

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

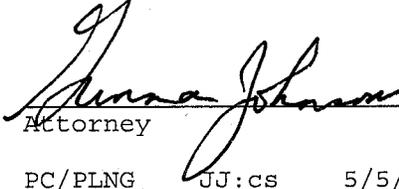
(c) The city planning division, in the park point small area plan, proposes a number of recommendations, including three amendments to the comprehensive land use plan - future land use map; and

(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

public document no. _____

Approved as to form:



Attorney

PC/PLNG JJ:cs 5/5/2014

STATEMENT OF PURPOSE: This resolution adopts the park point small area plan and amends the Duluth comprehensive land use plan - future land use map. The amendments and recommendations in the small area plan are the result of more than a year of meetings and detailed study on the land uses in the area.

This is the fourth in a series of small area plans to be prepared by the city's planning division as called for in the Duluth comprehensive land use plan. A small area plan is developed for a clearly defined area and gives more detailed recommendations than could be provided for in the city's 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.

The study process involved a plan advisory committee of nine persons representing all aspects of the study area. Three public meetings/open houses were held during the planning process involving more than 200 individuals. A web page was created for the plan and the study was covered several times by the print and television media. A consultant was hired to prepare a traffic analysis and study for the area which provided guidance to staff as plan recommendations were developed.

The study recommendations that will have the most influence on the current and future development of park point were addressed under land use, transportation and public access.

Recommended amendments to the comprehensive plan - future land use map include the re-designation of the following properties from their current institutional designation (U.S. Corps of Engineer and U.S. Army Reserve facility) and transportation and utilities designation (U.S. Coast Guard) to commercial waterfront. The commercial waterfront designation allows a broad range of waterfront dependent uses sometimes mixed with residential, and includes tourist or recreation-oriented uses. Therefore, if/when these properties no longer serve their current purpose they may be rezoned Mixed Use-Waterfront (MU-W) to match their new land use designation. Also, the area between West 13th Street South and the U.S. Army Reserve facility and block 4 (south of Pellenger Street and east of Minnesota Avenue) of the Oatka Beach Addition Plat is recommended to be rezoned to Park and Open Space (P-1).

Major transportation changes have been included in the recommendations to address multiples issues identified during the study. Multiple options were developed to relocate the main traffic pattern between the lift bridge and 13th Street South from Lake Avenue to Minnesota Avenue in order to provide better access and cohesion to Franklin Park to move traffic to the more commercially developed Minnesota Avenue and away from the densely residential area along Lake Avenue. When the need to make this change becomes obvious and funding is made available, the most effective option to deal with the future situation will be selected. A more immediate and simple change is the recommendation to move seasonal (summer-time) parking from the bay-side of Lake and Minnesota Avenues, between the lift bridge and 13th to the lake side. This will not only provide better sight lines for vehicles accessing those avenue from the businesses and streets, but also improve bike/pedestrian safety.

Guaranteed access to the beaches along the point at locations other than the Tier one locations (Franklin Park, Lafayette Square, Park Point Recreation Area and the preservation area beyond Skyharbor Airport) is addressed by the recommendation to provide eight designated Tier two locations along the lake and bay sides of the point, to be improved by the city to a level appropriate to their location and environment.

On April 30, 2014, the Duluth planning commission held a public hearing on the recommendations including three amendments to the comprehensive land use plan - future land use map contained in the park point small area plan and voted five yeas and three nays to recommend that the city council adopt it.

The city council motion to approve the three amendments to the comprehensive land use plan - future land use map contained in the park point small area plan requires affirmative votes of at least two-thirds of those members constituting a quorum.

Park Point Small Area Plan Recommendations (5/6/2014)

Goal 1.

Determine carrying capacity of the land in terms of water, sewer and utilities 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, which include 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 smartphones.

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 the point. All official access points (Tier One and Tier Two) to the beach (Lake and Bay sides) will be given appropriate emphasis in all city documents with Tier One being considered the primary access points to the beach. (see Goal 5)

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.

C. Install Public access signs only at officially recognized Tier 1 water access points on the Bay and Lake sides. Officially recognized Tier Two water access points will be marked by a stylized symbol embedded in the sidewalk adjacent to the access point.

- 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 the of the existing park regulations will be necessary all along the 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 (ROW) 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 realignment 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 12th 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 8th Street to 13th Streets. The motor vehicle connections between Lake Avenue and Minnesota Avenue would remain from 9th to 12th Streets.

B. The horizontal alignment selected for Minnesota Avenue from 8th 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 8th Street to 13th 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 13th 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 8th Street to minimize foot print.

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 8th Street to 12th 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 sidewalks.

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 13th 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 multimodal 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 13th 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 sightlines for vehicles leaving the facilities on the Bayside of Minnesota Avenue and those moving from Minnesota Avenue via 8th, 9th, 10th, 11th and 12th 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 13th 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 13th street and the proposed new Bike/Pedestrian trail extending to 19th Street, located within the existing St. Louis Avenue easement. Curb extensions (bump outs) would be on both sides of Minnesota Avenue at the 13th 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 19th 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 19th 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 8th Street and down (West) to its intersection with Minnesota Avenue. In an effort to address the needs of all user groups, 8th Street from Lake Avenue to Minnesota Avenue and

Minnesota Avenue from 8th Street to 13th Street, under this scenario, incorporates the "complete streets" concept.

E. The typical section used for 8th 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 8th 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 8th Street South to 13th Street, moving from the 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.

Recommendation 1

A. 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.

B. 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 2

- A. 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.
- B. 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 3

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 4

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.

- A. 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 biweekly basis is recommended.
- B. Local knowledge or detector data may be used to identify the morning, afternoon and weekend peak periods.
- C. 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).
- D. 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.

- D. Test the geometric and phasing recommendations 1-3 above and various timing plans to optimize operations and safety at the intersection.
- F. 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)

- A. 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 for public facilities for the park.
- B. 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
- C. 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.
- D. 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 two Beach access point.
- E. Improve St. Louis Avenue R-O-W as a recreational pathway from 13th Street to 19th St.
- F. Complete sidewalk improvements along Minnesota Avenue and Lake Avenue between the bridge and 13th St.
- G. Reallocate/restripe the 44ft 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 11ft Parking lane, 2-11ft. driving lanes and 11ft bike (wheeled) lane.
- H. 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 of which 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 One" as primary access points to Lake and Bay Sides of Park Point. Tier One 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

The Park Point Beach House area

The trails and natural area from Sky Harbor Airport to the end of the Minnesota point.

Bay side locations are:

The old boathouse site between 13th St. and the Army Reserve facilities

Improved easement/access adjacent to the Sand Point Yacht Club (20th St.)

The Park Point Beach House area.

The trails and natural area from Sky Harbor Airport to the end of the Minnesota point.

F. Designate "Tier Two" as secondary access points established 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 two accesses may include some of the following: designating symbol/design embedded in the sidewalk adjacent to the entrance or signage designed in harmony with the City Parks and Recreation's Department's new signage program, a modified trail surface (gravel, sand, board or beach carpet) with screening from adjacent properties via the use of plantings, sand fence or earth berm etc. garbage collection and disposal. Where feasible there will also be designated, controlled and enforced parking facilities.

See attached listing.

G. Subject to Further Research (STFR), 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:

- Refer to the following listing (page 6) to review the recommended status of each street end.

Park Point Street Ends Draft Recommendations

2/11/2014

Street	Avenue	Lake Side Access	Bay Side Access
South Pier	South Lake	Tier 2	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	Tier 2	Tier 2
17th	Minnesota	Keep R-O-W	Keep R-O-W
18th	Minnesota	Tier 2	Keep R-O-W
19th	Minnesota	Tier 2 (ped/bike trail end)	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	Tier 2	S-T-F-R
23rd	Minnesota	Keep R-O-W	S-T-F-R
24th	Minnesota	Keep R-O-W	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	Tier 2	S-T-F-R
29th	Minnesota	Keep R-O-W	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	S-T-F-R
33rd	Minnesota	Keep R-O-W	Tier 2
34th	Minnesota	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	Tier 2	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

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

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

Definitions

Ordinary high water mark - A mark delineating the highest water level that has been maintained for a sufficient period of time to leave evidence upon the landscape. The ordinary high water mark is commonly that point where the natural vegetation changes from predominantly aquatic to predominantly terrestrial.

Park, playground or forest reserve - A facility or area for recreational, cultural, or aesthetic use owned or operated by a public or quasi-public agency and available to the general public. This definition may include but is not limited to: parks, public lawns, active and passive recreation areas, playgrounds, water courses and wooded areas. Facilities may also include fountains, swimming pools, pavilions and similar public facilities within their boundaries.

Street Right-of-Way - A street right of way (R-O-W) includes the area above, around and under the physical street and may be used for other things including: sidewalk, trails, skyways and utilities.

Street Easement - The area on a registered Plat set aside for a street, alley, trail or other public purpose conveys what is legally known as an easement. Owners of the land along an easement own the land the easement is on and may exercise their ownership rights. However, that ownership is secondary to the City's right of control of the easement for public purpose once established.

Vacation of Street – The planning commission shall review all proposed vacations, and City Council shall approve the proposed vacation, or approve it with modifications, if it determines that the street, highway or easement proposed for vacation: Is not and will not be needed for the safe and efficient circulation of automobiles, trucks, bicycles or pedestrians or the efficient supply of utilities or public services in the city.