January 2021

Action Plan

Proctor Transportation Plan

City of Proctor, MN

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Real People. Real Solutions.

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I. Transportation Plan Background and Timeline

The City of Proctor has completed several planning efforts in the past decade including many touching on the City's transportation needs. These efforts have lacked a unifying vision to knit these disparate endeavors together.

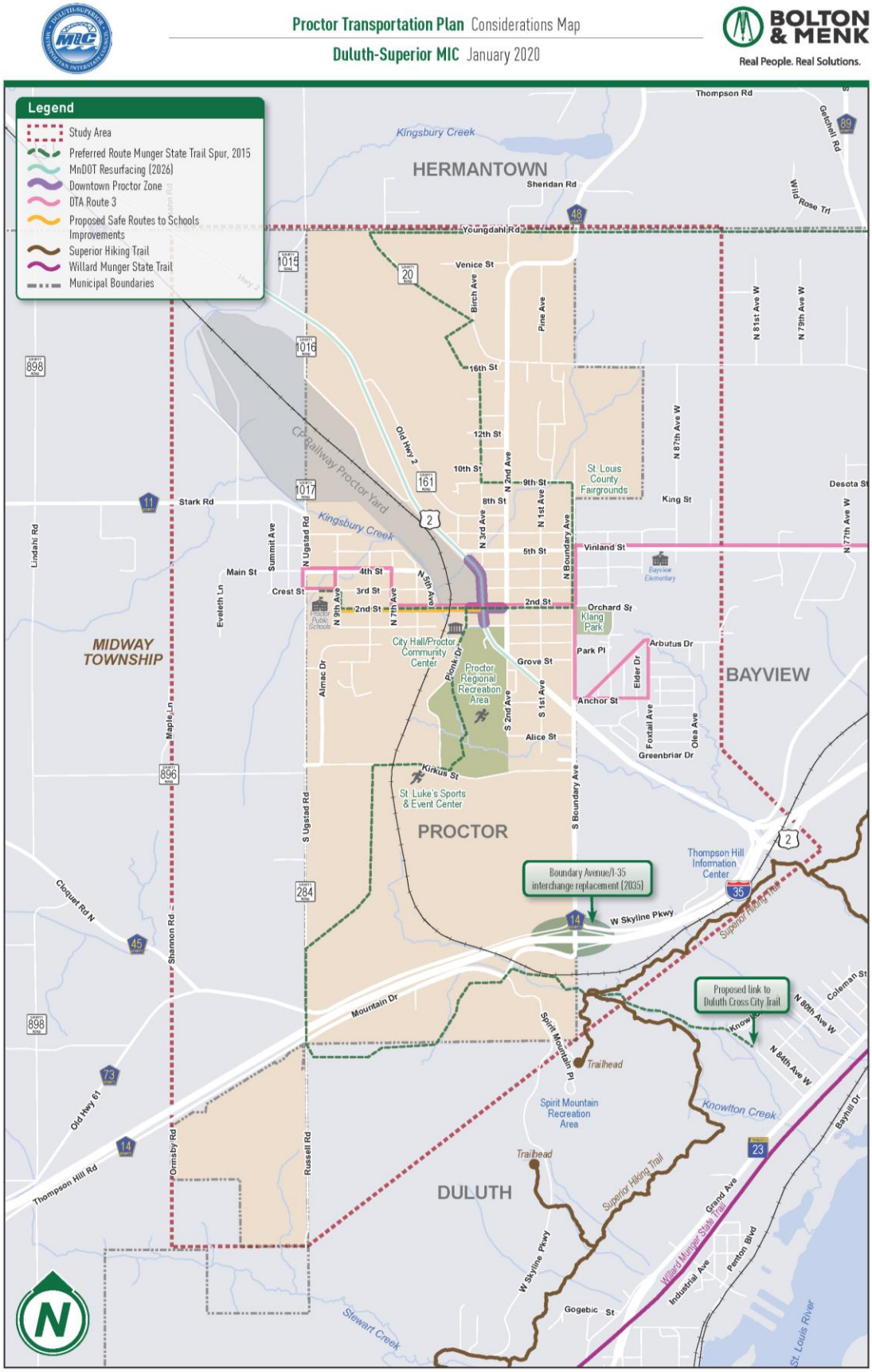
The Proctor Transportation Action Plan aims to establish this vision, while providing a clear and unifying direction for the City to identify and realize its transportation aspirations over the next decade. The overall intent of this Plan was to review and synthesize findings of previous planning documents, gain an understanding of existing conditions and community desires, and leverage findings to chart a clear direction forward for the next decade of transportation in Proctor.

This Action Plan identifies a vision, set of goals and performance measures, the projects and programs considered in this study, the project prioritization process and identified key projects, conceptual design for two important corridors, details of a demonstration project implemented as part of the Plan, and funding considerations moving forward.

The Action Plan is intended to be used as guidance to city staff and elected officials. It outlines an implementation framework of effective, integrated transportation facilities and programs through the 2030 planning timeframe.

The Proctor Transportation Plan was initiated in March 2020 and was completed in November 2020.

Figure 1: Proctor Transportation Plan Considerations Map



II. Steering Committee Engagement

Fostering consensus through effective multi-agency involvement is critical to creating a successful plan, especially one that relies on coordination and mutual understanding. A plan Steering Committee was formed to help create a clear and supported process, while providing space in which each agency could speak.

Steering Committee members were selected with the intent of having representation of all jurisdictions that intersect around transportation within and around Proctor. Three Steering Committee meetings were held from spring to autumn 2020.

Steering Committee Meeting Date	Meeting Focus
June 4, 2020	Project Introduction; Identification of Key Themes; Existing Transportation System Feedback
August 6, 2020	Vision, Goals, and Performance Measure Review; Feedback on Initial Project and Programs List; Feedback on Project Prioritization Process
November 4, 2020	Finalize Vision, Goals, Projects and Programs, Design Concepts, and Action/Implementation Plan

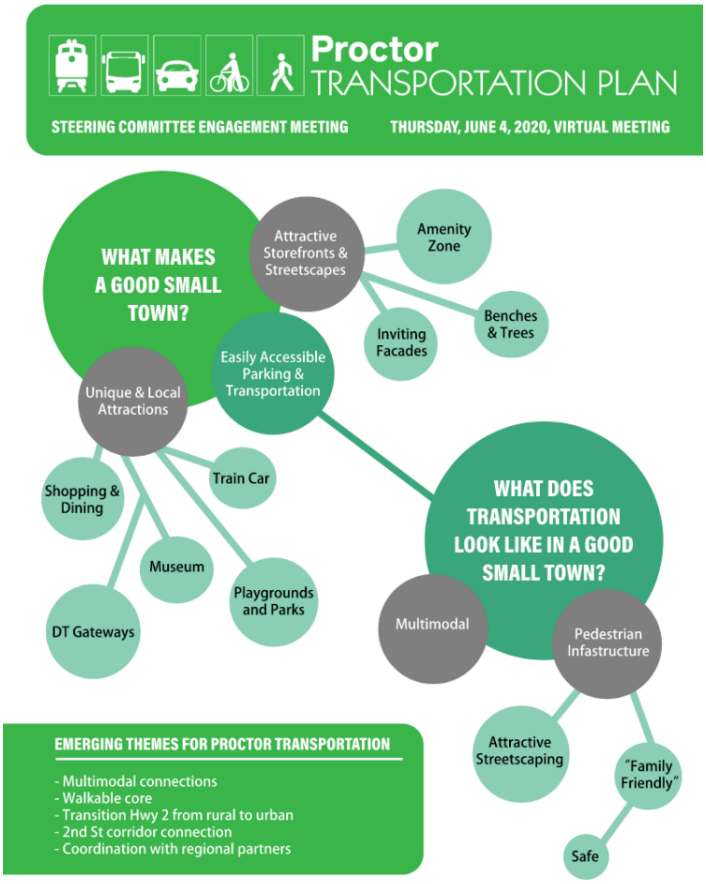
In addition to the meetings, the project team regularly communicated with Steering Committee members electronically to gain feedback on plan elements. The Steering Committee informed and reviewed the development of the Plan's goals, performance measures, projects, and programs, and provided additional direction and refinement on conceptual design.

The Steering Committee was comprised of Proctor residents, representatives of the Cities of Proctor and Duluth, Duluth Transit Authority (DTA), St. Louis County, the Duluth-Superior Metropolitan Interstate Council (MIC), Arrowhead Regional Development Commission (ARDC), and Minnesota Department of Transportation (MnDOT):

- Jessica Rich (City of Proctor Administrator)
- James Gittemeier (MIC)
- Rondi Watson (MIC)
- Troy Dewall (Proctor resident and City Council member)
- Jim Rohweder (Proctor resident)
- Chad Ward (Proctor resident and Mayor)
- Maren Webb (MnDOT)
- Russell Habermann (Proctor resident)
- Bryan Anderson (MnDOT)
- Kris Liljeblad (City of Duluth)
- Jake Benson (Proctor resident and City Council member)
- Jan Resberg (Proctor resident)
- Chris Belden (DTA)
- Ron Chicka (MIC)
- Vic Lund (St. Louis County)
- Cari Pedersen (City of Duluth)

III. Transportation Plan Vision, Goals, Performance Measures

The project team and Steering Committee developed a transportation vision statement to assist with establishing a clear and unified path forward for transportation in Proctor. The vision statement is intended as people-oriented, encompassing themes identified by the Steering Committee in the initial visioning session, and supportive of goals outlined in past plans and emerging city and regional needs.



PROCTOR TRANSPORTATION VISION STATEMENT

Proctor's Transportation System is a multimodal network connecting people with places, providing safe, healthy, and accessible transportation choices for everyone, and promoting a sustainable and competitive economy.

Working closely with the Steering Committee, the project team formulated a series of city-wide transportation goals. These goals form the foundation and lens through which transportation improvements are assessed and pursued in this Action Plan. A set of strategies and performance measures were included for each draft goal. The draft list of Goals, strategies and performance measures were presented to the Steering Committee for review and refinement at the August 2020 Steering Committee meeting. The project vision, goals, strategies and performance measures are available in **Appendix F**.

Performance measures are intended to reflect concepts from past plans, existing conditions, and emerging concerns while also integrating transportation best practices.

The Steering Committee and project leadership developed a final list of five goals and twenty-two performance measures, reviewed electronically and during the final Steering Committee meeting in November 2020. The resulting goals and performance measures provide the key lens through which Plan projects and programs were assessed for conformity with overall Plan aims. **Table 1** shows the goals and performance measures that were used for project and policy evaluation.

Table 1 - Proctor Transportation Plan Goals & Performance Measures	
Transportation Plan Goals	**Performance Measures**
Goal 1: A unified vision for the future of transportation in Proctor	Consistent messages and plans, publicly available
	Advances in coordination with regional partners
	Improves transportation access for low-income populations
	Improves transportation access for minority populations
Goal 2: Re-envision accessibility to and through Downtown Proctor	Provides balance between mobility and accessibility along Highway 2
	Improves Downtown Proctor public realm
	Contributes to efficient and accessible provision of public parking
	Encourages stopping and visiting Downtown Proctor
	Proactive planning for downtown business vitality
Goal 3: Implement and improve multi-modal infrastructure in Proctor	Increases provision of bikeways in Proctor and vicinity
	Improves/increases provision of sidewalks in Proctor and vicinity
	Refurbishes or installs new marked/signed pedestrian crossings
	Curb ramps reconstructed/updated to ADA standard
	Increases access to transit, rider comfort and/or ridership
	Reduces known crash / traffic safety problems
	Improves connections to I-35 and enhances gateways to Proctor
	Completes segments of the Proctor-Hermantown Munger Trail Spur
	Completes elements of the Proctor Safe Routes to Schools Plan
Goal 4: Effectively maintain streets and sidewalks in good state of repair.	Improves street pavement quality (directly or indirectly)
	Improves sidewalk pavement quality (directly or indirectly)
Goal 5: Ensure that plans, programs, and projects are fiscally responsible	Leverages external funding opportunities
	Timeframe (near/medium/long)
	Construction impacts to public (feasibility, right-of-way acquisition, access - qualitative analysis)
	Historic, cultural or environmental impacts
	Project cost (low/medium/high)

IV. Generation and Analysis of Projects and Programs

The project team generated a list of transportation projects and programs informed by comments from Steering Committee members, past plans and the existing conditions evaluation. These projects and programs are the key element for the Proctor Transportation Plan, outlining specific and prioritized areas of focus in which the City can advance its transportation vision. **Table 2** shows the planning and policy documents scrutinized for projects and policies. Note that many of the issues throughout these documents was repeatedly identified; some of these issues were also identified by the Steering Committee during Proctor Transportation Plan discussions.

At the June 2020 Steering Committee meeting, members were asked to consider the existing transportation system in Proctor and identify key locations and areas of concern. To assist with

facilitating session feedback, areas of focus were broken down geographically into Downtown Proctor, North Proctor, and South Proctor (see **Figures 2-4**). Note that not all of these projects ultimately became part of the projects and programs evaluated in this Action Plan.

Table 2 – Plans and Policy Documents Reviewed for the Transportation Plan	
Plan/Policy	**Key Themes**
MIC Area Thoroughfare Plan (2001)	Functional classification of roadways
Boundary Avenue Corridor Management Plan (2004)	Priority projects for Boundary Avenue
Proctor Master Trail Plan (2007)	Defines the multi-use trail system for Proctor, including priority projects and short/medium/long-term timelines
Proctor Comprehensive Plan "2020 Vision" (2010, Transportation Section)	Identifies priority transportation projects, including sidewalk gaps, regional trails and bike routes, transit service needs, walkability, and streetscaping.
St. Louis County Roadway Safety Plan (2012)	Identifies crash risk locations and safety improvements. No priority projects were identified within Proctor.
Connections 2040: Duluth-Superior Long-Range Transportation Plan (2014)	LRTP established goals and objectives for the urbanized area. General goals relate to Proctor, but only two specific projects noted directly affecting Proctor – I-35 pavement reconstruction and Skyline parkway preservation efforts.
Proctor Hermantown Munger Trail Spur Master Plan (2015)	Identifies preferred route for a regional trail connection linking Hermantown and Proctor to the Munger State Trail. Recommendations are divided into segments.
Proctor Transportation Report (2015)	Transportation recommendations includes access improvements along the I-35 corridor to support development and growth, bus stop improvements, sidewalk gaps, traffic signal improvements, pavement condition inventory, and the Munger Trail Spur.
Minnesota Design Team Visioning Design Boards (2015)	Wide-ranging architectural design charette recommendations, including downtown improvements along Hwy 2, future growth nodes, multi-modal infrastructure along 2nd Street and connections to Bay View Elementary school, connections to West Duluth, active transportation opportunities, and identification/prioritization of road maintenance and improvements.
Proctor Comprehensive Plan (2016)	Identifies priority projects, including filling sidewalk gaps, intersection improvements, a living streets (complete streets) policy, prioritization of road maintenance and improvements with the county and state, collaborative work to promote transit growth.
Proctor Safe Routes to Schools Plan (2017)	Identifies projects and policies to encourage biking and walking to school, including indicative designs for numerous corridors.
Duluth-Superior Metropolitan Interstate Council Transportation Improvement Program (2019)	The fiscally constrained transportation funding plan for the Duluth-Superior metropolitan area. Includes only two Proctor-related projects in the TIP: I-35 pavement reconstruction east from Boundary Ave and a new sidewalk on Boundary Ave adjacent to Klang Park (Duluth side of road).
St. Louis County Capital Improvement Program (2017)	Identifies the funding plan for St. Louis County. Two Proctor related projects included: Bridge construction on Boundary Ave at I-35 and traffic signal replacements along 2nd St at Hwy 2.

Figure 2: Downtown Proctor Mapping Steering Committee Comments

Figure 3: North Proctor Mapping Steering Committee Comments

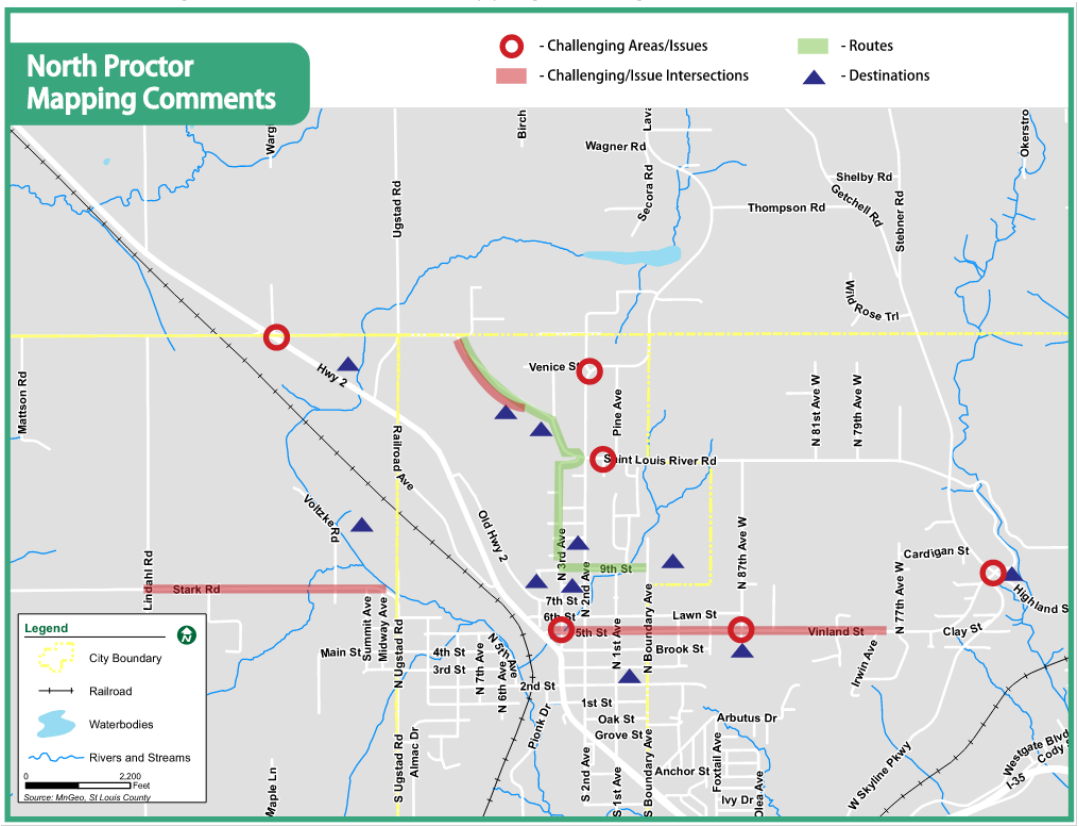
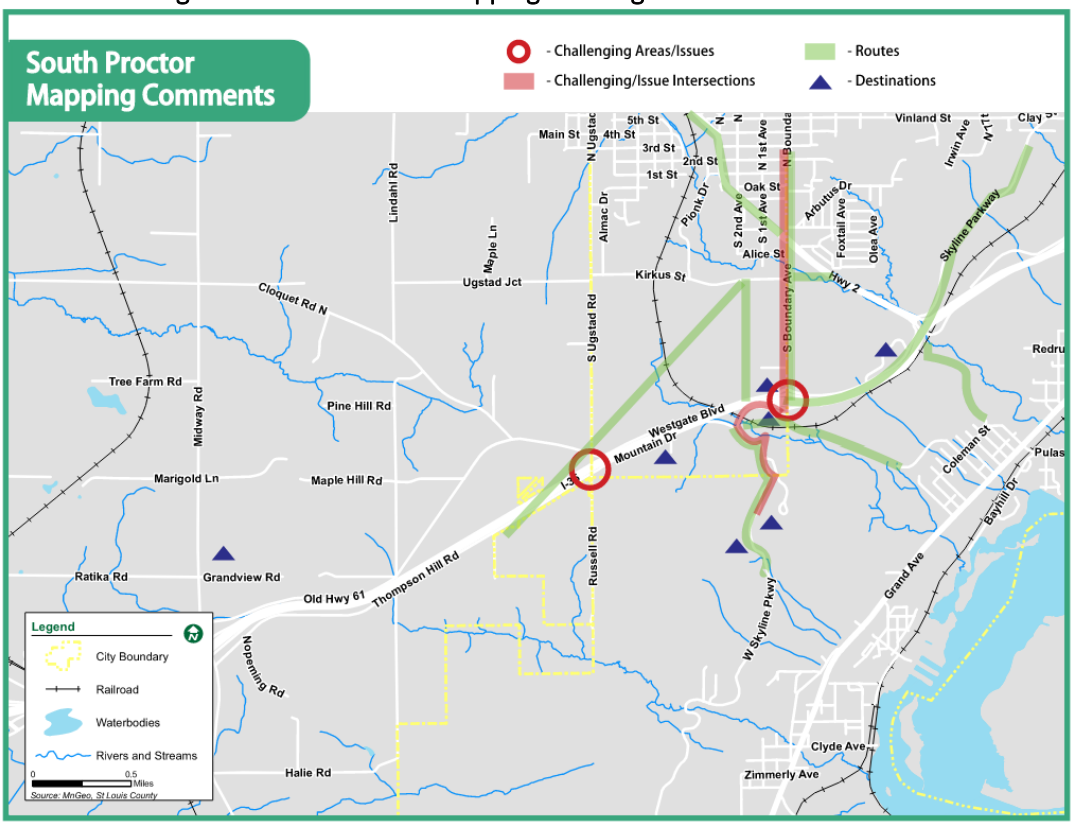


Figure 4: South Proctor Mapping Steering Committee Comments



Projects identified in both the Past Plans review and the Steering Committee session were compiled together into a single list for further review. This full list of potential projects and programs was further revised and consolidated to create an aspirational list for the City to consider over the next decade.

A variety of considerations went into creating a final project list, including:

- Local and regional support
- Steering Committee comments and support
- Annual Average Daily Traffic (AADT) and truck counts
- Roadway classification and jurisdiction
- Jurisdictional Funding timelines (based on current TIPs and CIPs)
- Project scale
- Closing of transportation network gaps
- Proximity to or provision of multi-modal infrastructure
- Adjacent and surrounding land use and/or residential density
- Timing of known planned projects
- Local and regional support
- Safety and crash concerns

Table 3 shows the final list of Transportation Action Plan projects evaluated in the project evaluation matrix. Note that several projects may be partially redundant, arising from various sources but with some variations. The categorization shown reflects what the project team felt to be primary and secondary focus areas, used to gauge that the process generated a good cross-section of projects.

Table 3: Final Proctor Transportation Plan Projects and Programs			
Location	**Project/Program**	**Category 1**	**Category 2**
CITY-WIDE	Sidewalk maintenance and improvement program	Pedestrian	
	ADA Transition Self-Evaluation	Pedestrian	
	Proctor Capital Planning Process	All Modes	
	Complete Streets Policy	All Modes	
	Bus Stop Improvements	Transit	
	Traffic Safety Countermeasure Program	All Modes	
DOWNTOWN	Highway 2 Safe Roadway Improvements	SRTS	Downtown, Safety
	2nd Street Streetscaping	Downtown	Ped Improvements
	N 2nd Avenue Streetscaping	Downtown	Ped Improvements
	Downtown Circulation Study	Downtown	Study (capacity building)
	Downtown Parking Inventory Study	Downtown	Study (capacity building)
	Highway 2 Streetscaping and Multimodal Improvements	Downtown	Ped Improvements
CITY-CENTER AREA	5th St / Vinland St Corridor improvements	SRTS	Cross-Jurisdiction Coordination
	9th Ave/4th St/Ugstad area	SRTS	Cross-Jurisdiction Coordination
	2nd St Multimodal Improvements	SRTS	Safety
	Boundary Avenue Multimodal Improvements	Bike/Ped	SRTS, Traffic Management
	Pionk Drive Multi-Use Trail	Multi-Use Path	
	Orchard St Sidewalk Improvements	SRTS	
	Zenith Terrace Connection to Bayview School	SRTS	Bike/Ped
	Zenith Terrace Connection to Klang Park	Bike/Ped	SRTS
	Bayview School Forest Trails	SRTS	
	Munger Trail Spur Segment 4 (2nd St, Pionk Dr, Boundary)	Multi-Use Path	
OUTER CITY	Munger Trail Spur Segment 3 (Keene Creek Path to 9th Street)	Multi-Use Path	SRTS
	Munger Trail Spur Segment 5 (Kirkus south to I-35)	Multi-Use Path	
	Munger Trail Spur Segment 6 (I-35 to Duluth Cross-City Trail)	Multi-Use Path	
	I-35 Interchange and Gateway Area	All Modes	
	Hwy 2 / Boundary Ave Intersection Improvement	Traffic Safety	Gateways

V. Project and Program Evaluation Methodology

The final list of projects and programs was scored against performance measures in each goal via an evaluation matrix format. Project implementation timeline and project cost were also reviewed at a high level to incorporate into the evaluation. Note that the level of information available for cost estimation was limited, so project team used best engineering judgement to place projects and programs into broad cost categories. For timeline, the assumption is that near-term funding availability is limited to what Proctor is able to do within its own budgeting process, and items already identified within the fiscally constrained Transportation Improvement Plan for the Duluth region (the upcoming plan will fund fiscal years 2021-2024).

Scoring was conducted for performance measures on a scale of -2 (strongly does not support) to 2 (strongly supports). For timeline and cost, scoring was measured on a two-part scale of 0 (not meeting) or 1 (meeting the criteria) for Timeline (short, medium, long)[1] and Cost (low, medium, high)[2]. Projects were first assigned goal-specific average scores based on how well they adhered to the performance measures corresponding to each goal. These goal-based averages were then combined and averaged again to determine a final project/program score. This method was used to maintain more even weighting across various goals/performance measures.

The scoring process was largely based on the subjective best professional judgment of the project team. While population data on income and race were provided by the MIC, insufficient data was available to carry out a more objective and quantitative measurement for each project or program with regards to every criterion. Findings were shared with both project leadership and the Steering Committee for review and revised based on feedback following the November 2020 Streeting Committee Meeting.

The complete Project Evaluation Matrix with evaluation notes can be found in **Appendix A**.

VI. Project Prioritization

Based on average scores, projects and programs were ranked with higher average scores indicating a higher level of project/program priority based on the scoring methodology (**Table 4**). This process allows for the City of Proctor to begin visualizing an approach that identifies projects which more favorably align with Plan goals and begins to suggest an approach to implementation.

It is understood that while this list provides a level of ranking project/plan importance, it should be used to *help* inform the allocation of resources towards project implementation, not necessarily be the *only* standard by which projects/programs are pursued. Additional considerations must be considered, including the full spectrum of anticipated returns on investment, local and regional acceptance of/readiness for a particular project or program, and the possibility of taking advantage of unexpected opportunities as they arise. There are many factors that may go into deciding when a project is ripe to move forward.

[1] Short: <5 years; Medium: 6-10 years; Long >10 years

[2] Low: <$99,999, Medium: $100,000-249,999; High: >$250,000. Note that *low* cost is a relative term depending on a jurisdiction. For a city the size of Proctor, even items in the low cost category may be fiscally challenging, particularly given recent budgetary difficulties owing to the effects of the Covid-19 pandemic on local tax revenue.

Table 4: Proctor Transportation Plan Prioritized Projects and Programs	
Project / Program	**Composite Score**
Highway 2 Safe Roadway and Streetscaping Improvements	1.62
Proctor Capital Planning Process	1.59
Munger Trail Spur Segment 4 (2nd St, Pionk Dr, Boundary)	1.55
ADA Transition Self-Evaluation	1.52
Boundary Avenue Multimodal Improvements	1.44
Bayview School Forest Trails	1.39
Zenith Terrace Connection to Bayview School	1.38
Zenith Terrace Connection to Klang Park	1.38
Orchard St Sidewalk Improvements	1.38
Pionk Drive Multi-Use Trail	1.35
Downtown Circulation Study	1.33
2nd Street Multimodal and Streetscaping Improvements	1.32
Complete Streets Policy	1.32
5th St / Vinland St Corridor improvements	1.31
Downtown Parking Inventory Study	1.31
Hwy 2 / Boundary Ave Intersection Improvements	1.30
Munger Trail Spur Segment 5 (Kirkus south to I-35)	1.29
Munger Trail Spur Segment 6 (I-35 to Duluth Cross-City Trail)	1.29
Munger Trail Spur Segment 3 (Keene Creek Path to 9th Street)	1.25
Sidewalk maintenance and improvement program	1.23
I-35 Interchange and Gateway Area	1.20
9th Ave/4th St/Ugstad area multimodal improvements	1.16
N 2nd Avenue Streetscaping	1.13
Traffic Safety Countermeasure Program	0.94
Bus Stop Improvements	0.92

VII. Key Projects

The project team identified *key projects* (**Table 5**) to help further focus the efforts of Proctor and its partners towards Transportation Plan implementation. These projects ranked highly within the performance measure scoring/prioritization process and were considered to be within the 10-year horizon of this Plan.

Projects outside the 10-year period would be considered of a more aspirational nature for Proctor, though worthy of future consideration and discussion in coming years. It is worth noting that more substantial projects are likely to considered more long-term, but preparation and positioning work can be done well in advance to make these projects better candidates to receive future funding via the TIP, state bonding dollars or other resources.

Table 5: Key Projects and Programs		
Project	**Prioritization Score**	**Assumed Timeline** Short, Medium, Long, Ongoing
Highway 2 Roadway and Streetscaping Improvements	1.62	Medium*
Proctor Capital Planning Process	1.59	Ongoing
Munger Trail Spur Segment 4 (2nd St, Pionk Dr, Boundary)	1.55	Medium
ADA Transition Self-Evaluation	1.52	Short
Boundary Ave Multimodal Improvements	1.44	Long
Bayview School Forest Trails	1.39	Medium
Zenith Terrace Connection to Bayview School	1.38	Medium
Zenith Terrace Connection to Klang Park	1.38	Short
Orchard Street Sidewalk Improvements	1.38	Short
Pionk Drive Multi-Use Trail	1.35	Medium
Downtown Circulation Study	1.33	Short
2nd Street Roadway, Multimodal, and Streetscaping Improvements	1.32	Short
Downtown Parking Inventory Study	1.31	Short
Complete Streets Policy	1.23	Short
Sidewalk maintenance and Improvement Program	1.23	Ongoing
I-35 Interchange and Gateway Area	1.20	Short
Traffic Safety Countermeasures	0.94	Ongoing

*MnDOT's upcoming Highway 2 project is the largest and potentially most effectual transportation project that will occur in Proctor the next decade. Although the project is planned for 2026 and is therefore medium-term, scoping for this project is just beginning. It will be important for Proctor to work closely with MnDOT in the near-term to clearly identify the needs and aspirations Proctor would like to see for this important corridor. This has the benefit both of getting more or Proctor's ideas in front of MnDOT decision-makers early on (and therefore possibly incorporated into the project scope), or will help clearly define the project for Proctor and decrease any surprises at items either included or left out.

Figure 5 the locations of future improvements identified as key projects.

Transportation Plan

Proctor, MN

Future Roadway Improvements

January 2021

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HERMANTOWN
MIDWAY TOWNSHIP
DULUTH
CP Railway Proctor Yard
St. Louis County Fairgrounds
Proctor Regional Recreation Area
Klang Park
Bayview Elementary
Proctor High School / Middle School

Munger Trail Spur 3
Munger Trail Spur 5
Munger Trail Spur 6

Munger Trail Spur Continues Northeast to Hermantown

Spur Connection to Superior Hiking Trail and Munger Trail via Duluth Cross City Trail

Kingsbury Creek
Unnamed Stream
Stewart Creek
Knowlton Creek
Unnamed

Garden Park Dr
Willoughby Ln
Wild Rose Trl
Stebner Rd
Youngdahl Rd
Park Dr
Venice St
Lavaque Rd
Ugstad Rd
Birch Ave
Saint Louis River Rd
Pine Ave
Hazel St
N 81st Ave W
N 79th Ave W
N 87th Ave W
N 85th Ave W
N 77th Ave W
Railroad Ave
Old Hwy 2
Volkze Rd
13th St
12th St
11th St
N 2nd Ave
N 3rd Ave
Acacia Ave
Bass Blvd
9th St
8th St
7th St
6th St
5th St
N 1st Ave
Lawn St
Vinland St
Stark Rd
Ross Ln
Summit Ave
Midway Ave
Hill St
Main St
4th St
3rd St
Crest St
Eveleth Ln
N 9th Ave
N 8th Ave
N 7th Ave
N 6th Ave
N Ugstad Rd
1st St
2nd St
N Boundary Ave
Brook St
Meadow St
Orchard St
Inwin Ave
Ash St
Oak St
Grove St
Park Pl
Terminal Ave
Arbutus Dr
Magnolia Dr
Larch Dr
Kalmia Dr
Juniper Ln
Ivy Dr
Holly Ln
Elder Dr
Foxtail Ave
Olea Ave
Anchor St
Almac Dr
Pionk Dr
S 2nd Ave
2nd Dr
S Elder Dr
Spruce Dr
Redwood Dr
S 1st Ave
Alice St
Kirkus St
S Boundary Ave
Maple Ln
Ugstad Jct
S Ugstad Rd
Cloquet Rd N
Shannon Rd
Westgate Blvd
Mountain Dr
W Skyline Pkwy
Knowlton Blvd
Coleman St
N 80th Ave W
N 78th Ave W
Old Hwy 61
Thompson Hill Rd
Ormsby Rd
Russell Rd

COUNTY 1015 ROAD
COUNTY 1016 ROAD
COUNTY 1017 ROAD
COUNTY 161 ROAD
COUNTY 20 ROAD
COUNTY 284 ROAD
COUNTY 896 ROAD
2
48 COUNTY
11 COUNTY
89 COUNTY
14 COUNTY
45 COUNTY
73 COUNTY
35
MINNESOTA 23

Legend

Future Projects

Short Term Projects

- I-35 Interaction and Gateway Area
- I-35 Interchange Study
- Orchard Street
- Zenith Terrace Connection to Klang Park
- 2nd Street Streetscaping and Multimodal Improvements

Medium Term Projects

- Bayview School Forest Trails - Connection from Orchard St to Bayview
- Relocated Bus Stop
- Hwy 2 Safe Routes & Streetscaping

- Zenith Terrace Connection to Bayview School
- 5th St / Vinland St Corridor Improvements
- 9th Ave / 4th St / Ugstad Area
- N 2nd Avenue Streetscaping
- Pionk Drive
- Munger Trail Spur 4

Long Term Projects

- Hwy 2 / Boundary Ave Intersection Improvement
- Boundary Avenue Multimodal Improvements
- Munger Trail Spurs 3, 5, & 6

Short Term = < 5 years
Medium Term = 6 - 10 years
Long Term = > 10 years

Source: St. Louis County, MnGeo

0 1,500 Feet

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VIII. Demonstration Projects

As part of the Proctor Transportation Plan, the project team installed two demonstration projects to engage the community and demonstrate potential future active transportation street changes.

Figure 6: 2nd Street/US Highway 2 Demonstration Project, September 2020

Demonstration projects are short-term, low-cost, temporary roadway projects used to test potential long-term solutions to improve walking, biking, and public spaces. They are also used to engage the community in transportation decision-making by allowing them to experience and interact with potential street changes.

Based on June Steering Committee Feedback, the project team selected possible demonstration project locations and agreed final locations collaboratively following a design workshop with staff from the City of Proctor, St. Louis County, MnDOT and the MIC. Project locations were selected for the 2nd Street intersections with 5th Avenue and with US Highway 2. Generally, the two project locations were selected based on Steering Committee input, previous planning efforts, community destinations, and the likelihood they would be seen by the community.

Demonstration project design details were agreed in August; the MIC procured installation materials and the project team distributed information about the upcoming installation to the Proctor community.

Project staff and community members installed the demonstration projects on September 2, 2020 to have the project in place before Labor Day Weekend and the start of the school year. The projects consisted of painted curb extensions and vertical white bollards. The project team monitored the status of the projects during the demonstration project period with the assistance of City of Proctor staff, troubleshooting issues such as bollards being knocked down.

A demonstration project summary report and all survey responses are included in **Appendix B**.

Survey Feedback

A public feedback and evaluation period followed installation from September to mid-October, when the bollards were removed. A survey was distributed to the community to gather people's thoughts about the demonstration project. A total of 69 responses were collected. The majority of responses came from people who saw the demonstration projects while driving. As is typical of many demonstration projects, which presents a change in the built environment, initial feedback provided to the project team was negative. Responses tended to become more mixed over time, presumably as the public became more accustom to the new arrangement. Of the eight responses from those who walked or biked, 50% felt positively about the installations and had the following comments:

> *"Please make permanent versions of these. When using the project areas while walking, I feel considered by the people who make decisions, maybe even empowered."*
>
> *"Forward thinking"*
>
> *"You should do these at the intersection of Boundary Avenue and 2nd Street (because of the park), the intersection of Boundary Avenue and Vinland Street (because that's a route to the elementary school), and at the intersection of 2nd Avenue and 2nd Street."*
>
> *"It feels more comfortable to cross the street. I can see oncoming cars easier, and the crossing distance isn't as long."*
>
> *"Possibly change the entire 'downtown' stretch to reflect these changes."*

Site Observations and Findings

Project staff conducted several site observations following the installation of temporary curb extensions demonstration project. US-2 and 2nd Street observations found that the US-2 and 2nd Street had minimal impact on traffic calming, including turning movements. Motor vehicle traffic on US-2 did not noticeably slow down as they passed through the intersection. However, the curb extensions gave pedestrians more visibility with motorists to crossing both streets and created a more comfortable sidewalk experience with the additional space. One business had a slight impact to their delivery zone. The temporary curb extensions were placed in largely un-used space on the roadway that could be utilized for other uses that will make a more comfortable and safe pedestrian environment.

2nd Street and 5th Avenue observations found that the temporary curb extensions did provide effective traffic calming at the intersection overall. Motor vehicle traffic did slow down on all legs as it passed through the intersection. An issue was identified with the turning movement from westbound 2nd Street onto northbound 5th Avenue. Regular passenger vehicles could make the turn, albeit more slowly, and avoid crossing into the oncoming travel lane as well as without striking the delineator posts. However, larger vehicles, including school buses and large commercial trucks, could not make the turn, even when slowing down, without crossing into the oncoming traffic lane and running over the delineator posts. The posts were frequently run over each day by these larger vehicles. The tighter corner radius did change traffic patterns of the larger vehicles as many would continue through on 2nd Street instead of turning right and following the county roadway. While the curb extensions did calm traffic at the intersection

overall, and in turn provided greater visibility between motorists and pedestrians, this did not noticeably increase the frequency of motorists yielding for pedestrians to cross 2nd Street. No additional crosswalk pavement markings were included on this project which may have contributed to the low yielding rates.

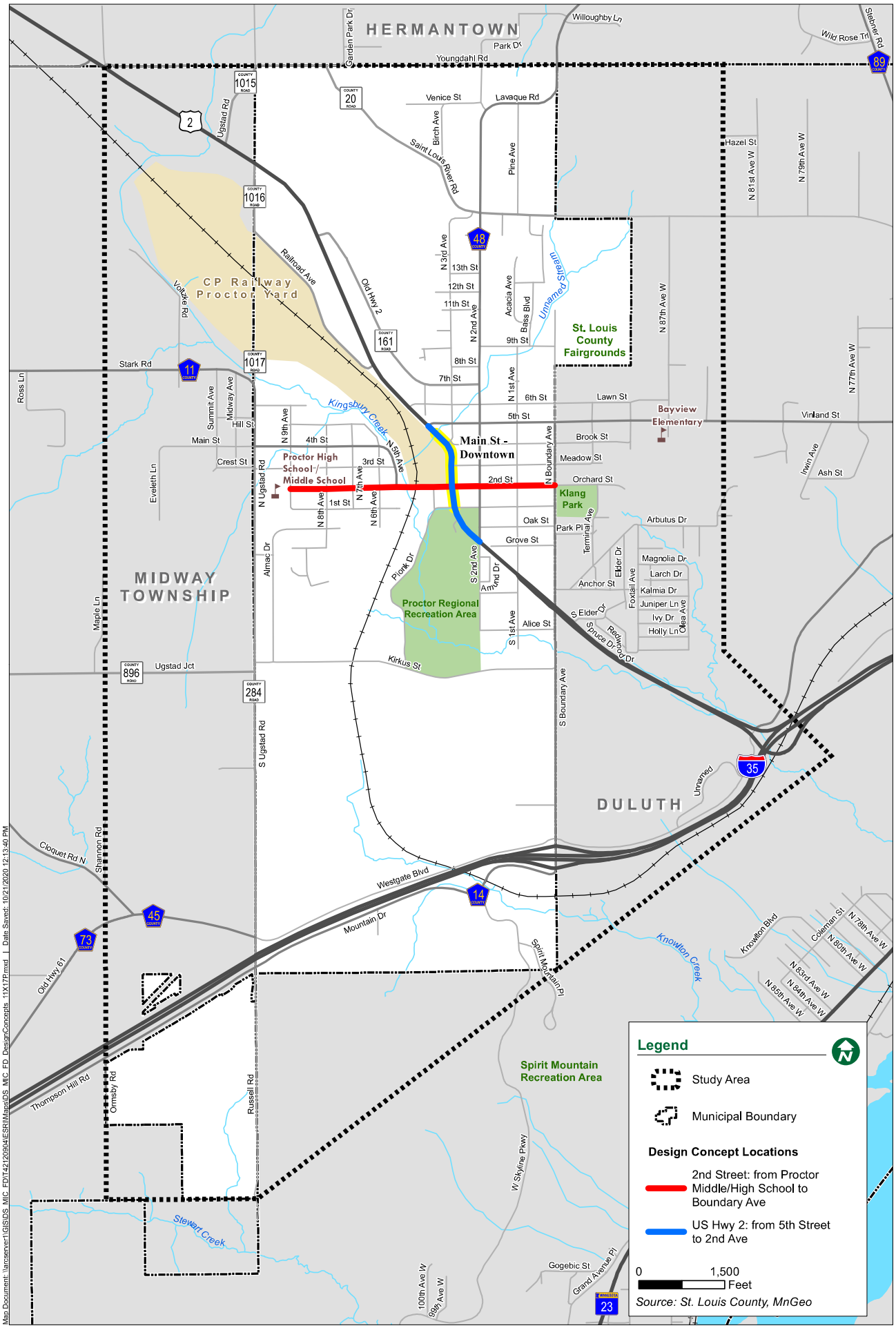
IX. Conceptual Roadway Designs

Conceptual design was included as part of the Proctor Transportation Plan process to further investigate possibilities for key projects. Leaning on the clarity gained through the project prioritization process, and with insight from the demonstration project, two locations were chosen to develop conceptual roadway designs and renderings – 2nd Street from the Middle/High School (9th Ave) to Klang Park (Boundary Ave), and US Highway 2 from s 2nd Ave to 5th Street. Both Hwy 2 and 2nd Street were identified repeatedly in both the past plans review and discussions with the Steering Committee. Both routes are also major transportation spines within the City and facilitate a significant amount of intracity/intercity connectivity and a sizeable proportion of Proctor's daily traffic.

2nd Street is noted repeatedly as an opportunity location for multimodal improvement, particularly through the lens of Safe Routes to School as it links between the Middle and High School Campus and Klang Park and the near vicinity of Bay View Elementary School to the east. US Hwy 2, a principal arterial road and truck route linking Duluth to the Iron Range and other parts of northern Minnesota, is scheduled for a major pavement reclamation project in 2026 by MnDOT. The Highway 2 design recommendations are intended to express key design issues that can substantively benefit the City of Proctor during the upcoming Highway 2 project and serve as a starting point for discussions during project scoping and preliminary design stages.

By furthering these projects through conceptual design, this plan seeks to showcase implementable best-practices, highlight two key project opportunities within the City, develop plan ownership and support, and inform design considerations for two near-term transportation improvement projects.

Figure 7 shows the extent of the two locations chosen for concept-level design.



US Highway 2 Conceptual Design

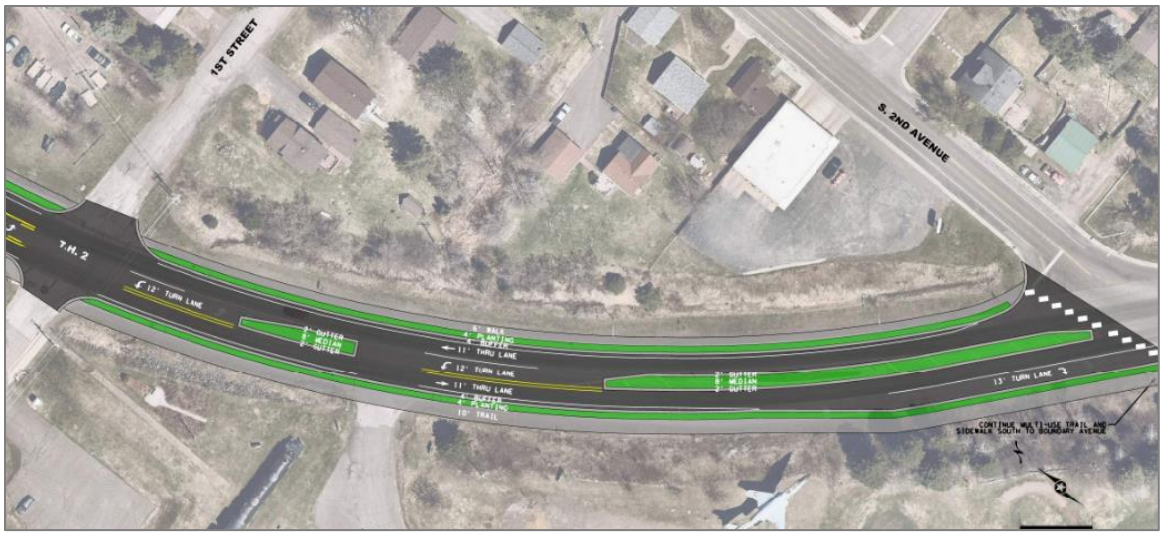
US Highway 2 provides the primary north/south transportation spine to and through Proctor, and also serves as Proctor's Main Street. Originating from I-35 to the south, Hwy 2 connects the Duluth to the Iron Range and other parts of northern Minnesota. A heavy trucking route, Hwy 2 varies within Proctor from three lanes and 40 mph south of Downtown Proctor, to two lanes and 30 mph within Downtown. While sidewalks exist in Downtown (between 4th St and 1st St), they are primarily on the east side of the road, adjacent to commercial businesses. Sidewalks are not present north and south of Downtown. No bicycle infrastructure is currently located on Hwy 2.

With the goal of calming traffic through Downtown Proctor, promoting multi-modal accessibility, and leveraging infrastructure improvements to enhance the vibrancy of Downtown, the project team created a conceptual roadway redesign from 2nd Ave to 5th St. Design cues were taken from the Steering Committee visioning session, along with the Past Plan review, particularly the SRTS report and MN Design Center Proctor Visioning Workshop. An additional assessment and design feasibility was conducted to ensure redesign concepts adhered to all best practices.

This corridor is of central importance for Proctor, serving both as the city's main street and as it's primary connecting roadway to nearby Duluth and the larger region. It is particularly important that Proctor cement its needs and desires for this corridor prior to pre-design and project scoping for MnDOT's Hwy 2 Pavement Reclamation Project. This is a rare opportunity to rethink the corridor through Downtown Proctor and consider how the road can operate both as a regional highway and as Main Street.

Figure 8 depicts a geometric conceptual design for Highway 2 through Downtown Proctor.

Figure 8: Highway 2 Conceptual Design, 2nd to 3rd Streets



Medians/Channelization

Channelization by means of introducing median islands is a key feature of the Hwy 2 conceptual design. The Steering Committee emphasized that traffic volumes and speeds through Downtown Proctor were a challenge for the city. Traffic volumes and the amount of truck traffic are unlikely to change in the near future, but channelization helps as a visual cue to encourage slowing to the 30 mph speed limit Medians also allow the opportunity for pedestrian refuge islands in places, or landscaping effort to soften the look and feel of the highway. Landscaped medians can also be useful for a degree of stormwater management.

Additional Conceptual Design Features

- Moving the existing southbound bus stop near 3rd Street (where there is no sidewalk space) nearer to the 2nd Street intersection and potentially including a shelter features. Consultation with DTA on stop location would be needed to determine optimal location based on route operational needs.
- Maintaining a 7-foot sidewalk on the west side of Highway 2 between 2nd and 3rd Streets, with a pedestrian crossing near 3rd Street
- A 10-foot sidewalk on the east side of Highway 2 from south of the 2nd Street intersection north to 5th Street. This would be adjacent to a 9-foot planting/furnishing zone that buffers this main pedestrian space from the roadway and can be used for a variety of placemaking efforts.
- Adding a 6-foot sidewalk and 4-foot vegetated planting buffers to the east side of Highway 2 between 1st Street to 2nd Avenue.
- Upgraded all pedestrian curb ramps to meet ADA standards.

The conceptual design consists primarily of geometric linework, but the City of Proctor and MnDOT may want to consider further aspects as scoping and preliminary design move forward for Highway 2.

Street Lighting

Proctor is interested that street lighting be discussed and considered with the Highway 2 project. At present, high-level metal pole lighting is present from Boundary Avenue north on Highway 2 to 4th Street, and pedestrian-level ornamental lighting exists along Highway 2 between 1st Street and 4th Street.

Multi-Use Trail
South of downtown, there is ample space alongside Highway 2 to consider a 10-foot multi-use trail between Boundary Avenue and 1st Street. In Downtown Proctor, space is more constrained, but a minimum-width multi-use trail of 8' may be able to fit in places. A multi-use trail should not be situated immediately adjacent to urban type businesses due to potential conflict with business entrances.

Street Flooding
Steering Committee members expressed some concern about flooding along the Highway 2 corridor during high volume rain events. While these events are considered rare, two have occurred in recent years. As such, the project team recommends that drainage and flood prevention/mitigation issues be considered during Highway 2 project scoping.

Curb Extensions
Curb extensions featured as part of the demonstration project at Highway 2 and 2nd Street. These are shown in the 2nd Street conceptual design. Curb extensions are depicted at the 3rd Street intersection with Highway 2. Curb extensions benefit pedestrian and traffic safety in several ways – they slow the speed of a turning vehicle, they allow a shorter distance to cross the road, and they allow pedestrians to better see and be seen when at the side of the road waiting to cross.

Bicycle Accommodation
Bicycle accommodation is not shown in the conceptual design, but several cross sections were developed for Steering Committee discussion (see **Appendix C**). As with most concept-level design, reviewing the operational cross section of a street involves give-and-take when right-of-way is limited. Space could potentially be reallocated from the planting/furnishing zone, shoulders, and curbside parking. Reallocating space frequently involves tradeoffs. Highway 2 has not been designated in most planning documents for future bicycle accommodation (the Proctor Safe Routes to Schools Plan is a notable exception), and a bikeway may affect the possibility for a planting/furnishing zone adjacent to businesses – a real asset in terms of the look and feel of downtown. During steering committee discussions the question was reaised about the feasibility of a shared use path in Downtown proctor on the east side of Highway 2. While this would facilitate bikes through Downtown, it is not a recommended solution as it presents user conflicts with pedestrians and existing, zero foot setback businesses along Highway 2.

The project team recommends that bicycle accommodation be raised during Highway 2 project scoping for a more focused discussion. Given traffic and truck volume, bicycle accommodation should only be considered that would allow enough separation to offer a degree of safety and comfort.

2nd Avenue Intersection
There is currently a long, skewed crosswalk at the US-2 intersection with 2nd Avenue, and what would be a southbound left turn lane from US-2 to 2nd Avenue is a painted median. The project team did not propose a change from existing conditions here, but the City of Proctor, St Louis County and MnDOT may want to review this intersection during the Highway 2 project scoping. There are no connecting sidewalks in any direction here at present and no obvious destinations to the south of Highway 2 other than the residential neighborhood. St. Louis County has indicated that it's prefered policy be that all access be provided at the intersection of a state

highway (US-2) and a County State Aid Road (2nd Avenue). This would require restoring the southbound left turn lane.

If the crossing is considered necessary, it may be prudent to situate it as a perpendicular crossing of Highway 2, and to make better use of the exsting painted median as a more formalized pedestrian refuge island. Additional potential interventions here include evaluating lighting at the crossing, missing sidewalk and ADA ramp elements, and an enhanced crossing that uses some sort of beacon system to highlight when a pedestrian is present.

Triangular Areas North of Downtown

There are several triangle-shaped parcels in public ownership north of downtown, at the intersections of 4th and 5th Streets. These may be considered as opportunity sites for small park sites or some sort of gateway feature at 5th Street. The Minnesota Design Team in 2015 noted these sites for intersection plazas, opportunities to reorganize downtown parking, and part of an *entertainment district*. Semi-permenant, low-cost installations may be a viable strategy for enhancing these and other associated areas while informing future permenant improvements throughout Downtown Proctor.

Larger-scale conceptual design drawings and renderings for the Highway 2 corridor can be found in **Appendix C**.

2nd Street Conceptual Design

2nd Street provides continuous east/west access across the Proctor, bisecting Hwy 2 in the heart of Downtown. 2nd Street is anchored by the City's Middle/High School on the west, and Boundary Ave/Klang Park to the east. This is a key opportunity corridor in Proctor, as it knits the eastern and western halves of the city together, connecting to parks, schools, the Proctor Community Center, Downtown, and to the key regional corridors of US Highway 2 and Boundary Avenue. A project here benefitting bicycles and pedestrians ticks multiple boxes for past planning efforts.

The entirety of 2nd Street is two lanes and 30 mph with parking on either side of the road. Sidewalks are present on both sides of the road but are not consistent widths, and planted buffers are not present in many places. Sidewalks are sometimes in poor condition, particularly west of 5th

Avenue. No bicycle infrastructure is currently located on 2nd Street. Between 9th Avenue and 5th Avenue, 2nd Street is a City of Proctor roadway. St. Louis County owns and operates 2nd Street from 5th Avenue to Boundary Avenue; Orchard Lane east of Boundary Avenue is a City of Duluth road.

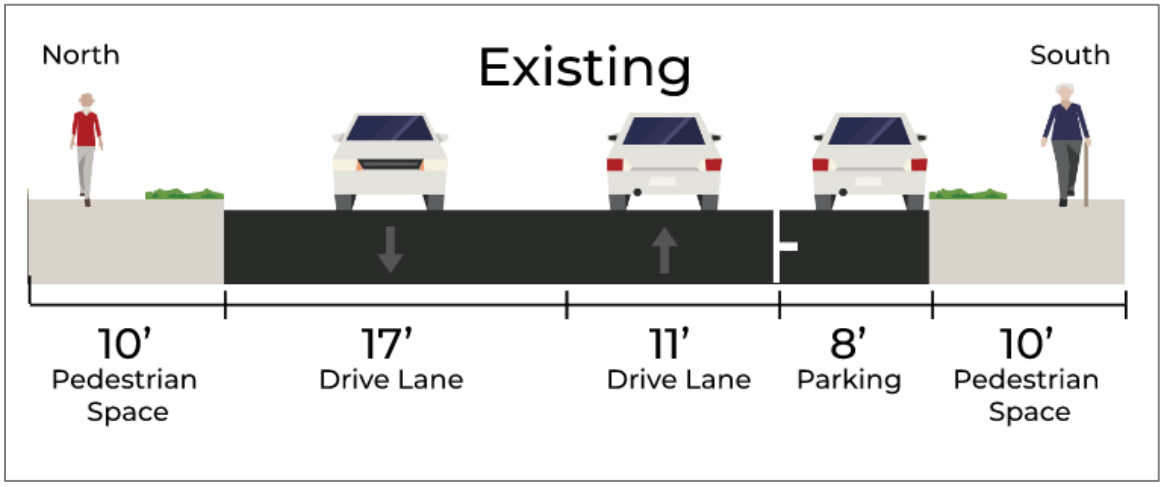
To enhance both multimodal accessibility and overall aesthetics of 2nd Street, a conceptual design was created for the full stretch the corridor. Design cues were taken from the Steering Committee visioning session, along with the Past Plan review, particularly the SRTS report. An additional assessment and design feasibility was conducted to ensure redesign concepts adhered to all best practices.

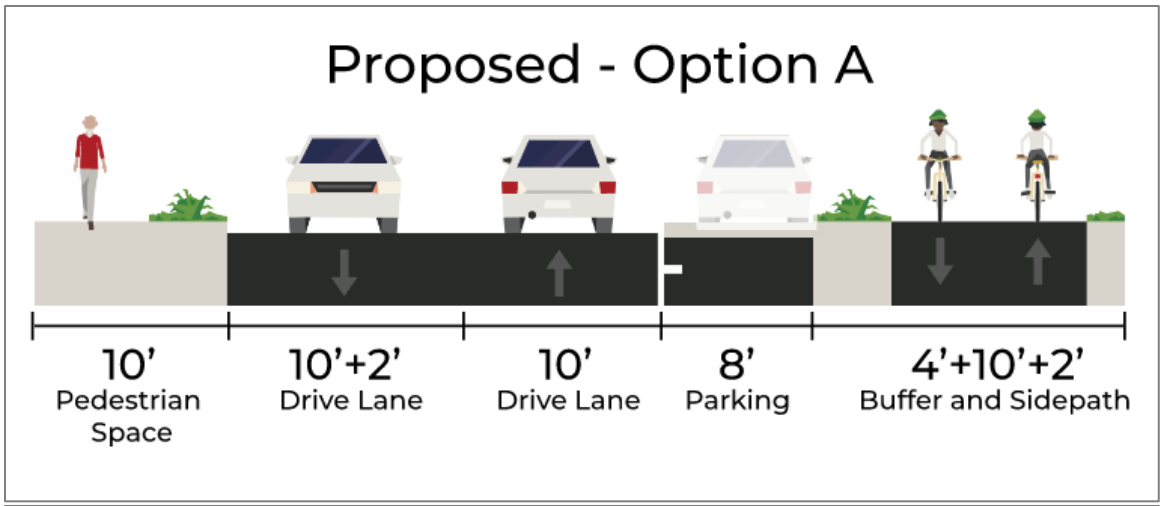
City of Proctor 2nd Street Segment

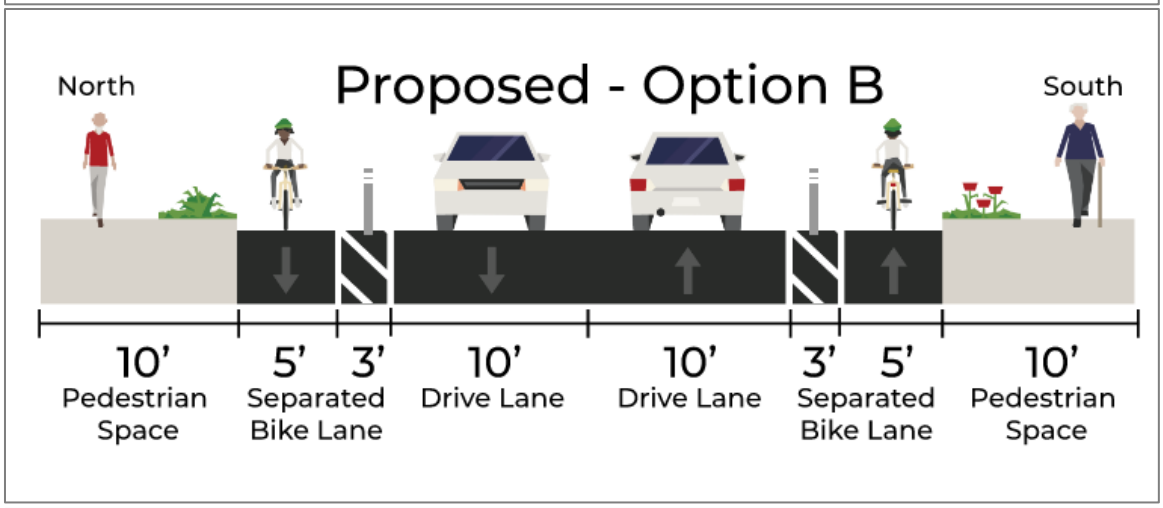
The City of Proctor owns and operates the segment of 2nd Street between 9th Avenue and 5th Avenue and has indicated some willingness to consider reconstructing the street in coming years. The project team recommends that the City consider traffic calming here, such as curb extensions, median/pedestrian refuge islands, chicanes, neighborhood traffic circles or speed humps. Speeds are especially fast where eastbound vehicles head downhill toward 5th Avenue. Traffic calming design should be coordinated with any proposed bicycle infrastructure.

Figure 9 depicts existing and proposed cross sections for the Proctor segment of 2nd Street. Options A (shared use path) and B (buffered bike lanes) are geared toward a wider audience, more conducive to the desire to accommodate bicyclists of all ages and abilities. Option C shows a shared lane in the downhill direction, but retains parking on one side of the road. Options B and C fit within the existing curbs; Option A would involve reconstructing the southern curb.

Figure 9: 2nd Street Cross Section (Proctor Segment)




Proposed - Option A
10’
Pedestrian Space
10’+2’
Drive Lane
10’
Drive Lane
8’
Parking
4’+10’+2’
Buffer and Sidepath


North
Proposed - Option B
South
10’
Pedestrian Space
5’
Separated Bike Lane
3’
10’
Drive Lane
10’
Drive Lane
3’
Separated Bike Lane
5’
10’
Pedestrian Space

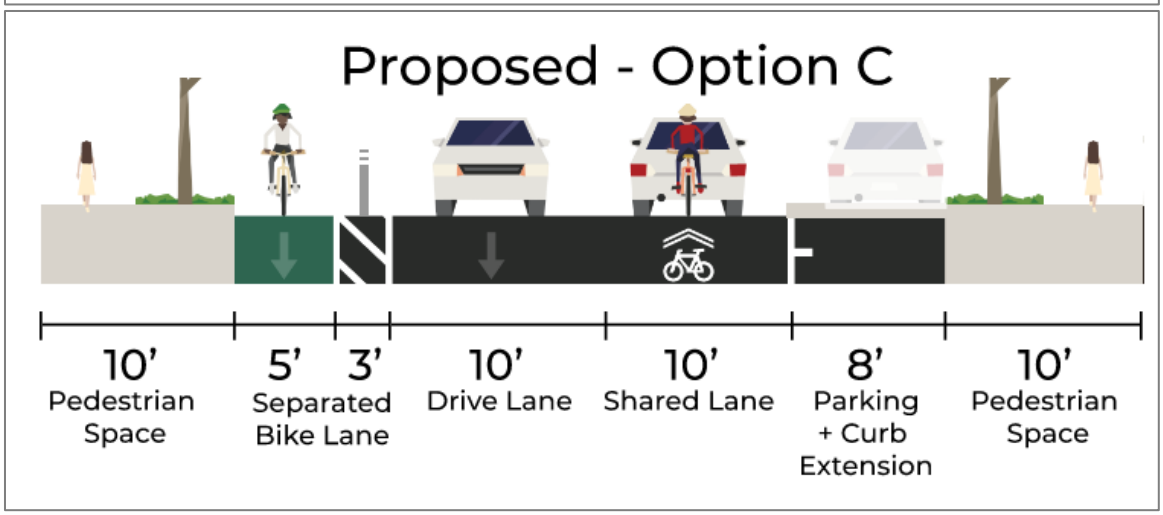
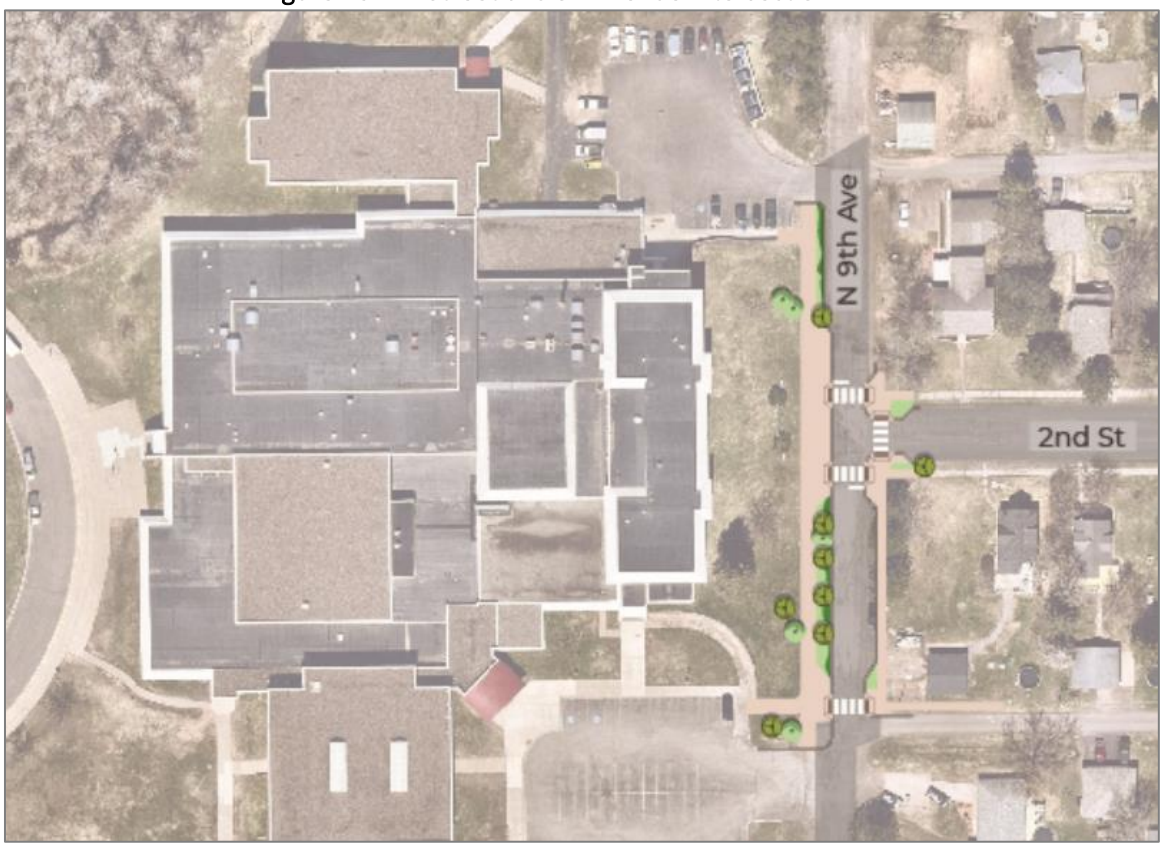

Proposed - Option C
10’
Pedestrian Space
5’
Separated Bike Lane
3’
10’
Drive Lane
10’
Shared Lane
8’
Parking + Curb Extension
10’
Pedestrian Space

Figure 10 shows a proposed treatment at the intersection of 9th Avenue and 2nd Street. 9th Avenue is the front entrance to the school complex, yet it lacks sidewalks today.

Figure 10: 2nd Street and 9th Avenue Intersection



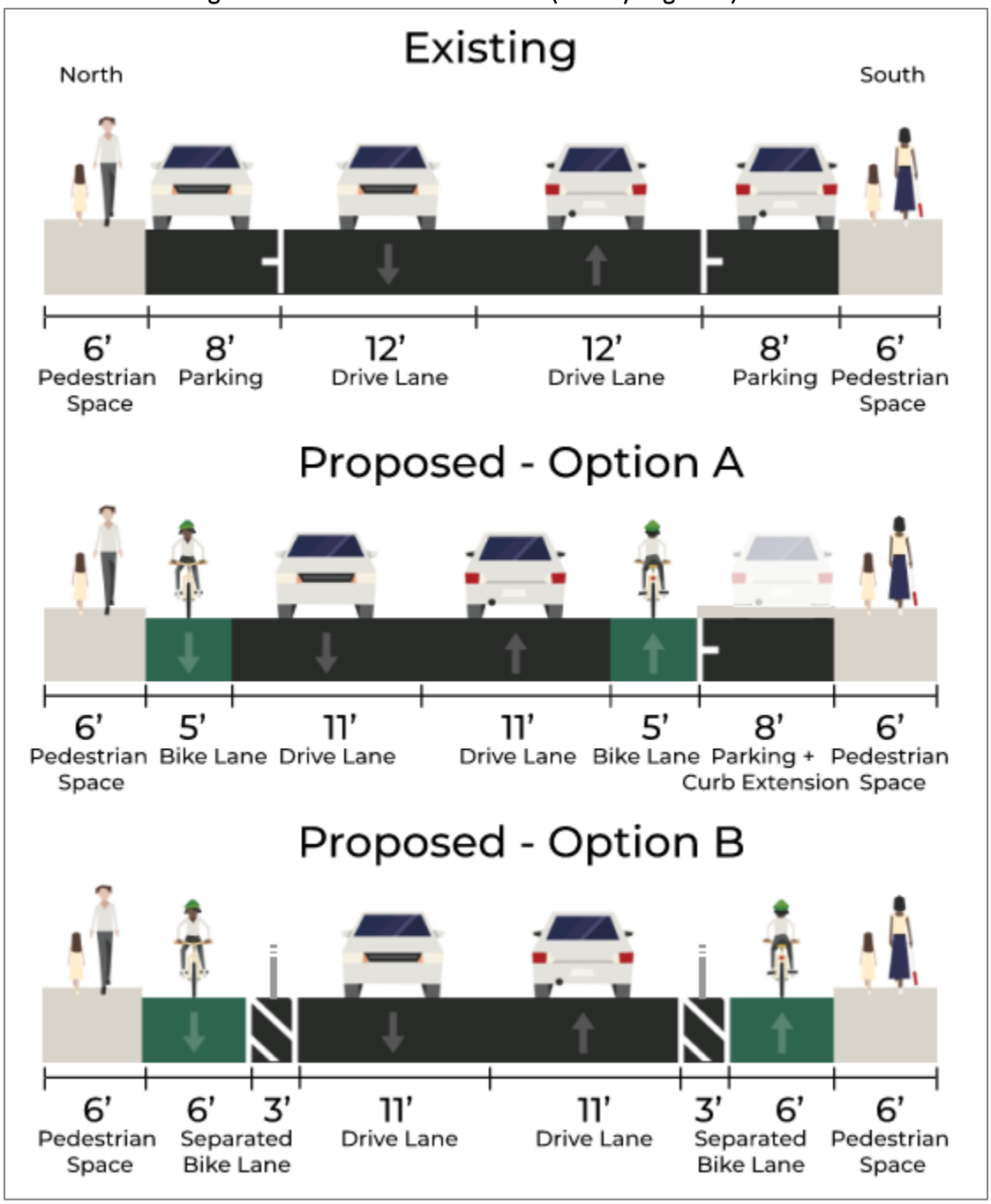
St. Louis County 2nd Street Segment

From 5th Avenue east to Boundary Avenue, 2nd Street is owned and operated by St. Louis County. This segment includes the rail crossing, Downtown Proctor and Highway 2, and the Proctor/Duluth city boundary with access to Klang Park. This segment includes the two demonstration project intersections – 5th Avenue and Highway 2.

The project team recommends that the County consider traffic calming here, such as curb extensions, median/pedestrian refuge islands. Traffic calming design should be coordinated with any proposed bicycle infrastructure.

Figure 11 depicts existing and proposed cross sections for the County segment of 2nd Street.

Figure 11: 2nd Street Cross Section (County Segment)



Bicycles could be accommodated along 2nd Street with elimination of parking from one side of the roadway. Buffered or protected bike lanes (higher degree of bicyclist comfort and safety) would only be possible with elimination of street parking. Note that either option here is compatible either Option B or C for the City-owned segment of 2nd Street, but the shared use path concept would require special attention.

Note that coordination would need to take place between Proctor and St. Louis County to create a unified, agreed and implementable arrangement for bicycle and pedestrian accommodation along 2nd Street. St. Louis County has indicated that use of vertical delineators could pose maintenance difficulties and that alternatives should be considered.

Figure 12 shows the proposed formalization of the demonstration project at 5th Avenue. Despite a majority of negative comments received, field observations found that the curb extensions resulted in slower turning movements for most vehicles. The problem corner from the demonstration was the northeast quadrant, where larger or articulated vehicles were rolling over the vertical delineators. For this reason, installation of a curb extension on this quadrant should be carefully engineered for anticipated vehicle turning radius requirements but need not be eliminated entirely from consideration altogether. The curb extensions as shown would result in slower vehicle turning movements, shorter crossing distances for pedestrians, and some slowing of speeds on 2nd Street.

Figure 12: Intersection Treatment at 2nd Street and 5th Avenue

Figure 13 depicts formalization of the demonstration project at Highway 2. This was not shown in the Highway 2 conceptual design but was instead included here for consideration. This location would only include curb extensions on the eastern quadrants. These were the agreed locations from demonstration project planning based on truck turning movement needs. As with 5th Avenue, the majority of comments were negative, but field observations again found the curb extensions operated as designed to slow vehicle turning and shorten pedestrian crossing. There were no observed turning movement problems. There was concern at both corners for potentially lost parking spaces, however it should be noted per state statute that the areas of concern were too close to the existing traffic signal to be considered legal parking spots.

Figure 13: Intersection Treatment at 2nd Street and Highway 2

Complete conceptual design materials for 2nd Street can be found in **Appendix D**.

X. Streetscaping and Stormwater Management

Planted buffer strips and trees feature in both the Highway 2 and 2nd Street conceptual designs. These were included as streetscaping elements for future consideration. Streetscaping encompasses a range of treatments utilized to create a heightened aesthetic, encourage slower vehicle speeds, and promote safety by helping to create physical separation between people walking and moving vehicles. Streetscaping can improve the urban environment in other ways, as well, such as stormwater management, creating shade and wildlife habitat. However, streetscaping also requires maintenance. A clear understanding of design solutions and benefits and maintenance requirements is needed to make informed decisions on streetscape elements.

Some elements to consider when exploring streetscaping enhancements include:

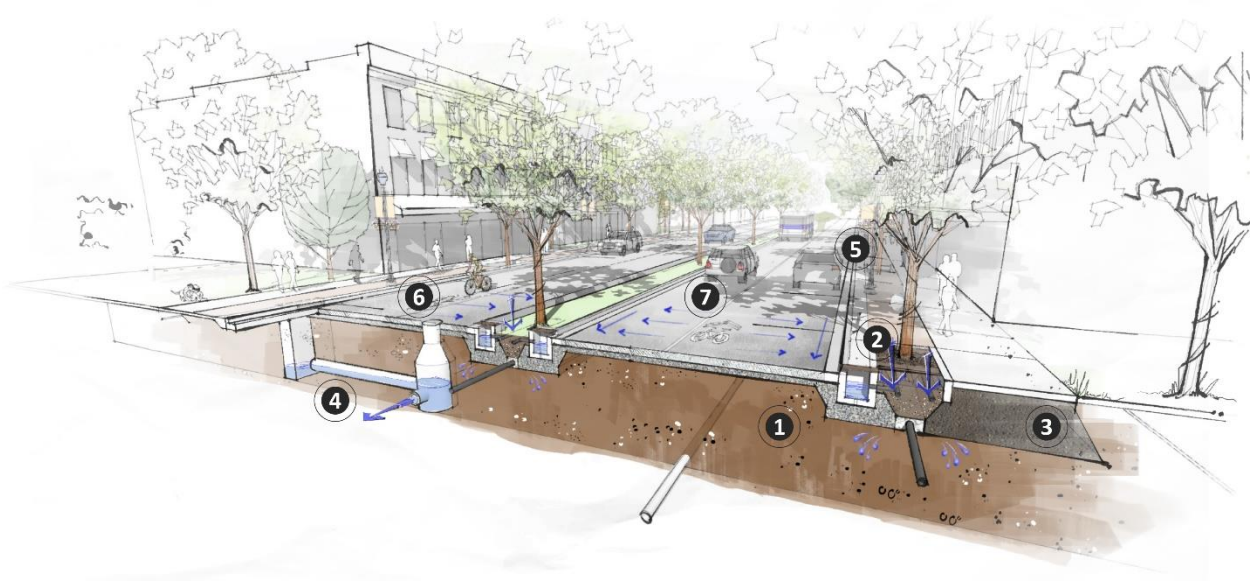
- Pavers;
- Pedestrian-scale lighting;
- Street trees or other landscaping;
- Planting beds;
- Signage and wayfinding;
- Seating;
- Public art; and
- Waste and recycling receptacles.

The Steering Committee indicated a wide array of opinions on streetscaping elements, both acknowledging the value of an enhanced aesthetic while also noting the maintenance requirements for planted areas. Grassy areas need to be mowed; plantings need to be planted, maintained, weeded, mulched, and watered; trees need to be trimmed on occasion, and when improperly designed can result in damaged sidewalks and other pavement. These are considerations that require close thought before implementation. There are design methods to mitigate problems, such as structural soils and growth channels to give tree roots a place to grow underneath sidewalks. But there will always be maintenance needs, which require volunteer or staff time, equipment, and materials.

Streetscaping improvements in boulevards or medians also present opportunities to review stormwater management practices. Most traditional urban stormwater systems are built to collect and convey water away from streets. Current design still uses these systems when needed, but they are frequently paired with other best practices in stormwater management to utilize natural, vegetative, vegetative elements to capture, store and filter stormwater runoff. Proctor should look to coordinate MnDOT, St. Louis County, and adjacent jurisdictions to maximize effectiveness and impact of management practices.

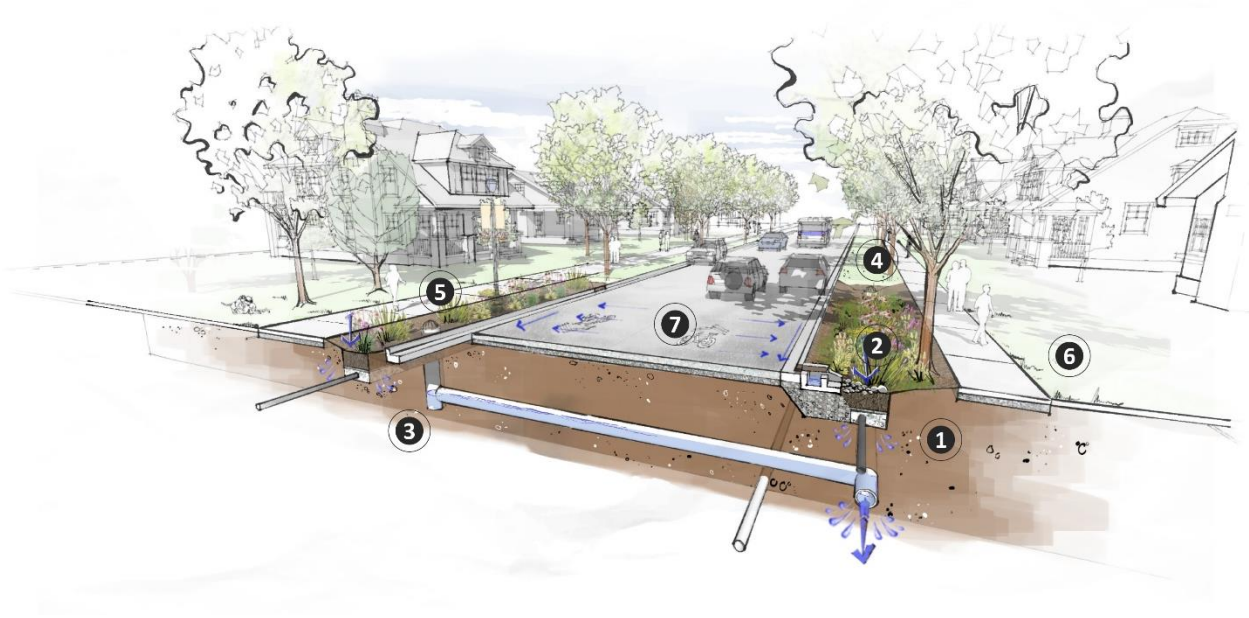
Figures 14 and **15** depict elements of urban and residential neighborhood best management practices in street and stormwater design.

Figure 14 – Conceptual Stormwater Infrastructure – Urban Downtown Areas



1. Urban soils are often unhealthy and excessively compacted from years of construction and diminished organic content. These conditions cause the soil to become impermeable, reducing the ability of the soil to absorb and infiltrate the stormwater into the native soils below. An underdrain system is typically required to drain the filter media and ensure lasting plant health.
2. Stormwater tree planters collect and filter stormwater for uptake by street trees. The curb intake and pretreatment facility intercepts trash and sediment before stormwater is distributed to the tree planter and ultimately into a perforated drain tile. Any stormwater that is not taken up by the tree roots will either infiltrate into the native soils or be collected through the underdrain and directed to the storm drain system.
3. Structural soils are an engineered soil designed to provide structural support under paving while also providing nutrients (minerals, organic matter, and air space) critical to healthy tree growth. Structural soils are intended to replace traditional paving subgrade material adjacent tree plantings to increase soil volume available to tree roots. The increase in root zone greatly improves the tree's health and maximizes canopy size.
4. Larger rain events are directed through overflow structures and storm drain systems to ensure safe travel on streets and sidewalks.
5. Street trees are a vital part of the larger community tree canopy and contribute to reducing ambient air temperature caused by hot pavement in the summer sun, often referred to as the heat island effect. Street trees can be isolated from other landscape areas or they can be integrated with bioretention features.
6. Integrated multi-use pedestrian and bike facilities contribute to multi-modal corridors that reduce traffic congestion and promote healthy lifestyles.
7. Reducing widths of travel lanes reduces impervious surface area, reduces traffic speeds while increasing driver awareness, and creates more room for pedestrian and bike travel.

Figure 15 – Conceptual Stormwater Infrastructure – Neighborhood Streets



1. Soils in residential areas may be conducive to infiltrating stormwater, but they should be assessed to determine the presence of compaction, clay soils or high groundwater. If the soils are healthy and uncompacted, they are more likely to infiltrate stormwater into the subsoils below resulting in less runoff into the below-grade storm drains.
2. In ideal conditions, curb inlets along a street can be directed into street-side bioretention areas designed to collect and infiltrate stormwater. Managing stormwater on the surface reduces stormwater runoff thereby reducing size and scale of below-grade storm drain infrastructure. These bioretention areas should include integrated pretreatment zones to intercept trash and sediment from stormwater before it enters the landscaped area. An engineered filter media, typically a sandy lightweight soil mix, is utilized to increase percolation and filtration of stormwater and promote healthy plant life. A subsurface underdrain allows heavy rain events to drain away after being filtered through the engineered soils. Most stormwater from light to moderate rain events will infiltrate into the native soil below or be taken up by native plant material.
3. Larger rain events are directed through overflow structures and storm drain systems to ensure safe travel on streets and sidewalks.
4. Street trees are a vital part of the larger urban forest and contribute to reducing ambient air temperature increase caused by hot pavement in the summer sun, often referred to as the heat island effect. Street trees also contribute to traffic calming, beautification, and health benefits in residential neighborhoods.
5. Educational opportunities like interpretive signage can explain the importance of bioretention areas and how they contribute to sustainable stormwater management. Potential partnerships with residents for bioretention area care and maintenance can reduce the burden on municipalities.
6. A healthy street reduces the hard surface footprint in public right-of-way resulting in more green than grey space.
7. Reducing widths of travel lanes reduces impervious surface area, reduces traffic speeds while increasing driver awareness, and creates more room for pedestrian and bike travel.

XI. Funding Opportunities

FY 2020-2033 Duluth-Superior Metropolitan Interstate Council (MIC) Transportation Improvement Program (2019) – *view here*

Funding Description

The 2020-2033 MIC Transportation Improvement Program (TIP) reports how jurisdictions within the Duluth Metropolitan Planning Area will prioritize transit and federal funding. Projects outlined in the TIP are those identified in the Duluth-Superior long-range transportation plan and are documented by the year and amount planned for their implementation. Development of both the LRTP and the Duluth and Superior TIPs are facilitated by the Duluth-Superior Metropolitan Interstate Council (MIC), the federally designated metropolitan planning organization (MPO) of the Duluth-Superior metro area.

2018-2022 St Louis County Capital Improvement Program (2017) – *view here*

Funding Description

As part of its annual budget process, St Louis County updates its Capital Improvement Program (CIP) plan. The 2018-2022 St Louis County Capital Improvement Program aligns long-term physical asset development with the County's financial capacity to meet these needs. The CIP identifies projects that support existing or projected needs concerning transportation infrastructure, county facilities, land improvement/development/acquisition, equipment purchases, and information technology. To be listed on the CIP, a project must require an expenditure of at least $100,000, and either provide for or extend the useful life of the asset for at least 5 years.

St Louis County is responsible for a number of important roads in Proctor, including all main regional connecting roads with the exception of US Highway 2.

Table 6: St. Louis County CIP Identified Projects within Proctor

Project Description	Year
Bridge Construction on Boundary Ave over I-35	2021
Traffic signal replacements along at 2nd Street at Hwy 2	2022

Competitive Funding Sources

Competitive funding pursuits can be time-consuming and costly particularly for smaller communities with limited resources, but they provide the opportunity to leverage significantly larger funding on occasion. Another challenge can be demonstrating the need and benefits for a smaller population base against regional and statewide competition. However, a priority list of needs, strategized approach, and updated planning documentation and data tracking can help Proctor plan ahead and hit the ground running at each viable opportunity. Program administrators want to allocate funds where there is financial need to make regionally beneficial projects real. Exhausting every eligible competitive source available is a way to demonstrate such need. In addition, having projects planned and ready for funding pursuits is highly beneficial in economically challenging times in which unique and often one-time solicitations are made available to stimulate economic recovery when local, county, and state revenues cannot do so on their own.

The following is a summary of state and federal grants for which a community such as Proctor could be eligible. All listed programs can be applied for and funds can be combined to deliver the project. If any federal funds are secured, the city (or other project partners) will be required to provide a minimum 20% match of the total project cost with non-federal dollars. Understanding what each grant source seeks to fund will help Proctor strategize how to use the funds to achieve your short-term and long-term goals. For example, most economic development incentivized grant programs target generation of professional and living wage jobs as opposed to general commercial employment. While a long-term goal of the community may be to attract more commercial development, leading with such need can be a cart-before-the-horse approach. Meaning that identifying opportunity for expansion on livable wage jobs and pursuing funds to construct the infrastructure necessary to attract and retain these jobs will bring more money to the community and in result drive up demand for commercial amenities. Demand for commercial amenities can also be achieved by drawing in tourists and recreational travelers with continuous and enhanced facilities such as regional trails, historical destinations, and scenic overlooks. Proctor's immediate proximity to I-35 and the tourist and recreational traffic traveling to Duluth and the North Shore raises this potential considerably.

Funding Sources for Roadways with Multimodal Elements

The following sources are made available to roadway projects that increase safety and mobility for local and regional travelers. However, multimodal elements such as trails and pedestrian enhancements are also eligible and highly encouraged project components.

MnDOT Local Partnership Program (LPP)

This is a state-funded program intended to pay for a portion of the Trunk Highway eligible construction costs of the project and up to 8% of the construction engineering costs (for inspection, contract administration, surveying and materials testing as applicable, based on the Trunk Highway eligible costs. Desired projects are locally led projects that are not large-scale enough to be led by MnDOT. Funds can be used for trail projects that increase pedestrian safety along or crossing Trunk Highways.

Solicitation timing for this program is determined by MnDOT District 1 state aid.
https://www.dot.state.mn.us/stateaid/lpp.html

MnDOT Local Road Improvement Program (LRIP)

This is a state-funded program intended to pay for local road construction or reconstruction projects with local, regional, or statewide significance that cannot reasonably be funded through other revenue sources. The LRIP funds must be used outside Trunk Highway right-of-way and do not require a set local match.

Program funding is dependent on state bonding bill allocations. Depending on availability of funds applications for this program are typically due **early summer or early fall** with grant awards announced 2-3 months following. https://www.dot.state.mn.us/stateaid/lrip.html

Highway Safety Improvement Program (HSIP)

This funding is awarded to projects that have great potential in achieving a significant reduction in traffic fatalities and serious injuries on all public roads. Project must aim to identify, implement, and evaluate cost effective safety projects focused on reducing fatal and serious injury crashes. The program is also focused on reduced pedestrian and bicycle related crashes. Solicitation is available every two years and applications are typically due **in June** and awarded in **early fall**.
https://www.dot.state.mn.us/trafficeng/safety/hsip.html

MnDOT Transportation Economic Development (TED) Program

This program provides competitive grants to construction projects on state highways that provide measurable economic benefits. The TED program specifically targets transportation improvements that will lead to measurable economic benefits. For a project to be eligible, it must contribute to job creation, retention or another measurable economic benefit. Expressions of interest for this program are typically due in **late summer** and applications are due **in fall**. http://www.dot.state.mn.us/funding/ted/index.html

MnDOT Transportation Economic Development Infrastructure (TEDI) Program

This purpose of this program is to foster interagency coordination between the Departments of Transportation and Employment and Economic Development to finance infrastructure to create economic development opportunities, jobs, and improve all types of transportation systems statewide. Funds appropriated for the program must be used to fund predesign, design, acquisition of land, construction, reconstruction, and infrastructure improvements that will promote economic development, increase employment, and improve transportation systems to accommodate private investment and job creation.

Money in the program shall not be used on trunk highway improvements but can be used for needed infrastructure improvements and nontrunk highway improvements in coordination with trunk highway improvement projects undertaken by MnDOT. There is no limit to grant amounts, however projects with a modest state request and maximized leverage from non-state and public sources are most competitive. Applications for this program are typically due in **early fall**. https://mn.gov/deed/government/financial-assistance/business-funding/tedi/

Community Development Block Grants (CDBG) Program

The goal of the Small Cities Development Program is to support viable communities by providing financial assistance to address the need for decent, safe, affordable housing, economic development, and adequate public facilities, which principally benefits LMI households. Funding priorities include Housing and Commercial Rehabilitation, Public Facilities Improvements, and Streetscape. These funds must provide benefit to low to moderate income (LMI) households, with exception of Commercial Rehab and Streetscape, which may qualify under Slum and Blight District designation. Allocated annually through a competitive, two-part application process (fall and spring). https://www.hudexchange.info/programs/cdbg/

Infrastructure for Rebuilding America (INFRA)

This program advances a grant program established in the FAST Act of 2015 to help rebuild America's aging infrastructure. INFRA utilizes selection criteria that promote projects with national and regional economic vitality goals while leveraging non-federal funding to increase the total investment by state, local, and private partners. The program also incentivizes project sponsors to pursue innovative strategies, including public-private partnerships.

The US Department of Transportation will make awards under the INFRA program to large and small projects. For a large project, the INFRA grant must be at least $25 million. For a small project, the grant must be at least $5 million. For each fiscal year of INFRA funds, 10 percent of available funds are reserved for small projects with at least 25 percent of INFRA grant funding to rural projects. Applications for this program are typically due in **winter or early spring**. https://www.transportation.gov/buildamerica/financing/infra-grants/infrastructure-rebuilding-america

Better Utilizing Investments to Leverage Development (BUILD) Transportation Discretionary Grant Program

BUILD grants are awarded on a competitive basis for surface transportation capital infrastructure projects that will have a significant local or regional impact. Grant awards in rural areas are between $1M and $25M. No more than $100M can be awarded to a single State. Not more than 50% of funding is awarded to projects located in urban and rural areas, respectively. Money is also made available for eligible planning and preconstruction activities that do not result in construction of a capital project. Applications for this program are typically due in **late spring**. https://www.transportation.gov/BUILDgrants

Consolidated Rail Infrastructure and Safety Improvements (CRISI) Program

This program funds projects that increase rail transportation safety, efficiency, and reliability. Eligible applications will include projects that address congestion challenges, highway-rail grade crossings, upgrade short-line railroad infrastructure, relocate rail lines, improve intercity passenger rail capital assets, and deploy railroad safety technology. Both freight and passenger rail infrastructure projects are eligible.

This program leverages private, state and local investments to support safety enhancements and general improvements to infrastructure for both intercity passenger and freight railroads. There are no predetermined minimum or maximum dollar thresholds for awards. 25% of the funds are reserved for rural communities. Preference will be given to projects where the proposed federal share of total costs does not exceed 50 percent. Applications for this program are typically due in **the fall**. https://railroads.dot.gov/grants-loans/competitive-discretionary-grant-programs/consolidated-rail-infrastructure-and-safety-2

LRIP Bond Request

This is a formal application request to have the project included in upcoming state bonding bill and is intended to pay for public facility construction or reconstruction projects with local, regional, or statewide significance. Funds can be requested for roadway and/or standalone non-motorized transportation projects in addition to community development projects. There is good opportunity for Proctor and other project partners to seek advocates and resources made available through the Legislative-Citizen Council on Minnesota Resources.

Applications for this request are typically due **in June**, prior to a bonding year, and inclusion in the proposed bonding bill announced between later summer through the following early spring. Bonding was passed in October 2020, so applications for the 2022 bonding year will be due in June 2021.

Funding Sources for Sidewalks, Trails and Parks

The following sources are made available to sidewalk, trails, and park-type projects that increase safety, mobility, and accessibility for local and regional system users. Some sources also allocate funds for development or redevelopment of regional park destinations.

Transportation Alternatives Program (TAP)

This is a federally funded program intended to pay for pedestrian and bicycle facilities, historic preservation, Safe Routes to School, and more. The primary purpose must be transportation (not recreational). Awards for this program require a 20 percent local match.

Applications for this program are typically due **early January** and grant awards announced by **early spring**. http://www.dot.state.mn.us/ta/

MnDOT Safe Routes to School (SRTS)

The SRTS program is federally funded and administered by MnDOT. The purpose of this program is to enable and encourage children to walk and bike to school in a safe and appealing manner and to improve safety and reduce traffic, fuel consumption and air pollution in the vicinity of schools. Awards for this program require a 20 percent local match. The award amounts vary but typically do not exceed $200,000. MnDOT's Safe Routes program includes a variety of funding opportunities ranging from planning assistance to infrastructure grants.

The SRTS application period typically occurs **in October**. Awards are announced in about 90 days and are then placed on the state's Surface Transportation Improvement Plan. This program is dependent on funding in the bonding cycle. http://www.dot.state.mn.us/saferoutes/grants-funding.html

Department of Natural Resources (DNR) Local and Regional Trail Grant Programs

These programs are administered by the DNR and are intended to develop local trail connections and regionally significant trails by local units of government outside of the seven-county metro area and act as complements to the state trail system. Local governments complete the project and are reimbursed for up to 50 percent of total eligible costs, with a maximum award of $250,000. These funds could be used for Proctor connections to the Munger State Trail or the Superior Hiking Trail.

Applications for this program are typically **due in March** and grant awards announced in **summer**.

Regional Trails: https://www.dnr.state.mn.us/grants/recreation/trails_regional.html
Local Trails: https://www.dnr.state.mn.us/grants/recreation/trails_local.html

DNR Recreation Grant Program

Minnesota allocates one half of each annual Land and Water Conservation Fund (LAWCON) apportionment to state agencies for statewide facilities and the other half of each apportionment is used to supplement state funding for the Outdoor Recreation Grant Program. This program is administered by the DNR and intended to increase and enhance outdoor recreation facilities in local and community parks throughout the state. Eligible project elements include park acquisition and/or development/redevelopment including, internal park trails, picnic shelters, playgrounds, athletic facilities, boat accesses, fishing piers, swimming beaches and campgrounds. Local governments complete the project and are reimbursed for up to 50 percent of total eligible costs, with a maximum award of $250,000.

Applications for this program are typically **due in March** and grant awards announced in **summer**.
https://www.dnr.state.mn.us/grants/recreation/outdoor_rec.html

Legacy Grant Program

This program provides funding for parks and trails of regional significance outside of the seven-county metropolitan area. Applications for this program are submitted directly to the Greater Minnesota Regional Parks and Trails Commission. The Commission submits funding recommendations to the legislature. The legislature then appropriates funding to the DNR to award and administer the grants. Applications for this program are typically due in **the fall**.
https://www.dnr.state.mn.us/grants/recreation/pt_legacy.html

Lake Superior Coastal Program

This program funds projects located in Minnesota's coastal area. Projects must be completed within six months and align with one of the following goals:

- Planning/Coordination/Management: assist communities and organizations with coordination and planning for resource management/protection.
- Education/Outreach: opportunities to participate or gain knowledge.
- Applied Research: produce new knowledge for an identified coastal resource need of a community, land or water manager, or organization.
- Emerging Issues: address issues that are timely and specific.

Applications for this program are typically due in **late fall or winter.**
https://www.dnr.state.mn.us/waters/lakesuperior/grants.html

Table 7: Annual Solicitation Timing

Funding Source	Annual Solicitation Timing
MnDOT Local Partnership Program (LPP)	Spring – 2020 applications due April 1
MnDOT Local Road Improvement Program (LRIP)	Spring or Summer – 2019 applications due March 1
Highway Safety Improvement Program (HSIP)	Summer – 2020 applications due June 1 *Solicitation every other year
MnDOT Transportation Economic Development (TED) Program	Summer or Fall – 2020 applications due October 2
MnDOT Transportation Economic Development Infrastructure (TEDI) Program	Fall – 2019 applications due September 6
Community Development Block Grants (CDBG) Program	Various grant options and due dates
Infrastructure for Rebuilding America (INFRA)	Winter or Spring – 2020 applications due February 25
Better Utilizing Investments to Leverage Development (BUILD) Transportation Discretionary Grant Program	Spring – 2020 applications due May 18
Consolidated Rail Infrastructure and Safety Improvements (CRISI) Program	Summer or Fall – 2020 applications due June 19
LRIP Bond Request	Spring or Summer – 2020 applications due May 22
Transportation Alternatives Program (TAP)	Fall or Winter – 2020 applications due October 30
MnDOT Safe Routes to School (SRTS)	Various grant options and due dates
DNR Local and Regional Trail Grant Programs	Spring – 2020 applications due March 27
DNR Recreation Grant Program	Spring – 2020 applications due March 27
Legacy Grant Program	Fall – 2020 applications due September 21
Lake Superior Coastal Program	Fall – 2020 applications due November 13

Table 8: Likely Sources for Priority Projects

Project Name	Applicable Funding Sources
5th St / Vinland St Corridor improvements	MnDOT Safe Routes to School (SRTS), Transportation Alternatives Program (TAP)

9th Ave/4th St/Ugstad area	MnDOT Safe Routes to School (SRTS), Transportation Alternatives Program (TAP), MnDOT Local Road Improvement Program (LRIP)
Bayview School Forest Trails	MnDOT Safe Routes to School (SRTS), Transportation Alternatives Program (TAP)
Highway 2 Corridor	Highway Safety Improvement Program (HSIP), MnDOT Local Road Improvement Program (LRIP), MnDOT Local Partnership Program (LPP), MnDOT Transportation Economic Development (TED) Program, Minnesota Highway Safety Freight Program (MNHFP), MnDOT Safe Routes to School (SRTS), Transportation Alternatives Program (TAP)
Orchard St Sidewalk Improvements	MnDOT Safe Routes to School (SRTS), Transportation Alternatives Program (TAP)
2nd St Multimodal Improvements	MnDOT Local Road Improvement Program (LRIP), MnDOT Local Partnership Program (LPP), MnDOT Transportation Economic Development Infrastructure (TEDI) Program, MnDOT Safe Routes to School (SRTS), Transportation Alternatives Program (TAP)
Pionk Drive Multi-Use Trail	Transportation Alternatives Program (TAP), MnDOT Local Road Improvement Program (LRIP), DNR Recreation Grant Program, DNR Local Trails Connection Program
2nd Street Streetscaping	Community Development Block Grants (CDBG) Program
Highway 2 Streetscaping and Multimodal Improvements	Community Development Block Grants (CDBG) Program
N 2nd Avenue Streetscaping	Transportation Alternatives Program (TAP), MnDOT Local Road Improvement Program (LRIP)
Downtown Parking Inventory Study	NA
Downtown Circulation Study	NA
Boundary Avenue Multimodal Improvements	MnDOT Local Road Improvement Program (LRIP), MnDOT Local Partnership Program (LPP), MnDOT Transportation Economic Development Infrastructure (TEDI) Program, MnDOT Safe Routes to School (SRTS), Transportation Alternatives Program (TAP)
Sidewalk maintenance and improvement program	NA
Zenith Terrace Connection to Klang Park	MnDOT Safe Routes to School (SRTS), Transportation Alternatives Program (TAP)
Zenith Terrace Connection to Bayview School	MnDOT Safe Routes to School (SRTS), Transportation Alternatives Program (TAP)
Munger Trail Spur Segment 3-6	MnDOT Safe Routes to School (SRTS), Transportation Alternatives Program (TAP), MnDOT Local Road Improvement Program (LRIP), DNR Local Trails Connection Program, DNR Regional Trails Connection Program

ADA Transition Self-Evaluation	NA
Proctor Capital Planning Process	NA
Complete Streets Policy	NA
Bus Stop Improvements	Transportation Alternatives Program (TAP), MnDOT Local Road Improvement Program (LRIP)
Traffic Safety Countermeasure Program	NA
Boundary Avenue I-35 Interchange Gateway Area Redesign	Infrastructure for Rebuilding America (INFRA), Better Utilizing Investments to Leverage Development (BUILD), MnDOT Local Road Improvement Program (LRIP), MnDOT Local Partnership Program (LPP), MnDOT Transportation Economic Development (TED) Program, Minnesota Highway Safety Freight Program (MNHFP), Highway Safety Improvement Program (HSIP), DNR Regional and Local Trails Connection Program
Boundary Ave & Hwy 2 Intersection Improvements	MnDOT Local Road Improvement Program (LRIP), MnDOT Local Partnership Program (LPP), MnDOT Transportation Economic Development (TED) Program, Highway Safety Improvement Program (HSIP), Minnesota Highway Safety Freight Program (MNHFP)

XII. Implementation Plan

Clear implementation processes will help to realize the vision set for in the Proctor Transportation Action Plan. This section lists specific actions to promote a cohesive implementation process and advance projects forward. It is understood that this process will require multifaceted coordination between the City of Proctor, MnDOT, St. Louis County, City of Duluth, private businesses and landowners, and other stakeholders.

Table 9: Implementation Plan

Project/Program	Goal(s) Addressed	Action	Cost	Project Lead
US Hwy 2 Streetscaping and Multimodal Improvements	1, 2, 3	• Establish a formal, regular coordination with MnDOT on Hwy 2 towards developing a redesigned roadway that considers multimodal and streetscaping improvements through Downtown Proctor. Improvements along Hwy 2 should support goals outlined in this Transportation Plan. Leverage this relationship and the design concepts outlined in this Plan as MnDOT prepares to redesign Hwy 2. • As the City prepares for improvements to Hwy 2, it should consider enhancement opportunities for adjacent locations throughout Downtown. Triangular plaza spaces along the Highway, adjacent alleyways, and other underutilized locations should be considered towards public space and placemaking improvements, while adding value and vitality to Downtown.	**$$$**	MnDOT
Proctor Capital Planning Process	1, 3, 4, 5	• Investigate financial capacity of the City of Proctor to initiate and support a capital plan. • Establish a list of targeted projects of programs for potential capital investment. • Balance small funding opportunities with immediate impact with longer-term plans for major needs. • Budget local matching funds for targeted grant funding opportunities.	**Depends**	Proctor
Munger Trail Spur Segment 4	2, 3	• Establish a formal, regular working group to lead coordination and implementation of Segment 4 of the Munger Trail Spur. • Confirm the alignment with St. Louis County and other partners • Each portion of the Segment (Boundary Ave, 2nd Street, Pionk Drive) should be considered alongside other related transportation improvements identified within this list.	**$$$**	Proctor / St. Louis County

Table 9: Implementation Plan				
Project/Program	**Goal(s) Addressed**	**Action**	**Cost**	**Project Lead**
		• Segment 4 portions may be considered as independent projects. • Improvements along Segment 4 have independent utility for the City of Proctor, but will help leverage additional segments of the Munger Trail Spur. • Seek grant funding to implement this trail in part or in full. This may include additional elements of 2nd Street Multimodal Improvements and Streetscaping.		
ADA Transition Self-Evaluation	3, 4, 5	• Schedule and complete the ADA self-evaluation process to ensure continued eligibility for federal funding. • Budget appropriately to complete this process with staff and/or consultant services.	**$**$$	Proctor
Boundary Ave Multi-Modal Improvements	3	• Establish formal coordination with MnDOT, St. Louis County and City of Duluth on future multimodal improvements along Boundary Ave. • As outlined in the Boundary Ave Corridor Management Plan, improvements should conform to consistent, predictable, and mutually beneficial standards that promote accessibility for all users. • Boundary Avenue includes a portion of Munger Trail Spur Segment 4 north from 2nd Street. • Where Boundary Ave intersects with US Hwy 2, an Intersection Control Evaluation (ICE) may be conducted to assess feasible design solutions with safety benefits for vehicles and active transportation. Coordination with MnDOT and St. Louis County required.	**$$$**	St. Louis County
Bayview School Forest Trails	3	• Establish a working group between Proctor Public Schools and the City of Duluth to work on a variety of Safe Routes access improvements for Bayview School. • Areas for consideration include Forest Trails, access from Zenith Terrace via the powerline corridor, and the Vinland Street corridor.	**$$**$	Duluth
Zenith Terrace Connection to Bayview School	3	• Establish a working group between Proctor Public Schools and the City of Duluth to work on a variety of Safe Routes access improvements for Bayview School.	**$**$$	Duluth

Table 9: Implementation Plan				
Project/Program	**Goal(s) Addressed**	**Action**	**Cost**	**Project Lead**
		• Areas for consideration include Forest Trails, access from Zenith Terrace via the powerline corridor, and the Vinland Street corridor.		
Zenith Terrace Connection to Klang Park	3	• This connection may be part of a Safe Routes to Schools connection but may also be a standalone project as an access between Zenith Terrace and the park. • Much of this connection already exists along Terminal Avenue.	**$**$$	Duluth
Orchard Street Sidewalk Improvements	1, 3, 4	• Establish a working group between Proctor Public Schools and the City of Duluth to work on a variety of Safe Routes access improvements for Bayview School. • Connected action with Safe Routes to Schools (via Bayview Forest Trails and 2nd Street) • Coordinate Orchard Street improvements with St. Louis County (Boundary Avenue, 2nd Street) as needed.	**$**$$	Duluth
Pionk Drive Multi-Use Trail	3	• Establish a formal, regular working group to lead coordination and implementation of Segment 4 of the Munger Trail Spur (of which Pionk Drive is a part). • Pionk Drive may be considered independently of other Segment 4 portions (2nd St, Boundary Ave). • Pionk Drive may be the easiest portion of the Munger Trail Spur segments to complete, as it is almost fully within City of Proctor ownership. • This trail could be branded as a civic and recreational corridor, linking the Proctor Area Community Center, several playing fields and St. Luke's Sports & Event Center. • Design, fund, and construct a multi-use trail along Pionk Drive, connecting 2nd Street with Kirkus Street. The trail could be branded as a recreation-oriented route as it connects multiple sports and rec amenities within Proctor. A multi-use trail along Pionk also supports the creation of Munger Trail Spur segment 4, as outline in the Munger Trail Spur Master Plan. • Seek grant funding to implement this trail in part in combination with other parts of the Munger Trail Spur.	**$$$**	Proctor

Table 9: Implementation Plan				
Project/Program	**Goal(s) Addressed**	**Action**	**Cost**	**Project Lead**
Downtown Circulation Plan	1,5	• Plan for and fund a circulation study to review multimodal mobility and accessibility to and through Downtown Proctor and make recommendations. • This plan can incorporate or be coordinated with a downtown parking inventory.	**$**$$	Proctor
2nd Street Multimodal Improvements, Streetscaping	2, 3	• Coordinate with St. Louis County and MnDOT's reconstruction of Hwy 2 for improvements at 2nd St intersection • Create conceptual designs and incremental improvements schedule for 2nd Street multimodal improvements. • Supportive 2nd Street streetscaping should be incorporated alongside transportation improvements. • Seek grant funding to implement a 2nd Street corridor vision. This may include elements of the Munger Trail Spur Segment 4.	**$$$**	Proctor/ St. Louis County
Downtown Parking Inventory Study	1, 2, 5	• Plan for and fund a Downtown Parking Inventory Study to assess the existing parking availability, condition and need, and to coordinate a plan for downtown parking. • A plan for parking can help to consolidate parking where needed, clearly direct motorists to available parking areas, and free up some areas for other commercial or public uses. • This study can incorporate or be coordinated with the Downtown Circulation Plan.	**$**$$	Proctor
Complete Streets Policy	1, 5	• Draft and adopt a city Complete Streets Policy that establishes a design and user consideration framework for future roadway construction or redesign projects. • The policy should guide all local roadways and inform the design of non-local roads within and adjacent to City limits. • Review the draft Complete Streets policy created as part of the Proctor Safe Routes to Schools Plan as a starting point.	**$**$$	Proctor
Sidewalk Maintenance and Improvement Plan	1, 2, 3, 4, 5	• Fund and institute a city-wide Sidewalk Maintenance and Improvement Program. • Funds may be utilized for repair, filling sidewalk gaps, improving street crossings, as matching funds for grant applications,	**$**$$	Proctor

Table 9: Implementation Plan				
Project/Program	**Goal(s) Addressed**	**Action**	**Cost**	**Project Lead**
		or providing local funding toward a state- or county-led effort. • Potential improvement locations should be identified based on a sidewalk conditions analysis and ADA self-evaluation, and may be coordinated with a traffic safety countermeasure program.		
I-35 Interchange and Gateway Area	1, 2, 3, 5	• Proctor should coordinate with MnDOT and St. Louis County on future improvements along I-35, particularly for the planned Boundary Ave interchange bridge redesign. • Look for ways to leverage planned improvements along I-35 to benefit adjacent commercial areas and draw more visitors into Proctor.	**$$$**	MnDOT, St. Louis County
Traffic Safety Counter Measure Program	1, 2, 3, 4, 5	• Fund and institute a city-wide Traffic Safety Countermeasure Program to allocate resources toward the design and construction of treatments with proven traffic safety benefits. • Target resources to locations based on crash data or other known hazards. • Coordinate with Sidewalk Maintenance and Improvement Program. • Funds may be used as matching funds for grant applications or to provide local funding toward state- or county-led efforts.	**Depends**	Proctor

$ = Low cost ($0-99,999), $$ = Medium cost ($100,000-249,999), $$$ = High cost ($250,000+)