

# PARK POINT

SMALL AREA PLAN



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**City Council Resolutions for the Park Point Small Area  
Plan are contained in Appendix A**

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# EXECUTIVE SUMMARY

Park Point has evolved into a mix of commercial and residential development, which has created incompatibilities in land use. Recent planning and development activity on Park Point, including the City's implementation of the Comprehensive Land Use Plan, commercial development including two hotel approvals, public access issues, and infrastructure (water and sewer) capacity concerns, has raised a number of questions regarding changes to existing land use patterns and the character of the Park Point neighborhood. Therefore, it is necessary for the City to study the area in greater detail to develop and implement a long term plan that will maintain but also enhance the neighborhood character for residents and visitors of Park Point.

The planning process included stakeholder and public input. In addition two public meetings were held gather input on a vision for Park Point. As a result of background research, previous study recommendations and recent planning and development activity, the following five goals were created:

1. To determine carrying capacity of the land in terms of infrastructure for future commercial and residential development opportunities.
2. To define public access/use of improved and unimproved rights-of-way (Street-Ends).
3. To improve wayfinding-signage for recreational, residential and commercial use.
4. To provide safe and convenient motorized and non-motorized transportation options throughout the study area.
5. To facilitate a park planning process for park improvements.

Each goal has specific recommendations for long and short term implementation. Many require ongoing partnerships between the City, non-profit organizations, businesses, and neighbors. The recommendations continue the City's policy of strengthening neighborhoods through land use changes and neighborhood stabilization. An important part of this planning process was identifying win-win recommendations such as safer modes of travel, including vehicular, pedestrian and bicycle travel, wayfinding, and public access points to the lake and bay.



# ASSESSMENT

## Background

Minnesota Point, more commonly known as Park Point, combined with Wisconsin Point is the largest freshwater sandbar in the world. Park Point was the location of some of the earliest settlement in Duluth. Over time, Park Point became primarily a seasonal community with many summer residents. As the Duluth area grew in numbers, so did the year-round residents on Park Point. The developed area on Park Point is primarily residential. Park Point is known for its unique cultural features including waterfront parks and open space, marinas, sight-seeing and scenic viewing opportunities and water and land-based recreation. Park Point is also home to several significant natural features, which include white and red pine forest, sand dunes, beach grass, and wetlands. Park Point is unique and important because of its great diversity of habitats which provide roosting, foraging, and nesting opportunities for a wide variety of bird species. A majority of the land area is utilized for recreational purposes and this, combined with the unique cultural and natural features, makes Park Point a true gem for the city of Duluth.

## Purpose of the Plan

The Comprehensive Plan, adopted in June of 2006, recognized that there were areas of the City where uncertainty about market conditions, ownership patterns, or infrastructural capacity was particularly high, and that those areas would require additional study to guide possible modifications to the future land use map. Although Park Point was not included in the Comprehensive Land Use Plan as a future study area, there has been strong interest by residents and City officials to complete a Small Area Plan.

Recent planning and development activity on Park Point, including the City's implementation of the Comprehensive Land Use Plan, commercial development including two hotel approvals, public access issues and infrastructure (water and sewer) capacity concerns, has raised a number of questions regarding changes to existing land use patterns and the character of the Park Point's neighborhood. Therefore, it is necessary for the City to study the area in greater detail to develop and implement a long term plan that will maintain but also enhance the neighborhood character for residents and visitors of Park Point.

## Comprehensive Plan Principles

The twelve Governing Principles adopted in the 2006 Comprehensive Land Use Plan provide the fundamental concepts guiding all of the Comprehensive Plan's recommendations. They provide direction when details of the plan itself are insufficiently clear to resolve issues or make decisions. These principles also served as a framework and guide during the development of the Higher Education Small Area Plan. The Governing Principles are:

1. Reuse previously developed lands
2. Declare the necessity and secure the future of undeveloped places
3. **Support Duluth's traditional economic base**
4. Support emerging economic growth sectors
5. Strengthen neighborhoods
6. Reinforce the place-specific
7. Create and maintain connectivity
8. Encourage a mix of activities, uses, and densities
9. Support private actions that contribute to the public realm
10. Take sustainable actions
11. Include considerations for education systems in land use actions
12. Create efficiencies in delivery of public services

### Small Area Plan

A small area plan is a plan that is developed for a clearly defined area and gives more detailed recommendations than would be provided in a comprehensive plan. A small area plan does not replace the comprehensive plan but rather serves to augment it. The small area plan builds on the goals, policies and implementation strategies in the comprehensive plan to provide a finer level of detail.

## Study Area

The study area includes the entire 583.5 acres of Park Point from the Aerial Lift Bridge to the Superior Harbor Entry. It is bordered on the west by Lake Superior and the east by Superior Bay, south by Canal Park and the north by (see map on page 9).

## Plan Process

This plan followed a process similar to the ones used in **the City's previous small area plans. It began in December 2012** with the assignment of Planning staff to the project, followed closely by the establishment of a **Small Area Plan Committee ("Committee") representing a range of perspectives** which met monthly and served as the main advisory group for the study.

The Committee for this planning process included representatives of the City of Duluth Planning Commission, Duluth City Council, Duluth Parks and Recreation Commission, business community and residents of Park Point. The Park & Recreation Department, the City Engineering office and Attorneys office provided input to Planning staff.

**The Committee's responsibility was to guide and review** the elements of the Small Area Plan effort. Committee meetings also proved to be sources of additional information as discussions regarding the opportunities for better traffic facilitation, land use, wayfinding, and public access were stimulated by the diverse membership.

Public meetings were held in March 2013 (85 attendees), and October 2013 (110 attendees). A web site was updated regularly that included stakeholder agendas, meeting notes and presentations, and project updates. The web site also provided a place for people to submit comments and sign up for meeting notices. In addition there was a public on-line survey, sponsored by the Park Point Community Club.

## Previous Planning Efforts

### 2010 Duluth Parks and Recreation Master Plan

The Master Plan recommends enhancing the planning for Park Point. The plan recommends that an area park planning process is warranted and encourages the use of park and trail signage, on-line outreach, and local press to inform people of regulations.

### 2010 Park Point Camping Task Force Report

The report focused on what is required to set up camping on Park Point and what restrictions, considerations, and other factors would affect camping on Park Point. The report concluded that camping at the end of Park Point is feasible.

### 2006 City of Duluth Comprehensive Land Use Plan

The Comprehensive Land Use Plan sets forth the vision, principles, policies, and recommended strategies to guide development and preservation of land over the next 20 years.



### 2003 Park Point Comprehensive Plan Component/Urban Impact Study.

The study documents community input and the initiatives of various agencies and other stakeholders in protecting and enhancing the resource and quality of life values that make Park Point a unique and attractive element of the Duluth region. **The study's primary product is a series of recommendations for action and suggestions as to the responsibilities for implementation of the recommendations.**



# Park Point Small Area Plan Study Area



Map 1: Study Area

## 2002 Sky Harbor Airport and Park Point Comp Plan

The document discusses aviation capability, inability to expand the airport and planned improvements.

## 2002 Park Point Beach as Public Space a Study of Accessibility

This report documents how residents, tourists, and others perceive the importance of public space along the Park Point beach shoreline.

## 1998 The Mira Southworth Project

The document outlines a preservation plan for the Southworth Marsh.

## 1973 Park Point Sketch Plan

The sketch plan was the first organized planning process for the Park Point area. The document includes the results of a questionnaire that was circulated to residents of Park Point. Recommendations of the sketch plan include suggestions for immediate change, and others for long-range action.



## Demographics

### Population & Persons Per Household

Park Point is recognized as a single census tract, Tract 22, by the U.S. Census Bureau. According to the 2010 Census data, the total population of Park Point was 1,282. Statistics from the 2000 census show the population at 1,401. Park Point experienced an approximate 9% loss in population from 2000 to 2010. This decline in population has doubled since the 1990 census when Park Point had experienced a 5.5% decrease in population (Figure 1). Additionally, the number of owner-occupied units decreased from 366 to 333. The average household size in 2000 was 2.09 and in 2010 was 1.87 which equates to a decrease of 10% in persons per household.

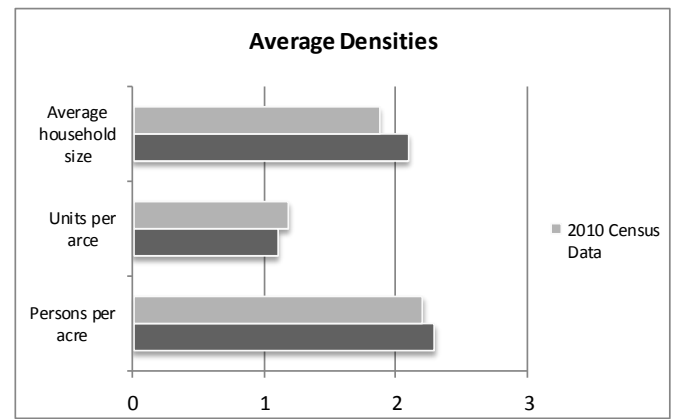


Figure 1: Average Densities

### Age

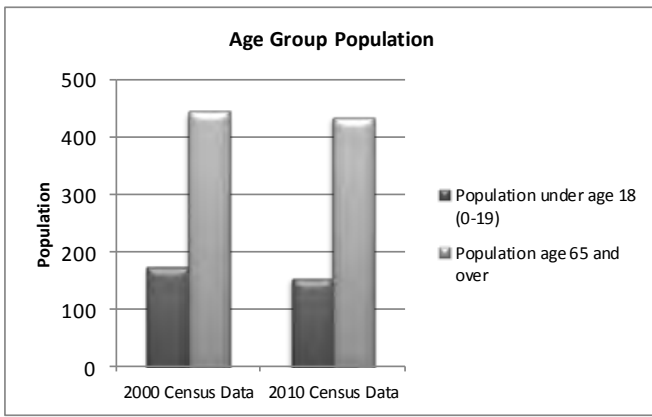
The average age for both male and female on Park Point, Census Tract 22, in 2010 was 57, compared to 52 in 2000. This is a clear indicator that the population is aging, and correlates to the smaller household and family size. Statistically, the population has been stable in age categories with the most notable change in the 60-64 year olds, which increased by 55% from 2000 to 2010. This is another indicator of the aging population on Park Point. See Figure 2 for an age group comparison.

### Housing

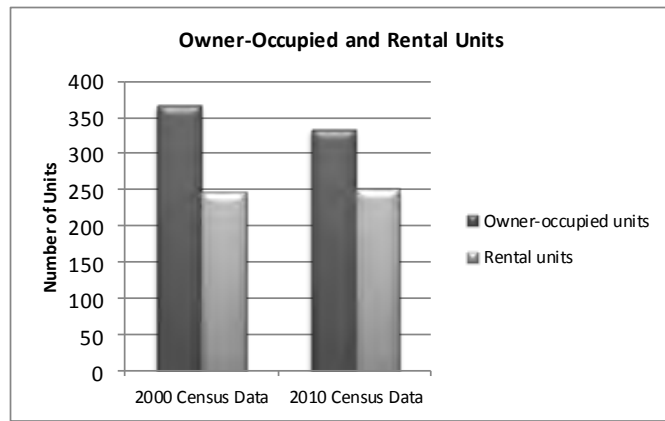
The number of housing units on Park Point identified in the 2012 U.S. Census data was 690 units. This was an increase of 20 units from the 2000 Census. The average household size declined from 2.09 to 1.87. The number of owner-occupied units has also declined by approximately 9% from 2000 to 2010 (Figure 3). The 2012 Census housing occupancy data indicates that 51 units are classified as seasonal, recreational or occasional use. This is an increase in this type of use by 40% from 2000. Park Point is experiencing a change in the size, type and use of homes. Many smaller homes are being renovated and enlarged. Existing homes are also being utilized as vacation rental properties.







**Figure 2: Age Group Population**



**Figure 3: Owner-Occupied and Rental Units**

## Land Use & Zoning

### Existing Land Use

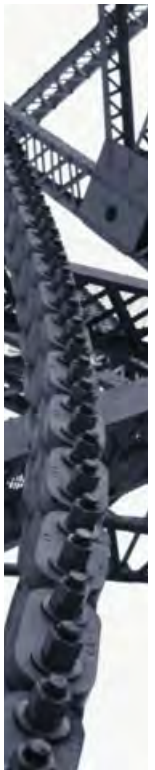
Park Point is 584 acres in size and is recognized as the largest freshwater sandbar in the world. The largest land use is parkland, covering 260 acres (44% of total), the bulk of which is contained in the Park Point Recreation area that extends to the Superior entry to the Harbor. The second largest land use is undeveloped/open space with 119 acres (20% of total) and the third largest is residential land use with 100 acres (17% of total). The maps on pages 10-12 show existing land use in the study area. A further analysis of the developable land area shows that the greatest amount of that land is currently single-family residential (33%). The two second-largest land uses are roads/utilities (17%) and undeveloped land (17%). Undeveloped areas are largely areas with sensitive landscape features such as wetlands and streams.

For comparison, in Neighborhood District Five, which includes Park Point, the three top land uses are parkland at 769 acres (41%), residential development at 402 acres (21%) and undeveloped/open space with 346 acres (18%).

### Zoning

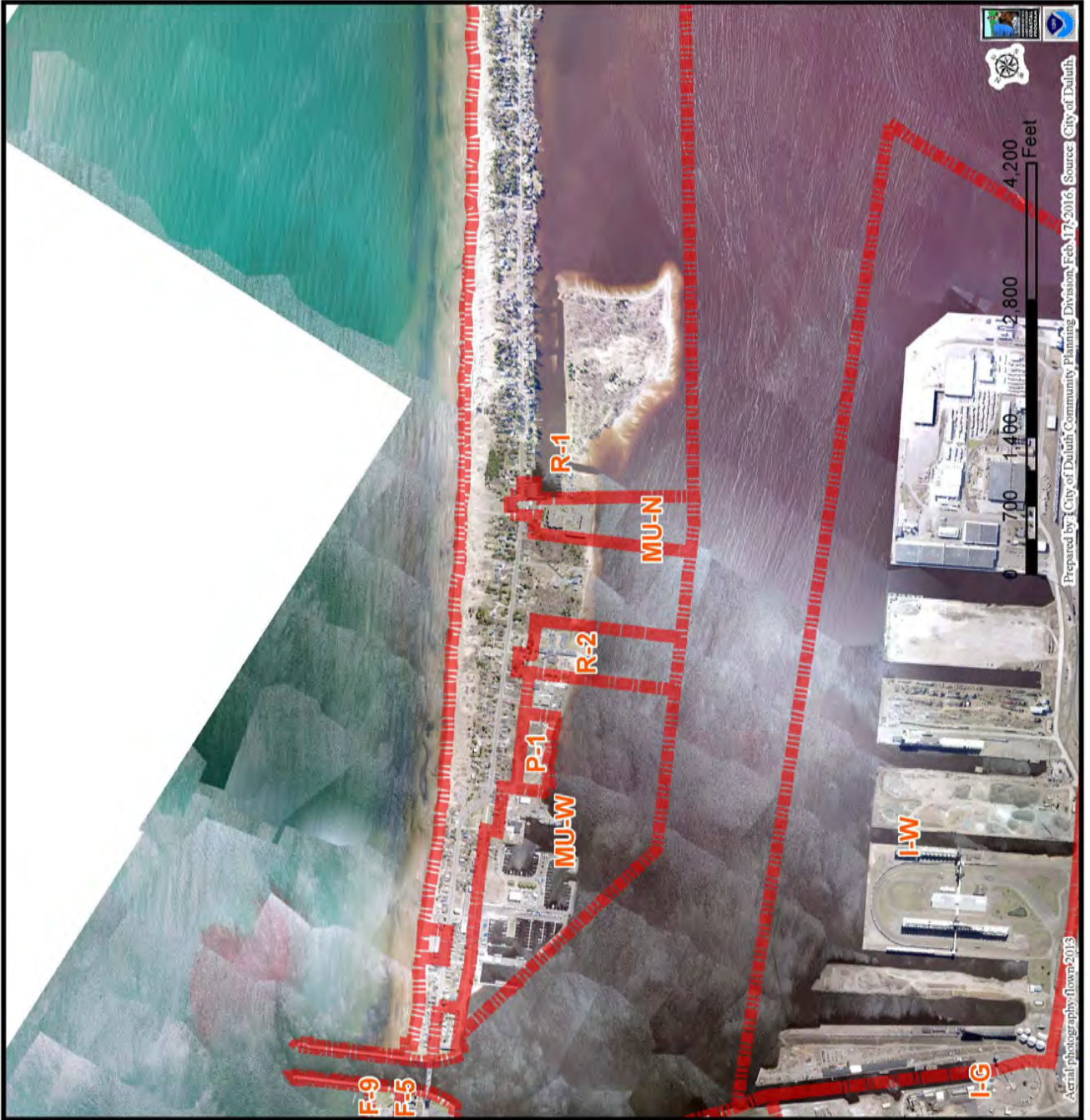
Zoning is a form of land use regulation that specifies how land may be used and developed. The maps on pages 10-12 show existing zoning. The majority of the study area is zoned Residential-Traditional (R-1). The area between the Lift Bridge and 19<sup>th</sup> Street S contains denser single-family housing with pockets of higher density uses such as apartment complexes and condominiums that are zoned Residential-Urban (R-2). Commercial activity is mainly along the bay side from the Lift Bridge to 19<sup>th</sup> Street S. These areas are zoned appropriately as Mixed-Use Waterfront (MU-W) and Mixed-Use Neighborhood (MU-N) to accommodate the existing land use.

Another type of zoning on the south end of Park Point is the Park and Open Space District (P-1). The P-1 district is intended to protect and preserve lands for recreational, scenic and natural resource uses. It is intended to be applied to publically owned lands but may be applied to privately owned property. The P-1 district has been applied recently from 39<sup>th</sup> Street S. primarily along the west side of Minnesota Avenue to the Sky Harbor Airport boundary.





**Community Planning**  
 Park Point Small Area Plan  
 Zoning Map



The City of Duluth has tried to ensure that the information contained in this map or electronic document is accurate. The City of Duluth makes no warranty or guarantee concerning the accuracy or reliability. This drawing/data is neither a legally recorded map nor a survey and is not intended to be used as one. The drawing/data is a compilation of records, information and data located in various City, County and State offices and other sources affecting the area shown and is to be used for reference purposes only. The City of Duluth shall not be liable for errors contained within this data provided or for any damages in connection with the use of this information contained within.

Prepared by: City of Duluth Community Planning Division, Feb. 17, 2016. Source: City of Duluth

**Map 2-A: Existing Zoning**





Aerial photography from 2016

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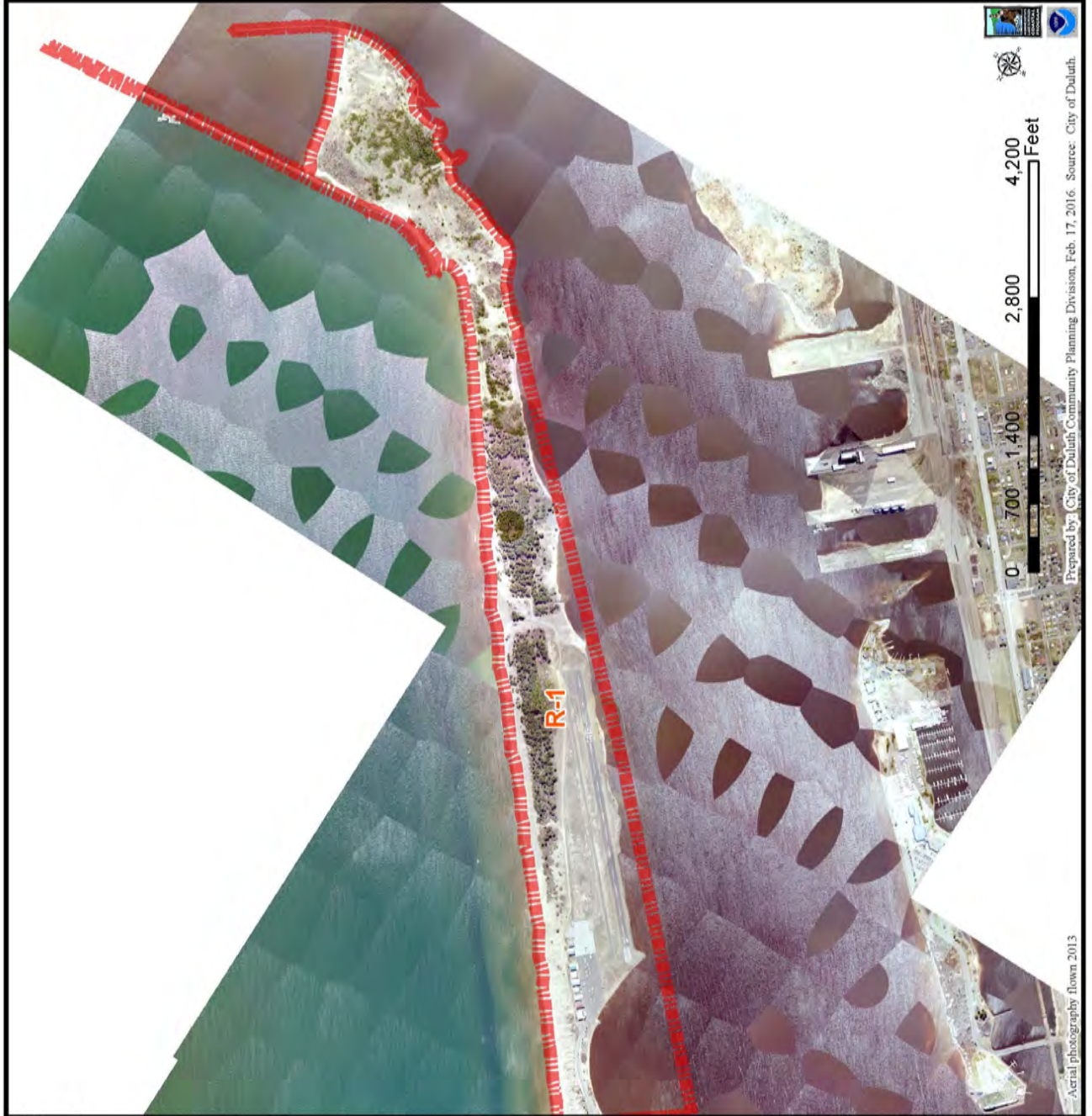
Prepared by: City of Duluth Community Planning Division, Feb-17/2016 | Source: City of Duluth.

**Map 2-B: Existing Zoning**





**Community Planning**  
 Park Point Small Area Plan  
 Zoning Map



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Aerial photography flown 2013

Prepared by: City of Duluth Community Planning Division, Feb. 17, 2016. Source: City of Duluth.

**Map 2-C: Existing Zoning**

# Transportation

## Roadways

The Park Point traffic and circulation patterns are unique to the Duluth area. The single access to Park Point is by way of the South Lake Avenue from Canal Park crossing over the Aerial Lift Bridge. Avenues run north and south and streets run east and west. Within six blocks of the bridge, Lake Avenue turns into the 12<sup>th</sup> Street diagonal and then into Minnesota Avenue. From this point, which is near 13<sup>th</sup> Street South, Minnesota Avenue runs the length of Park Point to the Sky Harbor Airport. South Lake Avenue is .38 of a mile in length, 12<sup>th</sup> Street is .10 in length and Minnesota Avenue is 3.89 miles in length for a total of 4.37 miles.



These three streets are the only streets/avenues on Park Point on the Municipal State Aid (MSA) program. South Lake Avenue, the 12<sup>th</sup> Street diagonal, and Minnesota Avenue form a spine from which numerous dead-end streets lead to either the lake or harbor side of Park Point. In general these streets are shorter than a city block and are not paved. Of the 6.09 miles of roadway, 1.4 miles, or 23 percent, are not improved.

Primary traffic generators on Park Point include single-family and multifamily housing, commercial use, and visitors to the area. Traffic volume is measured on the basis of Average Annual Daily Traffic (AADT). Traffic counts are **taken by the City's Engineering Division approximately every 4-years on Park Point and typically are collected during**

Year	Location/Counts		
	11 <sup>th</sup> Street Area	19 <sup>th</sup> Street Area	43 <sup>rd</sup> Street Area
2011	7,100	3,600	1,500
2007	7,100	3,200	1,500
2003	7,100	3,900	2,800
1972	15 <sup>th</sup> & MN Ave. 3,142		1,610

**Figure 4: Traffic Counts**



the summer months. The most recent traffic counts were collected in 2011 and were taken at three locations, which include 12<sup>th</sup> Street and Lake Avenue at 7,100 AADT, 19<sup>th</sup> Street and Minnesota Avenue at 3,600 AADT, and in the vicinity of 43<sup>rd</sup> Street at 1,500 AADT. As noted in previous planning documents, weekend and seasonal variation in traffic volumes is much more pronounced on Park Point than other neighborhoods in the City.

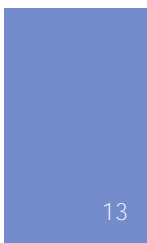
Lake Avenue and Minnesota Avenue are generally in good condition. These roads are improved to Municipal State Aid (MSA) road standards and have curb and gutter to capture storm water and snowmelt from the street and channel it into a storm water system. Streets, which run east and west, vary in condition and surface type. Some of the streets have pavement width that is 24 feet on average and other streets are dirt/gravel with poor drainage conditions.

## Transit

The Duluth Transit Authority (DTA) provides city bus service to Park Point. DTA Bus Route 15 runs from the Lift Bridge to 43<sup>rd</sup> Street and during the summer the bus runs to the Park Point Community Recreation Area. During peak hours of the morning and afternoon, the bus makes trips on the half hour and during slower times on the hour. Bus service is provided on Saturday, but not on Sunday. According the DTA the daily ridership average is 92 a day in the summer and 58 during the rest of the year, which they consider to be a minimal level of ridership.

## Bicycle and Pedestrian Facilities

Bicycle and pedestrian facilities on Park Point include sidewalks and a seasonal bike/recreation lane along Lake and Minnesota Avenues. Park Point is used heavily by pedestrian and bicycle traffic and is an important transportation component for people to recreate and for access to the park and beach areas. There is an existing 11-foot wide lane dedicated for bike and pedestrian use. The established bike lane runs along Lake Avenue to the s-curve





then south along the east side of Minnesota Avenue. The bike and pedestrian lane is designed to accommodate traffic in both directions. Bicyclists are allowed to travel in both directions in the lake side multi-use lane. It is not properly marked for that type of use, however. This is an area of concern for safety and user conflicts.

Pedestrians use existing streets and sidewalks to travel throughout the Park Point area. The existing sidewalks are generally four feet in width and run along both sides of Lake Avenue from the Lift Bridge to 14<sup>th</sup> Street. The sidewalks continue along the east side (lakeside) of Minnesota Avenue to the bus turnaround area near the Park entrance. Generally the sidewalks are in fair condition with some sections in poor condition between the Lift Bridge and 13<sup>th</sup> Street. In January of 2002 the Duluth-Superior Metropolitan Interstate Council completed a sidewalk inventory identifying system gaps on Park Point and the correlation between sidewalk usage and sidewalk condition (see figure 5). The highest sidewalk usage tends to be in higher density areas of Park Point consisting of single and multi-family homes and apartments. These are also locations that are served by the DTA bus system.



## Open Space

Park Point has a variety of open spaces owned by the City of Duluth, US Army Corps of Engineers, or the State of Minnesota. The variety of open space adds to the uniqueness of Park Point. Some space is regulated by special legislation and some is simply open space with no special regulations. Below is an inventory of major open spaces, what they contain and how they are used. For more information, please see the [Minnesota Point Environmental Management Plan](#), produced by the Park Point Community Club (June, 1999).

### *Southworth Marsh*

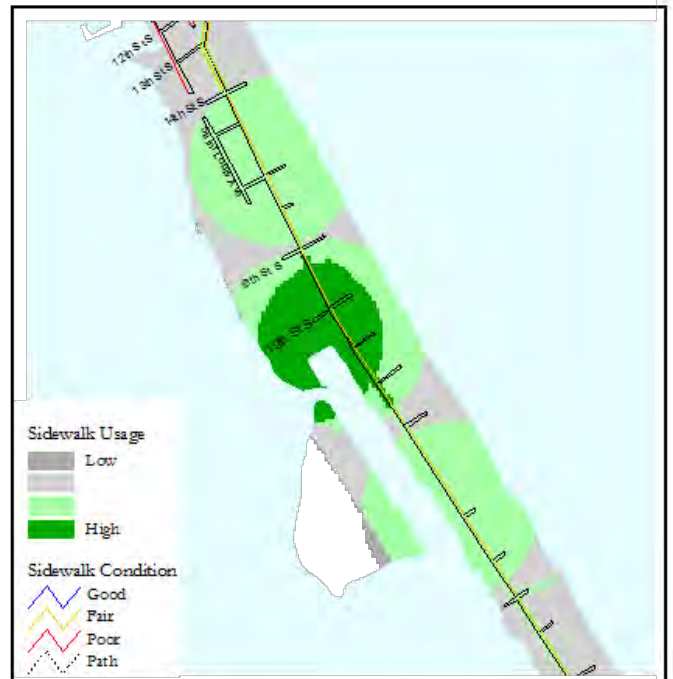
Southworth Marsh is located on the east side (harbor side) of Minnesota Avenue between 40<sup>th</sup> and 43<sup>rd</sup> Streets. This is a man-made feature created by the Corps of Engineers in 1935 from dredge spoils taken out of the harbor. In 1938, the City of Duluth purchased the land from the Minnesota Point Land Company for \$1,000. In 1938, the Marsh was 22 acres in size. Today it is approximately 7 acres in size due to erosion. The Duluth City Council dedicated the marsh in May 1999 as the



## Environmental Characteristics

Park Point is a unique area within Duluth. Its significant natural resources include the lake and bay beaches, dense vegetation, bogs, dunes, sedge meadows, wetlands, thickets, and forests. These natural resources are home to many types of animals and migratory birds.

Undeveloped areas and parks can provide important wildlife habitat as well. Connections between open spaces are important for wildlife movement, and larger open spaces provide more opportunities for core habitat than would fragment open spaces.



**Figure 5: Sidewalk Analysis**





**Map 3: St. Louis Recreation Route**





Mira M. Southworth Lake Superior Preserve and was given special protection measures by ordinance.

### *Hearding Island*

Like Southworth Marsh, Hearding Island is man-made, created by dredging spoils by the Corps of Engineers back in the 1930's. It is located between 19<sup>th</sup> and 24<sup>th</sup> Streets. The island is owned by the State of Minnesota and is managed by the Minnesota Department of Natural Resources as a Wildlife Management Area.

### *Minnesota Point Pine Forest Reserve*

This old growth Red and White pine forest was given special protection through the Minnesota Point Protection Act of 1997 and is now listed as a Scientific and Natural Area. The area contains approximately 118 acres, with 19 acres owned by the Minnesota Department of Natural Resources. Other property owners include the City of Duluth and the US Army Corps of Engineers. Access to the area is either along the Lake Superior beach or a gated sand road which starts at the airport. The forest is unique and requires management to assure it is sustained over the future. However, the forest includes support facilities for the airport and the airport landing zone, two municipal wells (one for the City of Superior, Wisconsin, and a second for the City of Cloquet, Minnesota) and the Pine Knot Cabin, which is the last cabin of what **was called Peabody's Landing. At one time, 20-30 cabins and small houses could be found within the Pine Forest.**

US Army Corps of Engineers owns a large parcel of land located at the farthest point on Park Point which forms the north side of the Superior Entry into the harbor. The area is subject to erosion problems and recently the Corps has been working to reduce erosion. In the general area are two Ojibwa burial mounds and the former Minnesota Point Lighthouse, added to the National Register of Historic Places in 1974 and to the Duluth Heritage

Preservation Landmarks in 1995. The Lighthouse was built in 1858 and operated until 1878. The Lighthouse is considered to be the oldest remaining structure in the city and its location marks the zero point from which all Lake Superior surveys originated.

### *City Parks*

The City of Duluth classifies its parks into four functional classifications.

- A Regional Park is commonly used by City residents and users outside of the City
- A District Park is commonly used by City residents.
- A Neighborhood Park is commonly used by City residents from the neighborhood in close proximity to the park.
- Undeveloped Parks are those forested areas with open spaces and trails, but no structures.

There are three city parks on Park Point. They include the following:

*Park Point Community Recreation Area.* This facility includes approximately 204 acres and is considered by the City to be a neighborhood park. This recreation area has access to the beach along Lake Superior, which is essentially an extension







of the park area. It is located at the southern end of Park Point, north of the airport. Minnesota Avenue divides the area into two large parcels. Facilities include a main beach house, boat launches, a rest room building, swimming a beach on Lake Superior, playground, ball field and soccer fields, a rollerblading/biking trail, volleyball courts, picnic tables, barbeque grills are in picnic grounds with shelters, and a hiking trail with the primary focus being hiking to the south end of Park Point. Because the park faces both the harbor and Lake Superior there is ample opportunity to access the water for a variety of activities such as swimming, kayaking, canoeing or bird watching. The area has several paved parking lots which can accommodate approximately 385 cars.

*Lafayette Community Recreation Center.* This district park includes 1.83 acres and is located about midway on Park Point on the east side of Minnesota Avenue facing Lake Superior. Facilities include the Lafayette Community Center building, softball/soccer field, ice skating (hockey and pleasure skating) and a volleyball area. The site provides a small paved parking lot for approximately eight to 10 vehicles. Walking access to Lake Superior is also available.

*Franklin Park and Playground (Tot Lot).* This district park includes 342.09 acres. The park is located at Twelfth Street and Lake Avenue. The tot lot is on the west side of the Avenue and has playground equipment and picnic tables with on-street parking. On the east side of Lake Avenue, facing Lake Superior, can be found parking spaces for approximately 20 vehicles with limited facilities which generally include garbage cans. The lakeside area receives frequent visits from tourists and City residents as it is close to the Aerial Lift Bridge with easy access to Lake Superior.





# RECOMMENDATIONS

## Goal 1.

Determine carrying capacity of the land in terms of water, sewer and utility infrastructure for future commercial and residential development opportunities.

### Rationale

The existing water and sewer lines on Park Point are aging like most of the infrastructure throughout the City of Duluth. Recent development activity on Park Point, including two proposed hotels, has raised concerns about the capacity and condition of the existing system. Park Point is surrounded by water on all sides and with aging infrastructure as a concern, it is a necessity to preserve and protect the water quality of Lake Superior and the Superior Bay. Based on current land availability, there is potential for residential and commercial development opportunities. Therefore, it will be important to maintain and upgrade water and sewage systems to meet current demand and for future needs.

### Recommendations

- A. Replace and upgrade water and sewer infrastructure when damaged and/or feasible with industry standard materials. This will reduce the need for repair and maintenance.
- B. Upgrade the existing wastewater pump station to maintain capacity and ensure reliability.
- C. Seek grant opportunities for replacement/upgrade to water and sewer lines. Minnesota Point Preservation Society a 501C-3 nonprofit to partner with the City for grant opportunities that meet the goals and objectives for funding, and are financially feasible for both entities to fund improvements to water and sewer lines.
- D. Bury overhead utility lines when feasible to reduce the need for repair and maintenance, improve visual character of the area, remove utility clutter, and provide more area for improvements in the right-of-way. This should be a special consideration during future major street improvement projects.

## Goal 2.

Change future land use categories and zoning map designations to better reflect existing land use while minimizing potential negative impacts to surrounding area.

### Rationale

A large area along Superior Bay between the Army Reserve facility and the Corp of Engineers is currently zoned Industrial-Waterfront (I-W). The I-W district is intended to provide for water-dependent and port-dependent industrial uses, including research laboratories, industrial services, manufacturing light and heavy, and rail and ship yards. It is recommended that this district is located away from residential development. The area surrounding the I-W district is primarily residential with institutional and recreation uses along the bay front. Permitted uses within the I-W district would not be compatible with existing land use. The current zoning is not consistent with the Comprehensive Land Plan. A mix of commercial waterfront, recreation, and residential use would complement the existing land uses.

### Recommendations

- A. Amend the Comprehensive Plan – Future Land Use Map from Institutional (Corp of Engineer and Boat Club area) and Transportation and Utilities (Army Reserve Facility) to Commercial Waterfront. A land use designation of Commercial Waterfront calls for waterfront dependent uses sometimes mixed with residential and includes tourist or recreation-oriented uses.
- B. Rezone the I-W district to zoning designations that are consistent with the Comprehensive Land Use Plan. This will include zone districts such as Mixed-Use Waterfront to match the Commercial Waterfront land use, Park and Open Space (P-1) for the areas identified as Recreational and Residential Traditional (R-1) for the areas with a future land use category of Traditional Neighborhood.
- C. Rezone Block 4 (South of Pellenger St. and East of Minnesota Avenue) of the Oatka Beach Addition Plat from Residential Traditional (R-1) to Park and Open Space (P-1).

### Goal 3.

Improve wayfinding and signage for recreational, residential, and commercial use.

#### Rationale

Park Point has unique natural and cultural features, including waterfront parks and open space, marinas, scenic views and water and land based recreation. The natural and manmade features are important to and used not only by residents of Park Point and other residents of our City but also a great many visitors from outside the area as well. These amenities have also attracted hotel development and vacation rental activity. Improved wayfinding will allow for a safe and more positive, user friendly approach to the area by providing locations, directions and information to visitors and resident alike. Orienting people to their surroundings and providing better navigational tools such as signage for public access points to beach, trail and natural areas regardless of the mode of travel (pedestrian, bicycle or motorized) will also assist in mitigating the intentional or incidental trespass onto private property. At some future date much of this information could be made available as an app for smartphones.



*This beach access is cluttered with disjointed signage, and is an example of what to avoid on Park Point.*

### Recommendations

- A. Install an informational kiosk on the north (Canal Park) and/or south (Canal Pier) side of the lift bridge, primarily for pedestrian and bicycle traffic. The kiosk would provide a location for residents and visitors to get information about the unique character of the Park Point environment and locations of publicly sanctioned places to visit. In addition to free maps, pamphlets and other literature available at the kiosk, a fixed large map of the area **can also be displayed along with a “do’s and don’ts”/code of conduct list to provide navigational and behavioral guidance for visitors and residents on Park Point.**
- B. Develop and distribute a wayfinding map/pamphlet of Park Point that showcases the cultural and natural amenities of the area and includes a code of conduct. This map/pamphlet will be available at the kiosk, as recommended above and also available to the public at information bureaus, hotels, restaurants and vacation rentals around the City, including Canal Park and on Park Point. The Tier 2 access points will not be mentioned in the pamphlets or shown on the map. (see Goal 5).
- C. Install Public access signs only at officially recognized Tier 1 water access points on the Bay and Lake side. Signage will be consistent with the City of Duluth Park and Recreation sign program.
- D. Install bike route signs and boulevard pavement marking placement signage along Minnesota Avenue to better facilitate bike path identification and navigation.
- E. Install directional signage for bike and pedestrian wayfinding in Canal Park and Park Point. The directional signage will be part of a larger sign program that will be used throughout the City. Directional signage will be aligned with information provided on a kiosk and a map.
- F. A higher level of enforcement of the existing park regulations will be necessary along Park Point as more visitors use the greater number of identified and sanctioned accesses to the Lake and Bay. The **seasonal “Park Ranger” concept has been successful elsewhere.**





## Goal 4.

Provide safe and convenient motorized and non-motorized transportation options throughout the study area.

### Rationale

Vehicular, bicycle, pedestrian, and other modes of travel utilize the existing streets and sidewalks on Park Point. The primary routes for these modes of travel are from the Lift Bridge along Lake Avenue to the 12th Street diagonal, and then Minnesota Avenue to the Recreation area. The seasonal increase in the volume of vehicular traffic during warmer months elevates the need for increased efforts to ensure safe transportation. Vehicular traffic patterns and circulation can be improved by re-routing traffic to a roadway more appropriate for heavier traffic that also passes through adjacent existing commercial and other more intensive land uses. Pedestrian and bicycle travel can also be enhanced by improving the existing sidewalk conditions, providing safe and well signed bike routes, and re-allocation of the existing improved right-of-way (R-O-W) to facilitate multi-use pedestrian and bike lanes.

### Recommendations (Vehicular)

During the summer of 2013, Short Elliott Hendrickson, Inc. (SEH) conducted a preliminary analysis of two re-alignment alternatives for Lake Avenue. The two main objectives in doing this would be to provide better access to and utility of Franklin Park and move traffic to the more commercially developed Minnesota Avenue and away from the densely residential area along Lake Avenue.

Two alternatives to accomplish this were evaluated. The first alternative closes the motor vehicle connection for Lake Avenue to Minnesota Avenue on both the north and south ends with access to Lake Avenue occurring on 9th to 12th Streets. This alternative provides an opportunity for Lake Avenue to be redesigned as a local street with treatments more typical of those found on residential streets. The second alternative creates one-way pairs on Lake Avenue and Minnesota Avenue from 8th to 13th Streets with Minnesota serving as a southbound one-way and Lake Avenue a northbound one-way.

## Minnesota Avenue

- A. The Planning Commission supported the City Staff recommendation that, in the long term, that the relocation of the "S" curve from Lake Avenue to Minnesota Avenue from 12<sup>th</sup> Street to 8th as the most effective option to deal with the future situation if variances were granted, from the Minnesota State Aid (30 mph) urban horizontal curve standards, for a smaller/slower (20 mph) radius horizontal curves from Lake Avenue to Minnesota Avenue. The main traffic pattern would move onto Minnesota Avenue from 8<sup>th</sup> Street to 13<sup>th</sup> Streets. The motor vehicle connections between Lake Avenue and Minnesota Avenue would remain from 9<sup>th</sup> to 12<sup>th</sup> Streets.
- B. The horizontal alignment selected for Minnesota Avenue from 8<sup>th</sup> Street north to the lift bridge south pier would include vehicle access to the homes and hotel as well as a bike / pedestrian path and public parking on the Lake (East) side of the right-of-way (R-O-W). The area between this R-O-W and the Bay South to the Corps of Engineers property will along with the South Pier area will be designated Tier 2 recreations areas.
- C. The typical section used for Minnesota Avenue from 8<sup>th</sup> Street to 13<sup>th</sup> Streets includes two 11-foot through lanes, a 2-foot reaction shoulder on the north side of the road, an 8-foot parking lane and a 8-foot sidewalk on the south side of the roadway. This results in a total pavement width of 32 feet plus an 8-foot sidewalk.
- D. Provide curb extension (bump out) on the both sides of Minnesota Avenue at the 13<sup>th</sup> Street intersection along with user activated crossing signs. The curb extension would provide shorter pedestrian crossings and place pedestrians in a position to better view motorists and vice-versa improving sight distance.
- E. The above re-alignment would require existing right-of-way to be purchased from at least two and up to six private homeowners, depending on the select design. However, if variances were granted for smaller/slower (20 mph) horizontal curves and the parking and sidewalk were eliminated, it may be possible to greatly reduce the amount of right-of-way to be acquired and avoid any conflicts with the utility poles.
- F. Redesign or Relocate or bury the City sanitary lift station at 8<sup>th</sup> Street to minimize foot print.



Map 4: S-Curve Rendering





## Lake Avenue

- A. The shifting of the "S" curve as above would also allow for the redesign of Lake Avenue to a "Bicycle Boulevard" for Lake Avenue from 8<sup>th</sup> Street to 12<sup>th</sup> Street. This design provides for a lower volume, slower and safer travel way to be shared by pedestrians, bicyclists and motorists.
- B. Bicycle Boulevard design will include two 10-foot drive lanes, two 8-foot parking lanes, two 4-foot boulevards, and two 5-foot side-walks.

Attributes of the Bicycle Boulevard design for Lake Avenue are:

- Bicycle boulevards are low volume; low speed residential streets where improvements have been made to give bicyclists some priority for travel.
- Bicycle boulevards generally appeal to all types of bicyclists.
- Bicycle boulevards are sometimes used as an alternate or to supplement routes on higher volume and higher speed streets.
- Bicycle boulevard pavement marking placement encourages bicyclists to travel in the correct direction reducing conflicts with opening car doors.
- Bicycle access at the north and south ends can be accomplished with curb cuts and trail connections.
- The trail crossing of Minnesota Avenue at 13<sup>th</sup> Street could include a pedestrian activated rectangular rapid flashing beacon which has a documented high rate of motorist compliance (>80%)
- The overall design enhances the aesthetic character of the adjacent residential area while providing users a safe, functional appropriately scaled multi-modal facility.

## Alternative #3

If the relocation of the "S" curve as well as the one-way pairs alternative is rejected by the City Council, the City Staff are recommending the following alternatives for vehicular traffic patterns and Bike/Pedestrian circulation between the Lift Bridge and 13<sup>th</sup> Street.

- A. Due to current and future development in the area, during the summer months, parking would only be allowed on the Lake (East) side of Lake and Minnesota Avenues. This would greatly improve the sight-lines for vehicles leaving the facilities on the Bayside



of Minnesota Avenue and those moving from Minnesota Avenue via 8<sup>th</sup>, 9<sup>th</sup>, 10<sup>th</sup>, 11<sup>th</sup> and 12<sup>th</sup> Streets onto Lake Avenue by turning left (North) towards Canal Park.

- B. Bikes and pedestrians crossing the lift bridge would have the option of staying on the west side of Lake Avenue until they reach the intersection at 13<sup>th</sup> Street and Minnesota Avenue, at which point they can continue South on Minnesota Avenue or enter the Bayside of Franklin Park to the intersection of 13<sup>th</sup> street and the proposed new Bike/Pedestrian trail extending to 19<sup>th</sup> Street, located within the existing St. Louis Avenue easement. Curb extensions (bump outs) would be on both sides of Minnesota Avenue at the 13<sup>th</sup> Street intersection along with user activated crossing signs. The curb extension would provide shorter crossing distance and improving sight distance which places pedestrians in a position to better view motorists and vice-versa.
- C. The area around the controlled intersection of 19<sup>th</sup> Street, Minnesota Avenue and St. Louis Avenue includes Tier 2 access points to the Lake and Bay as well as the Sand Point bird observation area. Traffic counts reveal a nearly 50% decrease in vehicles continuing south on Minnesota Avenue from 19<sup>th</sup> Street and it is therefore a safer point to reintroduce Bikes and Pedestrians to Lake Avenue.
- D. For vehicular traffic, after crossing the bridge, a right hand turn lane and signage would lead traffic onto 8<sup>th</sup> Street and down (West) to its intersection with Minnesota Avenue. In an effort to address the needs of all user groups, 8<sup>th</sup> Street from Lake Avenue to Minnesota Avenue and Minnesota Avenue from 8<sup>th</sup> Street to 13<sup>th</sup> Street, under this scenario, incorporates the "complete streets" concept.
- E. The typical section used for 8<sup>th</sup> Street from Lake Avenue to Minnesota Avenue from the North to the South side of

the right-of-way (R-O-W) includes an 8-foot bike /pedestrian path, a 2-foot reaction shoulder to protect the path from the two 13-foot driving through lanes, and an 8-foot parking lane which includes a 2-foot reaction shoulder. This results in a total pavement width of 44 feet including the reaction shoulders and bike /pedestrian path.

- F. The section design for Minnesota Avenue from 8<sup>th</sup> Street, within the existing easement, north to the end of R-O-W, would include a 20-foot vehicle access to the homes and hotel. On the Bayside of the R-O-W, an 8-foot bike / pedestrian path, public parking and enhanced access to the Bayshore would be included. The bike /pedestrian path would continue from the end of the R-O-W to lift bridge south pier. The area between lift bridge south pier and the Corps of Engineers property will be designated a Tier 2 access point and recreation area.
- G. The typical section used for Minnesota Avenue from 8<sup>th</sup> Street South to 13<sup>th</sup> Street, moving from the from West (Bayside) to the East (Lakeside) of the R-O-W, includes an 8-foot bike /pedestrian path (the extension of the path running north), a 2-foot reaction shoulder to protect the path from the two 13-foot driving through lanes, and an 8-foot parking lane which includes a 2-foot reaction shoulder. This also results in a total pavement width of 44 feet including the reaction shoulders and bike / pedestrian path.
- E. No alignment changes to Lake Avenue are necessary with the implementation of the above Alternative #3

### *Buchanan Street and Lake Avenue Traffic Signal and Intersection*

SEH investigated concerns about the operation of the traffic signal at the intersection of Buchanan Street and Lake Avenue north of the Lift Bridge. Traffic signal design and timing information was provided by the City for the traffic signal. No existing traffic counts were available.

SEH also conducted field observations of the traffic signal operation and noted the following concerns and provides recommendations below each. A map of this area is shown on Figure 13.

### *Final Recommendations*

#### Recommendation A

- 1. The green time for Lake Avenue seems insufficient for the peak hour demands. The traffic signal is operating “free” with a 90-second cycle based on the set maximums within the controller.

The 90-second cycle length is likely insufficient during busy periods, such as summer weekends, during events, or possibly even weekday peak hours. Volume data would be needed to fully assess the appropriate cycle lengths and splits. It is recommended to develop traffic signal timing plans for morning, afternoon, off-peak and weekend peak periods for this traffic signal to optimize **operations** for all traffic conditions. An outline of a traffic signal optimization study is included.

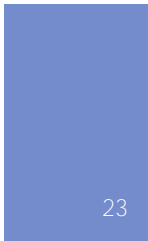
- 2. During busy periods, the southbound Lake Avenue dedicated left turn lane is too short to store demand volumes and waiting motorists due to opposing traffic and pedestrian traffic. This results in a long queue of primarily through traveling motorists on southbound Lake Avenue waiting behind a few left turning motorists.

#### Recommendation B

- 1. The southbound left turn lane could be extended to provide additional storage though this would require the loss of one to two on-street parking spaces. Another consideration is installation of a protected/ permissive southbound left turn phase. During the protected (“green arrow”) phase of the cycle southbound left turning motorists would be able to proceed without conflicting northbound motorists and without conflicting pedestrians crossing in the crosswalk. This would improve the ability of all southbound motorists to progress through the traffic signal.
- 2. The offset between the parking lot entrance and Buchanan Street results in motorist confusion. When leaving the parking lot and traveling in any direction, but straight in particular, opposing traffic from Buchanan Street doesn't always notice or yield.

#### Recommendation C

- 1. The offset approaches to the intersection could be split phased to avoid the conflict observed between opposing motorists and enhance safety. This would enable each eastbound and westbound approach to proceed separately. This may have an impact on traffic operations due to the time required / additional delay introduced by the addition of another signal phase; however, the signal may still operate more efficiently if motorists are presently hesitating or getting stuck traveling through the intersection. The development of updated time of day traffic signal timing plans (Recommendation 1) could include review of this phasing scheme and related impacts.





### Recommendation D

1. Complete a Traffic Signal Optimization Study. The following describes the tasks required to develop time of day traffic signal timing plans for the intersection of Buchanan Street and Lake Avenue to improve and optimize operations and safety for all traffic conditions.
  - Gather traffic volume data and detector occupancy data from the in-pavement detection for the Lake Avenue and Buchanan Street approaches. The controller must be set to the correct date and time. The controller must be set to start collecting the detector data but no end time should be set. This will allow for staff to continuously extract data; a bi-weekly basis is recommended.
  - Local knowledge or detector data may be used to identify the morning, afternoon and weekend peak periods.
  - Obtain turning movement counts at the Lake Avenue and Buchanan Street intersection including pedestrians and truck traffic. For weekend peaks the data should be obtained while the area experiences typical tourist traffic. Unless event timing plans are desired (e.g. Grandma's Marathon).
  - Using Synchro/SimTraffic software, complete timing plan optimization for the intersection during the morning peak, off-peak, afternoon peak and weekend peak periods. Include appropriate timing parameters based on Minnesota Department of Transportation (MnDOT) and City of Duluth guidelines.
  - Test the geometric and phasing recommendations above and various timing plans to optimize operations and safety at the intersection.
  - Implement the time of day traffic signal timing plans. Enter the plans into the controller and review operations during the different periods such that adjustments may be made as necessary.

### *Utility Considerations*

- A. Utility poles to be relocated and utility lines buried when and where possible.
- B. If utility poles remain in sidewalk area, sidewalks must meet ADA requirements.
- C. Relocate and/or install storm sewer, sanitary sewer, or water main systems in the area as necessary.

### *Recommendations (Non-motorized)*

- E. Reclaim and redesign Franklin Square Park to increase its **capacity, and with the existing "S" curve removed, the park can be expanded.** Safety is increased for users of the park, especially the Tot Lot which is no longer divided by a 30 mph roadway. These changes will improve access to the Lake and provide increased use for public facilities of the park.
- F. Diagonal road (12th Street diagonal) between Franklin Square Park and Tot Lot is removed and bike/recreation trail added around the park to a crossing to the Bay side and St. Louis Ave. at 13th Street
- G. A curb extension and crossing signal at 13th St. and Minnesota Ave. will provide a safer and shorter pedestrian crossing distance and better sight lines for all user groups.
- H. An improved sidewalk connection would also be made from Minnesota Ave. along the Bayside to the existing South Pier walkway. The Lakeside of the South Pier will be designated as a Tier 2 Beach access point.
- I. Improve St. Louis Avenue R-O-W as a recreational pathway from 13th Street to 19th St.
- J. Complete sidewalk improvements along Minnesota Avenue and Lake Avenue between the bridge and 13th St.
- K. Reallocate/restripe the 44-foot curb to curb space including shifting the location of driving lanes, parking lanes, and bike lanes along Minnesota Avenue from 19th Street to the Park Point Recreation Area. From West to East 11-foot Parking lane, 2-11-foot driving lanes and 11-foot bike (wheeled) lane.
- L. Concerns that the operation of the traffic signal at the intersection of Buchanan Street and Lake Avenue in Canal Park, north of the Lift Bridge, has exacerbated the traffic problems at the North end of Park Point were examined. Revision of the traffic signal design and adjusting timing plans for morning, afternoon, off-peak, and weekend peak periods for this traffic signal would optimize operations for all traffic conditions.

### **Goal 5.**

Define public access/use of improved and unimproved rights-of-way (Street-Ends).

### **Rationale**

Public access and street-end rights are a long standing issue on Park Point. Their primary purpose is to access developed

or developable property. Historical use of the street ends has been to provide access to the lake and bay for visitors, Duluthians, and residents of Park Point. Several of the street-ends are also used for access to homes and are utilized by adjacent property owners for yard area. Each street-end has its specific merits that will be considered during the inventory and analysis phase. The recommendations below will help to establish improved official lake and bay access, but will also look at opportunities to vacate street-ends allowing adjacent property owners to obtain additional property.

## Recommendations

- A. Remove section of City Legislative Code Charter allowing public dockage at all street ends on Superior Bay side.
- B. Notify all property owners who have structures within any existing street easement that they must either have or acquire an approved Concurrent Use Permit.
- C. Endorse the Tier 1 and Tier 2 system Parks and Recreation recommendation but with fewer Tier 2 access points and more distance between those points.
- D. Identify and categorize street-ends based on established criteria for retention as Right-of-Way, improvement for public access per the two tier system or allow for the partial or entire vacation of some street ends/easements **identified as "useless" for street right of way. The set of criteria used to help identify and categorize the best Lake/Bay access points with the least negative impact:**
  - Level of environmental sensitivity as determined by Department of Natural Resources Corps of Engineers
  - Presence of, or future location of, public/private utilities
  - Constructability and cost of public improvement
  - Access to housing adjacent to an existing easement
  - Easement leading and/or adjacent to housing facing Lake Ave. R-O-W

- Distance of 3 or 4 blocks between access points is acceptable

- E. Designate the Tier 1 access points to Lake and Bay Sides of Park Point. Tier 1 access points should provide a full range of amenities i.e.: garbage collection, toilets, supervised recreation areas, and adequate parking.

Lake side locations are:

- Franklin Park.
- Lafayette Square.
- Park Point Beach House area.
- Trails and natural area from Sky Harbor Airport to the end of Park Point.

Bay side locations are:

- Old Boathouse site 13th St.
- Improved easement/access adjacent to the Sand Point Yacht Club (20th St.).
- Park Point Beach House area.

- F. Designate Tier 2 access points in an approximately 3 to 4 block interval pattern as trail linkages to Lake and Bay Sides of Park Point from the Avenues with minimal improvements. Improvements at the Tier 2 accesses may include some of the following: designating symbol (signage), modified trail surface (gravel, sand, board or beach carpet), and screening from adjacent properties (plantings, sand fence, earth berm) garbage collection. These Tier 2 access points will not be mentioned in the pamphlets or shown on the map.

- G. Subject to Further Research, consider petitions, brought by adjacent property owners, to the City Planning Commission the potential vacation of all or a portion of the following street easements:





Figure 6: Park Point Street Ends Draft Recommendations

## Neighborhood Access Points Per Study Group

### Park Point Street Ends Draft Recommendations

10/29/2015

Street	Avenue		Lake Side Access		Bay Side Access
South Pier	South Lake	1	Tier 2	1	Tier 2
8th	South Lake		Keep R-O-W		Tier 2
9th	South Lake		Keep R-O-W		Previously Vacated
10th	South Lake		Keep R-O-W		Previously Vacated
11th	South Lake		S-T-F-R		Previously Vacated
12th	South Lake		S-T-F-R		Previously Vacated
13th	Minnesota		Tier 1 (Franklin Park)		Tier 1 Franklin (Bayside)
14th	Minnesota		Keep R-O-W		Keep R-O-W
15th	Minnesota		Keep R-O-W		Keep R-O-W
16th	Minnesota	2	Tier 2		Tier 2
17th	Minnesota		Keep R-O-W		Keep R-O-W
18th	Minnesota		Tier 2		Keep R-O-W
19th	Minnesota	3	Tier 2 (ped/bike trail end)	2	Tier 2 (Sand Point)
20th	Minnesota		Keep R-O-W		S-T-F-R
21st	Minnesota		Keep R-O-W		S-T-F-R
22nd	Minnesota	4	Tier 2	3	S-T-F-R
23rd	Minnesota		Keep R-O-W		S-T-F-R
24th	Minnesota		Keep R-O-W	4	Tier 2
25th	Minnesota		Keep R-O-W		S-T-F-R
26th	Minnesota		Keep R-O-W		Keep R-O-W
27th	Minnesota		Keep R-O-W		S-T-F-R
28th	Minnesota	5	Tier 2	5	S-T-F-R
29th	Minnesota		Keep R-O-W	6	Tier 2
30th	Minnesota		Tier 1 (Lafayette Sq.)		S-T-F-R
31st	Minnesota		Tier 1 (Lafayette Sq.)		S-T-F-R
32nd	Minnesota		Keep R-O-W	7	S-T-F-R
33rd	Minnesota		Keep R-O-W		Tier 2
34th	Minnesota	6	Tier 2		S-T-F-R
35th	Minnesota		Keep R-O-W		S-T-F-R
36th	Minnesota		Keep R-O-W		S-T-F-R
37th	Minnesota		Keep R-O-W		S-T-F-R
38th	Minnesota	7	Tier 2	8	Tier 2
39th	Minnesota		S-T-F-R		N/A
40th	Minnesota		Keep R-O-W		N/A
41st	Minnesota		Keep R-O-W		N/A
42nd	Minnesota		Keep R-O-W		N/A
43rd	Minnesota		Keep R-O-W		N/A

The access points highlighted in yellow were adjustments made by the Study Group to the original list.

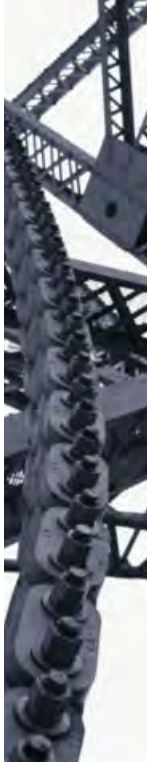
(R-O-W) **Right-of-Way** - A street right of way

(S-T-F-R) **Subject-to-Further-Research**

# IMPLEMENTATION

**\* Not all of the Plan recommendations were adopted. Those sections have been deleted from the implementation schedule.**

	Plan Recommendation	Lead	Partners	Timeline
<b>GOAL 1: Determine carrying capacity of the land in terms of infrastructure water, sewer and utilities for future commercial and residential development opportunities.</b>				
<b>1-A</b>	Replace and upgrade water and sewer infrastructure when damaged and/or feasible with industry standard materials. This will reduce the need for repair and maintenance.	City Engineering		Ongoing
<b>1-B</b>	Upgrade the existing wastewater pump station to maintain capacity and ensure reliability	City Engineering		2018
<b>1-C</b>	Seek grant opportunities for replacement/upgrade to water and sewer lines.	City Engineering	Minnesota Point Preservation Society	Ongoing
<b>1-D</b>	Bury overhead utility lines when feasible to reduce the need for repair and maintenance, improve visual character of the area, remove utility clutter and provide more area for improvements in the right-of-way. This should be a special consideration during future major street improvement projects	Minnesota Power	City Engineering	Ongoing
<b>GOAL 2: Change future land use categories and zoning map designations to better reflect existing land use while minimizing potential negative impacts to surrounding area.</b>				
<b>2-A</b>	Amend the Comprehensive Plan – Future Land Use Map from Institutional (Corp of Engineer and Boat Club area) and Transportation and Utilities (Army Reserve Facility) to Commercial Waterfront. A land use designation of Commercial Waterfront calls for waterfront dependent uses sometimes mixed with residential and includes tourist or recreation-oriented uses.	City Planning		2013-2014
<b>2-B</b>	Rezone the I-W district to zoning designations that are consistent with the Comprehensive Land Use Plan. This will include zone districts such as Mixed-Use Waterfront to match the Commercial Waterfront land use, Park and Open Space (P-1) for the area identified as Recreation and Residential Traditional (R-1) for the area with a future land use category of Traditional Neighborhood.	City Planning		2013-2014
<b>2-C</b>	Rezone Block 4 (South of Pellenger St. and East of Minnesota Avenue) of the Oatka Beach Addition Plat from Residential Traditional (R-1) to Park and Open Space (P-1).	City Planning		2013-2014
<b>GOAL 3: Improve wayfinding and signage for recreational, residential and commercial use.</b>				
<b>3-A</b>	Install an informational kiosk on the north and/or south side of the lift bridge, primarily for pedestrian and bicycle traffic. The kiosk would provide a location for residents and visitors to get information about the unique character of the Park Point environment and locations of publicly sanctioned places to visit. In addition to free maps, pamphlets and other literature available at the kiosk, a fixed large map of the area can also be displayed along with a 'do's and don'ts'/code of conduct list to provide navigational and behavioral guidance for visitors and residents on Park Point. The Tier 2 access points to will not be mentioned in the pamphlets or shown on the map.	City Park and Recreation		2016-2017
<b>3-B</b>	Develop and distribute a wayfinding map/pamphlet of Park Point that showcases the cultural and natural amenities of the area and includes a code of conduct. This map/pamphlet will be available at the kiosk, as recommended above and also available to the public at information bureaus, hotels, restaurants and vacation rentals around the City, including Canal Park and on Park Point. The Tier 2 access points to will not be mentioned in the pamphlets or shown on the map.	City Park and Recreation		2016-2017





	Plan Recommendation	Lead	Partners	Timeline
3-C	Install Public access signs only at officially recognized Tier 1 access to water points on the Bay and Lakeside. Signage will be consistent with the City of Duluth Park and Recreation sign program.	City Park and Recreation		Ongoing
3-D	Install bike route signs along Minnesota Avenue to better facilitate bike path identification and navigation.	City Park and Recreation		2016-2017
3-E	Install directional signage for bike and pedestrian wayfinding in Canal Park and Park Point. The directional signage will be part of a larger sign program that will be used throughout the City. Directional signage will be aligned with information provided on a kiosk and a map.	City Park and Recreation		2016-2017
3-F	A higher level of enforcement of the existing park regulations will be necessary all along Park Point as more visitors use the greater number of identified and sanctioned accesses to the Lake and Bay. The seasonal "Park Ranger" concept has been successful elsewhere.	City Park and Recreation		Ongoing

**Goal 5: Define public access/use of improved and unimproved rights-of-way (Street-Ends).**

5-A	Remove section of City Legislative Code Charter allowing public dockage at all street ends on Superior Bay side.			2016-2017
5-B	Notify all property owners who have structures within any existing street easement that they must either have or acquire an approved Concurrent Use Permit.	City Planning		2016-2017
5-C	Endorse the Tier 1 and Tier 2 system Parks and Recreation recommendation but with fewer Tier 2 access points and more distance between those points.			*See appendix
5-D	Identify and categorize street-ends based on established criteria for retention as Right-of-Way, improvement for public access per the two tier system or allow for the partial or entire vacation of some street ends/easements identified as "useless" for street right of way. The set of criteria used to help identify and categorize the best Lake/Bay access points with the least negative impact:			*See appendix
5-E	Designate the Tier 1 access points to Lake and Bay Sides of Park Point. Tier 1 access points should provide a full range of amenities i.e.: garbage collection, toilets, supervised recreation areas, and adequate parking.	Parks Division		2016-2017
5-F	Designate Tier 2 access points in an approximately 3 to 4 block interval pattern as trail linkages to Lake and Bay Sides of Park Point from the Avenues with minimal improvements. Improvements at the Tier 2 accesses may include some of the following: designating symbol (signage), modified trail surface (gravel, sand, board or beach carpet), and screening from adjacent properties (plantings, sand fence, earth berm) garbage collection. These Tier 2 access points will not be mentioned in the pamphlets or shown on the map.			*See appendix
5-G	Subject to Further Research, consider petitions, brought by adjacent property owners, to the City Planning Commission the potential vacation of all or a portion of the following street easements:			*See appendix

# APPENDIX A

## CITY COUNCIL RESOLUTIONS & SUMMARIES





PLANNING AND ECONOMIC DEVELOPMENT COMMITTEE

14-0217R

RESOLUTION ADOPTING THE PARK POINT SMALL AREA PLAN  
RECOMMENDATIONS AND AMENDING THE COMPREHENSIVE PLAN -  
FUTURE LAND USE MAP IN THREE LOCATIONS.

CITY PROPOSAL:

RESOLVED, that the city council finds the following:

(a) The city council adopted the comprehensive land use plan on June 26, 2006, via Resolution 06-0491, which outlined the desired arrangement of land uses for the next 20 years and identified sub-areas of the city to be studied in more detail; and

(b) The city planning division has prepared and recommends approval of the Park Point small area plan, a land use plan for one of the sub-areas identified in the comprehensive land use plan; and

(c) The city planning division, in the park point small area plan, proposes a number of recommendations, including three amendments to the comprehensive land use plan - future land use map; and

(d) The city planning commission has reviewed the park point small area plan recommendations, conducted a public hearing on April 30, 2014, at special meeting, and recommended adoption of the park point small area plan recommendations and the proposed amendments to the comprehensive land use plan - future land use map.

BE IT FURTHER RESOLVED, that the adopted comprehensive land use plan is hereby amended by adding to it the park point small area plan as identified in

\* This resolution was returned and never voted on.

CITY PROPOSAL:

RESOLVED, that the city council finds the following:

(a) The city council adopted the comprehensive land use plan on June 26, 2006, via Resolution 06-0491, which outlined the desired arrangement of land uses for the next 20 years and identified sub-areas of the city to be studied in more detail; and

(b) The city planning division has prepared and recommends approval of the Park Point Small Area Plan, a land use plan for one of the sub-areas identified in the comprehensive land use plan; and

(c) To provide safe and convenient motorized and non-motorized transportation options throughout the study area. The city planning division recommended that, in the short term, the following alternatives for vehicular traffic patterns and bike/pedestrian circulation between the Lift Bridge and 13<sup>th</sup> Street; and

(d) For vehicular traffic, after crossing the bridge, a right hand turn lane and signage would lead traffic onto 8<sup>th</sup> Street and down (west) to its intersection with Minnesota Avenue. In an effort to address the needs of all user groups, 8<sup>th</sup> Street from Lake Avenue to Minnesota Avenue and Minnesota Avenue from 8<sup>th</sup> Street to 13<sup>th</sup> Street, under this scenario, incorporates the "complete streets" concept; and

(e) Bikes and pedestrians crossing the lift bridge would have the option of staying on the west side of Lake Avenue until they reach the intersection at 13<sup>th</sup> Street and Minnesota Avenue, at which point they can continue south on Minnesota Avenue or enter the bayside of Franklin Park to the intersection of 13<sup>th</sup> Street and the proposed new bike/pedestrian trail extending to 19<sup>th</sup> Street, located within the existing St. Louis Avenue easement. Curb extensions (bump outs) would be on both sides of Minnesota Avenue at the 13<sup>th</sup> Street intersection along with user activated crossing signs; and

(f) Due to current and future development in the area, during the summer months, parking would only be allowed on the lake (east) side of Lake and Minnesota Avenues. This would greatly improve the sightlines for vehicles leaving the facilities on the bayside of Minnesota Avenue and those moving from Minnesota Avenue via 8<sup>th</sup>, 9<sup>th</sup>, 10<sup>th</sup>, 11<sup>th</sup>, and 12<sup>th</sup> Streets onto Lake Avenue by turning left (north) towards Canal Park; and

(g) Concerns about the operation of the traffic signal at the intersection of Buchanan Street and Lake Avenue north of the Lift Bridge having a negative effect on traffic flow through Canal Park and on and off Park Point produced recommendations for revision of traffic signal design and timing and the completion of a Traffic Signal Optimization Study; and

(h) The city planning commission has reviewed the Park Point Small Area Plan recommendations, conducted a public hearing on April 30, 2014, at special meeting, and recommended adoption of the Park Point Small Area Plan recommendations and the proposed amendments to the comprehensive land use plan - future land use map.

BE IT FURTHER RESOLVED, that these recommendations from the Park Point Small Area Plan are adopted as identified in Public Document No. \_\_\_\_\_.  
Resolution 14-259 was failed upon the following vote:

Yeas: Councilor Russ --1

Nays: Councilors Filipovich, Fosle, Gardner, Hanson, Larson, Sipress and President Krug --7

Abstention: Councilor Julsrud --1

I, JEFFREY J. COX, city clerk of the city of Duluth, Minnesota, do hereby certify that I have compared the foregoing resolution passed by the city council on the 27th day of May, 2014 with the original in my custody as city clerk of said city



and that the same is a true and correct transcript therefrom.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the corporate seal of said city of Duluth, this 27th day of May, 2014.

JEFFREY J. COX

(City Clerk

by *Debra C. Petola*

Assistant

CITY OF DULUTH, MINNESOTA

CITY PROPOSAL:

RESOLVED, that the city council finds the following:

- (a) The city council adopted the comprehensive land use plan on June 26, 2006, via Resolution 06-0491, which outlined the desired arrangement of land uses for the next 20 years and identified sub-areas of the city to be studied in more detail; and
- (b) The city planning division has prepared and recommends approval of the Park Point Small Area Plan, a land use plan for one of the sub-areas identified in the comprehensive land use plan; and
- (c) To provide safe and convenient motorized and non-motorized transportation options throughout the study area. The city planning division recommended that, in the long term, the relocation of the "S" curve, which connects from Lake Avenue to Minnesota Avenue at South 13<sup>th</sup> street to South 8<sup>th</sup> street, as the most effective option to deal with the future commercial growth and the development of Franklin Park if variances were granted, from the Minnesota State Aid (30 mph) urban horizontal curve standards, for a smaller/slower (20 mph) radius horizontal curves from Lake Avenue to Minnesota Avenue; and
- (d) The city planning commission has reviewed the Park Point Small Area Plan recommendations, conducted a public hearing on April 30 2014, at special meeting, and recommended adoption of the Park Point Small Area Plan recommendations and the proposed amendments to the comprehensive land use plan - future land use map.

BE IT FURTHER RESOLVED, that these recommendations from the Park Point Small Area Plan are adopted as identified in public Document No. \_\_\_\_\_.  
Resolution 14-260 was failed upon the following vote:

Yeas: Councilor Sipress and Gardner --2

Nays: Councilors Filipovich, Fosle, Hanson, Larson, Russ, and President Krug -

-6

Abstention: Councilor Julsrud --1

I, JEFFREY J. COX, city clerk of the city of Duluth, Minnesota, do hereby certify that I have compared the foregoing resolution passed by the city council on the 27th day of May, 2014 with the original in my custody as city clerk of said city and that the same is a true and correct transcript therefrom.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the corporate seal of said city of Duluth, this 27th day of May, 2014.

JEFFREY J. COX  
City Clerk

by *Roberta Patola*  
Assistant  
CITY OF DULUTH, MINNESOTA



CERTIFIED COPY OF RESOLUTION OF THE CITY COUNCIL OF THE CITY OF DULUTH, MINNESOTA

RESOLUTION 14-0261

ADOPTED: May 16, 2014

RESOLVED, that the city council finds the following:

(a) The city council adopted the comprehensive land use plan on June 26, 2006, via Resolution 06-0491, which outlined the desired arrangement of land uses for the next 20 years and identified sub-areas of the city to be studied in more detail; and

(b) The city planning division has prepared and recommends approval of the Park Point small area plan, a land use plan for one of the sub-areas identified in the comprehensive land use plan; and

(c) The city planning division, in the Park Point small area plan, proposes a number of recommendations for future expansion and placement of utility infrastructure; and

(d) Three amendments to the comprehensive land use plan - future land use map; and

(e) The city planning commission has reviewed the Park Point small area plan recommendations, conducted a public hearing on April 30, 2014, at special meeting, and recommended adoption of the Park Point small area plan recommendations and the proposed amendments to the comprehensive land use plan - future land use map.

BE IT FURTHER RESOLVED, that these recommendations from the Park Point small area plan be adopted as identified in Public Document No. 14-0527-12.

This Resolution was approved.

I, JEFFREY J. COX, city clerk of the city of Duluth, Minnesota, do hereby certify that I have compared the foregoing resolution passed by the city council on the 24th day of February, 2014, with the original in my custody as city clerk of said city and that the same is a true and correct transcript therefrom.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the corporate seal of said city of Duluth, this 20th day of May, 2014.

JEFFREY J. COX  
City Clerk  
by *Rocita A. Pukaly*  
Assistant  
CITY OF DULUTH, MINNESOTA

CERTIFIED COPY OF RESOLUTION OF THE CITY COUNCIL OF THE CITY OF DULUTH, MINNESOTA

RESOLUTION 14-0262

ADOPTED: May 27, 2014

RESOLVED, that the city council finds the following:

(a) The city council adopted the comprehensive land use plan on June 26, 2006, via Resolution 06-0491, which outlined the desired arrangement of land uses for the next 20 years and identified sub-areas of the city to be studied in more detail; and

(b) The city planning division has prepared and recommends approval of the Park Point small area plan, a land use plan for one of the sub-areas identified in the comprehensive land use plan; and

(c) The city planning division, in the Park Point small area plan, proposes a number of recommendations for improvements to way finding for recreational, residential and commercial use; and

(d) The plan also endorses the Tier 1 and Tier 2 beach access system, parks and recreation recommendation but with fewer Tier 2 access points and more distance between those points; and

(e) The city planning commission has reviewed the Park Point small area plan recommendations, conducted a public hearing on April 30 2014, at special meeting, and recommended adoption of the Park Point small area plan recommendations and the proposed amendments to the comprehensive land use plan - future land use map.

BE IT FURTHER RESOLVED, that these recommendations from the Park Point small area plan are adopted as identified in Public Document No. 14-0527-13, including reinstatement of the language in the plan that "Tier 2 access points will not be advertised in any pamphlets."

FURTHER RESOLVED, within 90 days of the passage of this resolution, the Park Point street end coalition, community club and parks commission shall meet with planning staff to develop amendments to the current list of 16 Tier 2 access points.

Resolution 14-0262, as amended, was adopted upon the following vote:

Yeas: Councilors Filipovich, Gardner, Julsrud, Larson, Russ, Sipress and President Krug -- 7

Nays: Councilors Fosle and Hanson -- 2


Approved May 27, 2014

DON NESS, Mayor

I, JEFFREY J. COX, city clerk of the city of Duluth, Minnesota, do hereby certify that I have compared the foregoing resolution passed by the city council on the 27th day of May, 2014, with the original in my custody as city clerk of said city and that the same is a true and correct transcript therefrom.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the corporate seal of said city of Duluth, this 27th day of May, 2014.

JEFFREY J. COX  
City Clerk

by   
Assistant  
CITY OF DULUTH, MINNESOTA



**CERTIFIED COPY OF RESOLUTION OF THE CITY COUNCIL OF THE CITY OF DULUTH, MINNESOTA**

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RESOLUTION 14-0476

Passed: September 8, 2014

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City Proposal

BY COUNCILOR GARDNER:

RESOLVED, that the city council finds the following:

(a) The city council adopted the comprehensive land use plan on June 26, 2006, which outlined the desired arrangement of land uses for the next 20 years and identified sub-areas of the city to be studied in more detail; and

(b) The city undertook a small area plan on Park Point that entailed over a year of meetings involving more than 200 individuals, a detailed study of land uses in the area, a traffic study and media promotion; and

(c) The city council adopted the Park Point small area plan recommendations on the use of improved and unimproved right-of-ways for public access and directed city planning staff to meet with Park Point community groups to develop amendments to the current list of 16 Tier 2 access points (see amended Resolution 14-0262); and

(d) Pursuant to amended Resolution 14-0262, a meeting was held on July 19, 2014, to review Tier 2 access points. No consensus was reached as to the final location of the Tier 2 access points. The meeting participants recommended that more study was needed to designate the access points.

FURTHER RESOLVED, that city council supports the establishment of a study group, functioning under the guidance of city planning staff, to review the various issues involved, including environmental concerns, location and number of access points, screening needs and level of improvements needed at the access points. The city council proposes that members of the study group include members of the parks commission, representatives from the Park Point Community Club and the Street End Coalition, and two volunteers familiar with the comprehensive land use plan. The study group should submit its findings and recommendations to the city planning staff by December 31, 2015.

FURTHER RESOLVED, that the city council recommends that the city suspend implementation of the portion of the Park Point small area plan involving Tier 2 access points until the study group submits its findings and recommendations to the city planning staff.

Resolution 14-0476, as amended, was unanimously adopted.

Approved September 8, 2014

DON NESS, Mayor

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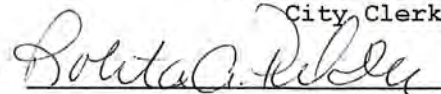
I, JEFFREY J. COX, city clerk of the city of Duluth, Minnesota, do hereby certify that I have compared the foregoing resolution passed by the city council on the 8th day of September, 2014 with the original in my custody as city clerk of said city and that the same is a true and correct transcript therefrom.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the corporate seal of said city of Duluth, this 8th day of September, 2014.

JEFFREY J. COX

City Clerk

by



Assistant

CITY OF DULUTH, MINNESOTA



PROCEEDINGS OF THE DULUTH CITY COUNCIL FOR 2014

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L 331(5), and the vendor's quote of \$194,544 - less a trade-in value of \$22,500 for an old Case loader unit 3394 - for a combined total of \$172,044, terms net 30, FOB destination, payable from Capital Equipment Fund 250, Public Administration 015, Fiscal Year 2014, 2014 capital equipment, Project CE250-V1404.

Resolution 14-0254 was adopted upon the following vote:

Yeas: Councilors Filipovich, Gardner, Hanson, Julsrud, Larson, Russ and Sipress and President Krug -- 8

Nays: Councilor Fosle -- 1

Approved May 27, 2014

DON NESS, Mayor

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Resolution 14-0218, confirming the appointments and reappointments of members to city boards and commissions, was introduced by Councilor Gardner.

The rules were suspended upon a unanimous vote to hear from a speaker on the resolution.

Mike Hoenke spoke on the need for appointments to the Duluth human rights commission, questioning when those additional appointments would be coming.

Resolution 14-0218 was adopted as follows:

RESOLVED, that pursuant to Section 2-68 of the Duluth City Code, 1959, as amended, the appointments and reappointments by Mayor Ness of members to city boards and commissions as listed on Public Document No. 14-0527-10, for terms expiring on March 31 of various years, are confirmed.

Resolution 14-0218 was unanimously adopted.

Approved May 27, 2014

DON NESS, Mayor

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RESOLVED, that the reappointment by Mayor Ness of Nancy Aronson Norr to the Duluth economic development authority for a term expiring on May 26, 2020, is confirmed.

Resolution 14-0258 was unanimously adopted.

Approved May 27, 2014

DON NESS, Mayor

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RESOLVED, that the proper city officials are hereby authorized to enter into a temporary license agreement with the state of Minnesota department of transportation, substantially in the form of that on file in the office of the city clerk as Public Document No. 14-0527-11, authorizing the city to enter upon the DWP site and perform environmental drilling on and testing of the property.

Resolution 14-0241 was unanimously adopted.

Approved May 27, 2014

DON NESS, Mayor

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Resolution 14-0259, adopting the Park Point small area plan recommendation improving that section of South Eighth Street between Lake Avenue and Minnesota Avenue and Minnesota Avenue from the north end of the existing easement to its intersection with South Lake Avenue and South 13th Street; Resolution 14-0260, adopting the Park Point small area plan recommendation for the future relocation of the "S" curve connection between South Lake Avenue to Minnesota Avenue at South 13th Street to South Eighth Street; Resolution



## PROCEEDINGS OF THE DULUTH CITY COUNCIL FOR 2014

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14-0261, adopting the Park Point small area plan recommendations regarding the future improvement of utilities infrastructure and amending the comprehensive plan - future land use map in three locations; and Resolution 14-0262, adopting the Park Point small area plan recommendations regarding wayfinding and use of improved and unimproved rights-of-way for public access, were introduced by Councilor Russ for discussion.

Keith Hamre, director of planning and construction services, summarized the issues and details of this project.

Councilor Gardner moved to amend the last paragraph of Resolution 14-0262, by adding the language, "including reinstatement of the language in the plan that 'Tier 2 access points will not be advertised in any pamphlets,'" which motion was seconded and discussed.

Councilor Gardner further moved to amend Resolution 14-0262 by adding the following paragraph:

"FURTHER RESOLVED, within 90 days of the passage of this resolution, the Park Point street end coalition, community club and parks commission shall meet with planning staff to develop amendments to the current list of 16 Tier 2 access points," which motion was seconded and discussed.

The rules were suspended upon a unanimous vote to hear from speakers on the issue.

Garner Moffat, planning commission member, spoke in support of the recommendations of the planning commission.

Burke Edgerton, Bob Swanson, Betty Sola, Mike Medlin, Dale Sola, Val Olet, Deborah Medlin, Justin Medlin, JC Curtis, Brian Nelson, Lisa Berthel, David Kaszler, David Poulin, Shannon Stevens, Melanie Goldish, Roy Marlow, Steven Sola and Bill Burns spoke at length in opposition to the small area plans, citing reasons of: moving the "S" curve creates a traffic issue when one does not currently exit; moving a road due to commercial development pressure is not a good idea when there is no commercial development pressure because there is no commercial development land available; it is not fiscally responsible to spend millions of dollars for property acquisition and road construction to build a road five blocks long which will displace homeowners and shrink the tax base; it is not the right thing to do to pass a resolution for a long range plan that has no timeline for a start date nor funding and leave those property owners not able to sell their homes; it is not a good idea to create a safety issue for the bridge operator by limiting his line of sight to 300 feet; all these issues should not be created for about 60 days of heavy road traffic; concerns that the Minnesota department of natural resources, the Coast Guard, the city of Duluth bridge operators, the corps of engineers, homeland security and Park Point businesses should have been consulted; Alternative 3 is the most flawed plan; homeowners will have to pick up the tab for this project; many trees will be lost; there is no public good/benefit for moving this curve; if safety is one of the reasons for this change, just put a stop sign and crosswalk in; these proposals would do nothing to address the traffic that happens in the summer; just changing the parking restrictions without moving the pedestrian lane could accomplish the desired affect; no more access points are needed based on tourist reviews; the Tier 2 plan is putting a tremendous burden on a few individuals on the point; there needs to be a study to determine what the problems are at 31st Street and the Tot Lot area; the attorney general has determined that regarding vacating street ends where there is public access to water, that they cannot be vacated unless they are determined to be perfectly useless; there has not been a clear, consistent answer as to what the objectives are that the city is trying to achieve; on street parking between Eighth Street and the bridge is very difficult; fix the Tier 1 access first; Park Point is a unique, wonderful community that does not need this change and it will be 20 years plus before this plan would be implemented.



PROCEEDINGS OF THE DULUTH CITY COUNCIL FOR 2014

Councilors Gardner, Russ, Larson, Fosle, Julsrud, Sipress, Filipovich and President Krug commented at great length at the issues.

Councilor Julsrud suggested returning resolutions 14-0259, 14-0260 and 14-0262 to the administration for further discussion. She stated that if they are not returned to the administration that she would be abstaining to reflect that she wishes to have further discussion on those resolutions.

Resolution 14-0259 failed upon the following vote (Public Document No. 14-0527-16):

Yeas: Councilor Russ -- 1

Nays: Councilors Filipovich, Fosle, Gardner, Hanson, Larson, Sipress and President Krug -- 7

Abstention: Councilor Julsrud -- 1

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Resolution 14-0260 failed upon the following vote (Public Document No. 14-0527-15):

Yeas: Councilors Gardner and Sipress -- 2

Nays: Councilors Filipovich, Fosle, Hanson, Larson, Russ and President Krug -- 6

Abstention: Councilor Julsrud -- 1

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Resolution 14-0261 was adopted as follows:

RESOLVED, that the city council finds the following:

(a) The city council adopted the comprehensive land use plan on June 26, 2006, via Resolution 06-0491, which outlined the desired arrangement of land uses for the next 20 years and identified sub-areas of the city to be studied in more detail; and

(b) The city planning division has prepared and recommends approval of the Park Point small area plan, a land use plan for one of the sub-areas identified in the comprehensive land use plan; and

(c) The city planning division, in the Park Point small area plan, proposes a number of recommendations for future expansion and placement of utility infrastructure; and

(d) Three amendments to the comprehensive land use plan - future land use map; and

(e) The city planning commission has reviewed the Park Point small area plan recommendations, conducted a public hearing on April 30, 2014, at special meeting, and recommended adoption of the Park Point small area plan recommendations and the proposed amendments to the comprehensive land use plan - future land use map.

BE IT FURTHER RESOLVED, that these recommendations from the Park Point small area plan be adopted as identified in Public Document No. 14-0527-12.

Resolution 14-0261 was adopted upon the following vote:

Yeas: Councilors Filipovich, Gardner, Julsrud, Larson, Russ, Sipress and President Krug -- 7

Nays: Councilors Fosle and Hanson -- 2

Approved May 27, 2014

DON NESS, Mayor

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Councilor Gardner's amendment to Resolution 14-0262 regarding the Tier 2 access point not being advertised carried unanimously.

Councilor Gardner's amendment to Resolution 14-0262 regarding additional study and meetings in 90 days on the Tier 2 access points carried unanimously.

Resolution 14-0262, as amended, was adopted as follows:



PROCEEDINGS OF THE DULUTH CITY COUNCIL FOR 2014

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RESOLVED, that the city council finds the following:

(a) The city council adopted the comprehensive land use plan on June 26, 2006, via Resolution 06-0491, which outlined the desired arrangement of land uses for the next 20 years and identified sub-areas of the city to be studied in more detail; and

(b) The city planning division has prepared and recommends approval of the Park Point small area plan, a land use plan for one of the sub-areas identified in the comprehensive land use plan; and

(c) The city planning division, in the Park Point small area plan, proposes a number of recommendations for improvements to way finding for recreational, residential and commercial use; and

(d) The plan also endorses the Tier 1 and Tier 2 beach access system, parks and recreation recommendation but with fewer Tier 2 access points and more distance between those points; and

(e) The city planning commission has reviewed the Park Point small area plan recommendations, conducted a public hearing on April 30 2014, at special meeting, and recommended adoption of the Park Point small area plan recommendations and the proposed amendments to the comprehensive land use plan - future land use map.

BE IT FURTHER RESOLVED, that these recommendations from the Park Point small area plan are adopted as identified in Public Document No. 14-0527-13, including reinstatement of the language in the plan that "Tier 2 access points will not be advertised in any pamphlets."

FURTHER RESOLVED, within 90 days of the passage of this resolution, the Park Point street end coalition, community club and parks commission shall meet with planning staff to develop amendments to the current list of 16 Tier 2 access points.

Resolution 14-0262, as amended, was adopted upon the following vote:

Yeas: Councilors Filipovich, Gardner, Julsrud, Larson, Russ, Sipress and President Krug -- 7

Nays: Councilors Fosle and Hanson -- 2

Approved May 27, 2014

DON NESS, Mayor

- - -

Resolution 14-0267, by President Krug and councilors Julsrud and Larson, amending Resolution 13-0593, adopting license, permit, fine, penalty and other charges for 2014, by adding street system maintenance utility fees, was introduced for discussion.

The rules were suspended upon a unanimous vote to hear from speakers on the resolution.

Beverly Massie and Bob Woods spoke in opposition to additionally paying for pot holes, clean water and stormwater.

Councilor Gardner moved to table the resolution for consideration with Ordinance 14-036, which motion was seconded and unanimously carried.

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Resolution 14-0270, by Councilor Julsrud, of intent to reduce the street lighting system utility fee prior to repeal, was introduced for discussion.

Councilor Fosle moved to amend the last paragraph of the resolution by changing the date of "December 31, 2018," to "December 31, 2015," which motion was seconded and unanimously carried.

Councilor Julsrud moved to table the resolution, as amended, which motion was seconded and unanimously carried.



# APPENDIX B

NEIGHBORHOOD ACCESS/  
TIER TWO ACCESS





Design Considerations Cut Sheet

<b>LOCATION:</b>	16th Street - Lake Side	<b>Site Observations</b> path needs improvements, accessibility difficult to achieve due to steep slopes at OHWL, ramp or steps at water, signage needed, boardwalk needed, upgrade parking area, consider porta potties
<b>PREPARED BY:</b>	JMS	
<b>PAGE:</b>	1 of 1	
<b>PLANS DATE:</b>	10/16/2015	
<b>APPROVED BY:</b>		
<b>ACCESS POINT TYPE:</b>	<input checked="" type="checkbox"/> TIER 2 - NEIGHBORHOOD ACCESS POINT	<input type="checkbox"/> TIER 1 - PUBLIC ACCESS POINT

Improvement Description	QTY	Comments
information and safety signage needed		no parking, ectra...
48" wide wood surface boardwalk	285-lf	south side of building to edge of beach
48" wide steps to surface of beach	6-steps	field verify
garbage bin	1.0	
dog clean-up station	1.0	
<b>DRAFT</b>		

**Site Photo** | Looking toward the lake at the terminus of 16th Street





Design Considerations Cut Sheet

<b>LOCATION:</b>	19th Street - Bay Side	<b>Site Observations</b> no existing parking available, fencing needed, shares Yacht Club and apartment complex property, high surrounding density of residents
<b>PREPARED BY:</b>	JMS	
<b>PAGE:</b>	1 of 1	
<b>PLANS DATE:</b>	10/16/2015	
<b>APPROVED BY:</b>		
<b>ACCESS POINT TYPE:</b>	<input checked="" type="checkbox"/> TIER 2 - NEIGHBORHOOD ACCESS POINT	<input type="checkbox"/> TIER 1 - PUBLIC ACCESS POINT

Improvement Description	QTY	Comments
fencing	440-lf	4' chain link fence with vine growth
parking lot expansion	5-stalls	would have to expand parking lot
sidewalk and or boardwalk	100-lf	fro access to beach zone from parking

**DRAFT**

**Site Photo** | Looking toward the bay at the South corner of the apartment complex parking lot





Design Considerations Cut Sheet

<b>LOCATION:</b>	22nd Street - Lake Side	<b>Site Observations</b> path needs improvements, accessibility difficult to achieve due to steep slopes at OHWL, ramp or steps at water, signage needed, screening and landscaping likely needed, boardwalk needed, upgrade parking area, add vehicle turnaround
<b>PREPARED BY:</b>	JMS	
<b>PAGE:</b>	1 of 1	
<b>PLANS DATE:</b>	10/16/2015	
<b>APPROVED BY:</b>		
<b>ACCESS POINT TYPE:</b>	<input checked="" type="checkbox"/> TIER 2 - NEIGHBORHOOD ACCESS POINT	<input type="checkbox"/> TIER 1 - PUBLIC ACCESS POINT

Improvement Description	QTY		Comments
vehicular gate with pedestrian access	1.0		26' width
48" wide wood surface boardwalk	300-lf		south side of building to edge of beach
48" wide steps to surface of beach	6-steps		field verify
garbage bin	1.0		
dog clean-up station	1.0		
fencing	180-lf		4' height on either side of gate
information and safety signage needed			no parking, ectra...
<b>DRAFT</b>			

**Site Photo** Looking toward the lake at the terminus of 22nd Street





Design Considerations Cut Sheet

<b>LOCATION:</b>	24th Street - Bay Side	<b>Site Observations</b> birders use this site, might be good water trail access point, ADA access likely, natural surface ramp or steps to water, screening and landscaping likely
<b>PREPARED BY:</b>	JMS	
<b>PAGE:</b>	1 of 1	
<b>PLANS DATE:</b>	10/16/2015	
<b>APPROVED BY:</b>		
<b>ACCESS POINT TYPE:</b>	<input checked="" type="checkbox"/> TIER 2 - NEIGHBORHOOD ACCESS POINT	<input type="checkbox"/> TIER 1 - PUBLIC ACCESS POINT

Improvement Description	QTY		Comments
5' wide concrete sidewalk	40-lf		26' width
ramp or natural surface boardwalk	20-lf		south side of building to edge of beach
information and safety signage needed			no parking, ectra...
landscape screening			to screen potential use from adjacent neighbors
<b>DRAFT</b>			

**Site Photo** | Looking toward the bay at the terminus of 24th Street





Design Considerations Cut Sheet

<b>LOCATION:</b>	28th Street - Lake Side	<b>Site Observations</b> site is adjacent to church parking area, could be ADA accessible, boardwalk needed for path, add curvature to trail alignment, beach grass restoration potential, parking available
<b>PREPARED BY:</b>	JMS	
<b>PAGE:</b>	1 of 1	
<b>PLANS DATE:</b>	10/16/2015	
<b>APPROVED BY:</b>		
<b>ACCESS POINT TYPE:</b>	<input checked="" type="checkbox"/> TIER 2 - NEIGHBORHOOD ACCESS POINT	<input type="checkbox"/> TIER 1 - PUBLIC ACCESS POINT

Improvement Description	QTY	Comments
improved trail surface	300-lf	boardwalk or wood chips
information and safety signage needed		no parking, ectra...
<b>DRAFT</b>		

**Site Photo** Looking toward the lake at the terminus of 28th Street





Design Considerations Cut Sheet

<b>LOCATION:</b>	29th Street - Bay Side	<b>Site Observations</b> sewage lift station visible, street drain visible, dense trees present at street end, parking confined to street, minimal improvements needed, screening of lift station, minimal signage needed
<b>PREPARED BY:</b>	JMS	
<b>PAGE:</b>	1 of 1	
<b>PLANS DATE:</b>	10/16/2015	
<b>APPROVED BY:</b>		
<b>ACCESS POINT TYPE:</b>	<input checked="" type="checkbox"/> TIER 2 - NEIGHBORHOOD ACCESS POINT	<input type="checkbox"/> TIER 1 - PUBLIC ACCESS POINT

Improvement Description	QTY	Comments
landscape screening for homes		fencing and or vegetative screening
screening of lift station		vegetative or fence screening
5' wide concrete sidewalk	90-lf	
ramp to water surface	10-lf	pavers stone or boardwalk ramp
<b>DRAFT</b>		

**Site Photo** Looking toward the bay at the terminus of 29th Street





Design Considerations Cut Sheet

<b>LOCATION:</b>	Lafayette - Lakeside	<b>Site Observations</b> replace carpet with boardwalk, parking available, space available to double load parking lot and slightly expand to west
<b>PREPARED BY:</b>	JMS	
<b>PAGE:</b>	1 of 1	
<b>PLANS DATE:</b>	10/16/2015	
<b>APPROVED BY:</b>		
<b>ACCESS POINT TYPE:</b>	<input type="checkbox"/> TIER 2 - NEIGHBORHOOD ACCESS POINT <input checked="" type="checkbox"/> TIER 1 - PUBLIC ACCESS POINT	

Improvement Description	QTY	Comments
boardwalk	205-lf	boardwalk to replace carpet
<b>DRAFT</b>		

**Site Photo** | Looking toward the lake at the terminus of 31st Street





Design Considerations Cut Sheet

<b>LOCATION:</b>	32nd Street - Lake Side	<b>Site Observations</b> fencing needed, boardwalk needed, healthy due with minimal existing impacts, new path would likely need to be created,
<b>PREPARED BY:</b>	JMS	
<b>PAGE:</b>	1 of 1	
<b>PLANS DATE:</b>	10/16/2015	
<b>APPROVED BY:</b>		
<b>ACCESS POINT TYPE:</b>	<input checked="" type="checkbox"/> TIER 2 - NEIGHBORHOOD ACCESS POINT	<input type="checkbox"/> TIER 1 - PUBLIC ACCESS POINT

Improvement Description	QTY		Comments
information and safety signage needed			no parking, ectra...
48" wide wood surface boardwalk	248-lf		path to lake, boardwalk or ramped boardwalk
fencing along private property	80-lf		cedar split rail fence
<b>DRAFT</b>			

**Site Photo** Looking toward the lake at the terminus of 32nd Street





Design Considerations Cut Sheet

<b>LOCATION:</b>	32nd Street - Bay Side	<b>Site Observations</b> vegetation removal, easy on street parking, existing dock
<b>PREPARED BY:</b>	JMS	
<b>PAGE:</b>	1 of 1	
<b>PLANS DATE:</b>	10/16/2015	
<b>APPROVED BY:</b>		
<b>ACCESS POINT TYPE:</b>	<input checked="" type="checkbox"/> TIER 2 - NEIGHBORHOOD ACCESS POINT <input type="checkbox"/> TIER 1 - PUBLIC ACCESS POINT	

Improvement Description	QTY		Comments
information and safety signage needed			no parking, ectra...
48" wide wood surface boardwalk	30-lf		path to water, boardwalk or ramped boardwalk
<b>DRAFT</b>			

**Site Photo** | Looking toward the bay at the terminus of 32nd Street





Design Considerations Cut Sheet

<b>LOCATION:</b>	33rd Street - Bay Side	<b>Site Observations</b> existing shoreline is rip rap, screening necessary, water access likely, parking on street
<b>PREPARED BY:</b>	JMS	
<b>PAGE:</b>	1 of 1	
<b>PLANS DATE:</b>	10/16/2015	
<b>APPROVED BY:</b>		
<b>ACCESS POINT TYPE:</b>	<input checked="" type="checkbox"/> TIER 2 - NEIGHBORHOOD ACCESS POINT <input type="checkbox"/> TIER 1 - PUBLIC ACCESS POINT	

Improvement Description	QTY		Comments
ramp to water's edge	5-lf		sand or wood ramp
48" wide wood surface boardwalk	50-lf		
fencing along private property	50-lf		screen fence
vegetative screening	50-lf		shrubs and conifer trees
<b>DRAFT</b>			

**Site Photo** Looking toward the bay at the terminus of 33rd Street





**Design Considerations Cut Sheet**

<b>LOCATION:</b>	34th Street - Lake Side	<b>Site Observations</b> steep existing embankment, private usage or ROW, retaining wall present, steps needed up large dune, boardwalk to lake, (2) sheds on ROW, protect existing birch trees
<b>PREPARED BY:</b>	JMS	
<b>PAGE:</b>	1 of 1	
<b>PLANS DATE:</b>	10/16/2015	
<b>APPROVED BY:</b>		
<b>ACCESS POINT TYPE:</b>	<input checked="" type="checkbox"/> TIER 2 - NEIGHBORHOOD ACCESS POINT <input type="checkbox"/> TIER 1 - PUBLIC ACCESS POINT	

Improvement Description	QTY	Comments
information and safety signage needed		no parking, ectra...
48" wide wood surface boardwalk	200-lf	south side of building to edge of beach
48" wide steps to top of dune	20-steps	field verify
garbage bin	1.0	
dog clean-up station	1.0	
fencing	180-lf	4' height on either side of gate
<b>DRAFT</b>		

**Site Photo**      Looking toward the lake at the terminus of 34rd Street





Design Considerations Cut Sheet

<b>LOCATION:</b>	38th Street - Bay Side	<b>Site Observations</b> no adjacent owners, room for path, easily improved for access, directly adjacent to water's edge, rip-rap existing shore line, parking on street
<b>PREPARED BY:</b>	JMS	
<b>PAGE:</b>	1 of 1	
<b>PLANS DATE:</b>	10/16/2015	
<b>APPROVED BY:</b>		
<b>ACCESS POINT TYPE:</b>	<input checked="" type="checkbox"/> TIER 2 - NEIGHBORHOOD ACCESS POINT <input type="checkbox"/> TIER 1 - PUBLIC ACCESS POINT	

Improvement Description	QTY	Comments
ramp to water's edge	30-lf	boardwalk ramp
information and safety signage needed		
garbage bin	1.0	
dog clean-up station	1.0	

**DRAFT**

**Site Photo** | Looking toward the bay at the terminus of 38th Street





**Design Considerations Cut Sheet**

<b>LOCATION:</b>	38th Street - Lake Side	<b>Site Observations</b> boardwalk needed, close to homes, tourist penguin exhibit is tourist draw, ADA likely due to shallow grades
<b>PREPARED BY:</b>	JMS	
<b>PAGE:</b>	1 of 1	
<b>PLANS DATE:</b>	10/16/2015	
<b>APPROVED BY:</b>		
<b>ACCESS POINT TYPE:</b>	<input checked="" type="checkbox"/> TIER 2 - NEIGHBORHOOD ACCESS POINT <input type="checkbox"/> TIER 1 - PUBLIC ACCESS POINT	

Improvement Description	QTY	Comments
crowd control fencing		split rail cedar
vegetative screening along residences		conifer trees and shrubs
information and safety signage needed		
garbage bin	1.0	
dog clean-up station	1.0	
<b>DRAFT</b>		

**Site Photo** Looking toward the lake at the terminus of 38th Street

