attendance provided project staff with a wide array of area knowledge through a number of activities including a "key strategies" exercise, a build your own future land use map exercise, and an issues and opportunities mapping exercise. The following information was gathered at that May 7th meeting.

Key Strategies Exercise:

Those in attendance were asked to close their eyes and imagine it was the year 2025 and the Riverside Community as the premier place to live, to raise a family, and to enjoy recreation. They were asked "What did the City of Duluth do in 2015 that provided the groundwork to create such a vision. Once they provided that information, each table was asked to rank their suggestions by highest level of priority. Those suggestions were then categorized into "Land Use", "Transportation", "Environmental/Open Space", and "Housing/Community". That information is provided below.

Land Use

Priority 1's:

- Utilize developed areas to avoid disturbing river-like the marina
- Whatever development needs to have buffer zones to protect the rivers and creeks from runoff
- Preservation of the "wilderness feel" of the grea by the river
- Limit commercial and residential development in the area. Enhance current residential areas
- Green buffer between natural habitat

Priority 2's:

- Develop zoning ordinances to "conservation" development. Any developments must follow strict zoning which protects the river
- Low density housing
- Mix of tax base opportunities (businesses, homes, green/rec)

 Housing- single, duplex, slightly larger, low rise to create more open space, kid friendly

Priority 3's:

- Designate this area as "Duluth Natural Area"
- Grand Ave planning needs to be able to handle more density (More connective to main roads)
- Development high density problem
- Restaurants, light commercial, artist-in-residence

Priority 4's:

• Restrict development along trails

Priority 5's:

• Rustic, simple development tailored to recreation

Priority 7's:

• Annex Wisconsin land on Minnesota side of the river

Suggestions Not Ranked:

• Single-level, low impact residential development- "walker/senior" friendly

<u>Transportation</u>

Priority 1's:

- Slow traffic on HWY 23 to FDL
- Fix the road (Grand Ave.)

Priority 2's:

• Restrict development and heavy trucks on Grand Ave.

Priority 4's:

- No train horns at Riverside Crossings
- Parking/handicap access

Priority 5's:

• Safe crossings for Grand Ave (several of them)

Environment / Open Space

Priority 1's:

- Preserve and protect the natural resources of the area/ keep shoreline undisturbed
- Put environmental concerns first!
- Portable bathrooms along trails
- Connectivity between trails
- Cross country skiing trails through neighborhood
- Maintain "Wilderness" natural area habitat
- Begin by being certain we secure the natural resources

Priority 2's:

- Protect the bay, river and estuary
- Preserve the nesting & breeding area for fish
- Include LSMSRR in the plan
- Extend WWT
- Consider a use fee for trails

Priority 3's:

- River access in already disturbed areas- no new disturbances
- Manage/maintain open spaces
- Maintain green space!
- Preservation of green space
- Extend the Western Waterfront Trail west
- Move pump station or fix smells
- Paddling Center at Clyde Ave. or Indian Point, not Tallas Island
- Public access to the river

Priority 4's:

- Nature center on Grand with trails going to the river and all.
- Bird sanctuary- protect the birds
- Repair and improve western waterfront trail and all of the current parks and trails in the area
- Trail access to river and along river to hook up with western waterfront trail
- Non-motorized access. No power boats: canoes, kayaks & sailboats
- Pedestrian friendly access to recreation
- More water access

Priority 5's:

- Interpretive signs along trail
- fishing pier, wildlife viewing, boardwalks
- Keep the green space- for the river hiking trails

- There is a need for a boat launch for this area to serve campground, Indian Point, etc.
- Fishing pier, snowmobile trail
- Better signage informing people where things are

Priority 6's:

- Observation deck blind along river for family
- Increase access to the inner shallow channels
- Dredge channel from Clyde Ave. ramp
- Campground areas

Suggestions Not Ranked:

- Interpretive kiosks about natural history on the river
- Marina property sea walls
- Waterfront should not be privately owned!
- Money to upkeep trail system
- Trash barrels at trail access
- Prevent erosion from Spirit Mountain and Knowlton Creek
- Keep main channel open and marked all the way to HWY 23

Housing / Community

Priority 1's:

No tax increase

Priority 2's:

- Maintain new housing within neighborhoods, retaining green space between neighborhoods
- Community Club building renovation

Priority 4's:

- Especially important to attract families to the area
- Incentives for maintenance of older housing stock

Priority 5's:

Reduce noise coming out of Tate & Lyle

Priority 6's:

• New home construction incentives

Priority 8's:

New and improved housing. Affordable! One roof community housing

Suggestions Not Ranked:

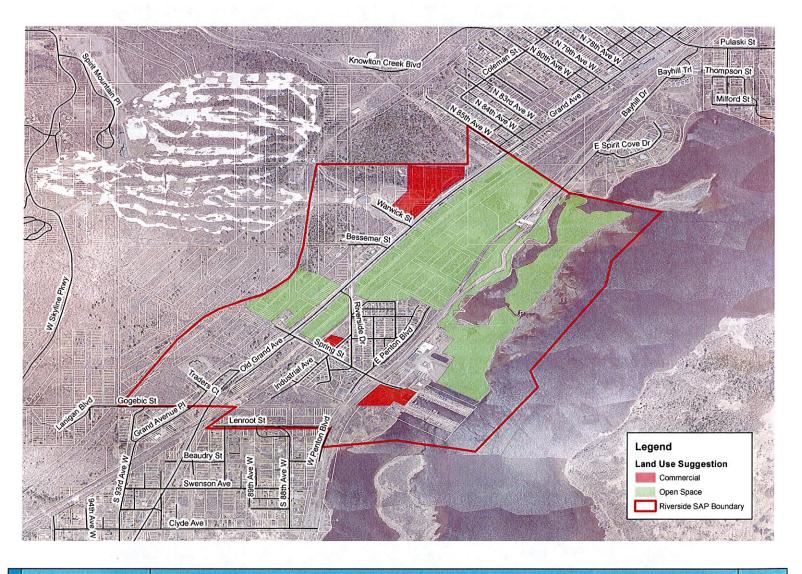
- Low-lighting, minimal city lighting
- Historic property repair
- Housing available for mixed income
- Limit signage, i.e. billboards
- Limit lighting intensity

Suggested Land Use Exercise:

Those in attendance were asked to fill in a map of the project area with either Play-Doh, or markers suggesting the types of land uses they would like to see in the area.











Visioning Session Public Land Use Exercise Riverside Small Area Plan

500 1,000 Feet

Table 1

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