

# 58<sup>TH</sup> STREET CONCEPT & UPDATED PUBLIC ENGAGEMENT REPORT



## PROJECT: WEST 58<sup>TH</sup> STREET RECONSTRUCTION

Date: July 10, 2019

### ENGAGEMENT PLAN

#### DECISION TO BE MADE

- Decide on final concept of West 58<sup>th</sup> Street reconstruction from Wooddale Avenue to Xerxes Avenue
- Project Decision: Staff will make a recommendation to City Council

#### PROJECT TIMELINE

- December 2018 through June 2019
  - o Extended to July 2019 for additional Public Participation
- Council decision June 4, 2019
  - o Amended to July 16, 2019 to allow for additional Public Participation
- Construction tentatively scheduled for 2020

#### PARTICIPATION LEVEL

##### CONSULT

- Goal: We will work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.
- Promise: We will work to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.

#### PROCESS

1. Information Gathering
2. Initial Design Concept
3. Final Design/Concept
4. Approval
5. Close the Loop

#### STAKEHOLDERS

- |  |                     |
|--|---------------------|
| - Adjacent Property Owners             | - Cycling Community |
| - Pamela Park Neighborhood Association | - Hennepin County   |

- Chowen Neighborhood Association
- Parks and Recreation Commission
- Running Community
- School District
- City of Minneapolis
- Transportation Commission

## ENGAGEMENT REPORT

The West 58<sup>th</sup> Street Reconstruction project has served as the official pilot for using public participation protocol developed by the International Association for Public Participation. West 58<sup>th</sup> Street was also a catalyst for the City pursuing a more robust on-line engagement platform, now known as *Better Together Edina*. This engagement website was soft launched using West 58<sup>th</sup> Street project as the focus project.

## PROJECT BACKGROUND

In 2018, the City of Edina tentatively scheduled the reconstruction of West 58<sup>th</sup> Street from Wooddale Avenue to Xerxes Avenue for 2020. The main goal of the City's public engagement efforts was to develop a road design reflecting the needs and interests of residents. The project development and public engagement timeline included 3 stages: 1) identify resident needs, 2) initial design alternative, 3) final design/concept.

The engagement plan was bolstered by using the *Better Together Edina* website. The website allowed residents to participate in the process online the same way individuals participate at in-person meetings. Online questions and activities allowed the City to reach more residents and develop deeper understanding of the community interests. The website allowed residents to join forum discussions, provide design/ideas feedback, ask questions and stay up-to-date on West 58<sup>th</sup> Street progress.

The following public engagement report includes in-person and online feedback together to show all input was equally valuable. The input received through *Better Together Edina*, the Open House and the Small Group Discussions influenced the final concept of the West 58<sup>th</sup> Street Reconstruction project.

## BETTER TOGETHER EDINA PROJECT PAGE

June 4

- Site Visits: 2.1K
- Aware Visitors: 1.3K
- Informed Visitors: 627
- Engaged Visitors: 87

July 1

- Site Visits: 3.7K
- Aware Visitors: 2.3K
- Informed Visitors: 941
- Engaged Visitors: 165

## PUBLIC PARTICIPATION SUMMARY

Stage		Techniques	Measures
1	Identify Resident Needs	- Open House (Feb. 25)	- 45 attendees
		- On-line Mapping	- 30 contributors - 319 pins
2	Initial Design	- Small Group Discussions (April 4,8,15,18)	- 32 participants
		- On-line Forums	- 34 contributors - 255 contributions
3	Alternative Design Elements	- On-line survey - Feedback Form	- 124 contributions

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## DESIRED INPUT

The public input process was designed around answering these the following questions:

1. Should the bike facilities be on street or off street?
2. Should on-street parking be provided, if so 1 or 2 sides?
3. Should there be more than 1 off street pedestrian facility?
4. Should we go above normal practice with storm sewer options?

**Scope of Project** – During this process, the public can influence decisions related to the street design including:

- Bike Facilities
- Parking
- Lighting
- Pedestrian Facilities
- Storm Sewer Opportunities (tree trenches, infiltration basins, rain gardens, etc.)

### Outside of Project

- Sanitary sewer and watermain

### Decisions Already Made

- Bike facility will be included, although could be combined with a pedestrian facility
- At least one sidewalk will be included and could be combined with a bike facility

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## STAGES OF PARTICIPATION

### STAGE 1: IDENTIFICATION OF RESIDENT IDEAS, USE PATTERNS AND INTERESTS IN THE CORRIDOR

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#### SUMMARY

Public engagement for the project began in February 2019. Residents were invited to attend the Open House on Feb. 25 or provide feedback using the *Better Together Edina* website. The project team mailed 3,038 postcards inviting residents to attend the Open House. The Open House was held from 6-8 p.m. at our Public Works Facility (7450 Metro Boulevard).

The goal of the Open House was to focus on listening to ideas, use patterns and interests. Residents were given the opportunity to document comments and discuss issues with the project team. Several activity boards were utilized to solicit feedback on the corridor. “Interest stickers” were provided to point out areas of interest on corridor maps. Stickers provided were meant to reflect common interests during a construction project. All participants were encouraged to provide more detailed comments in comment cards.

Open house attendees were recruited to participate in Small Group Discussions to review initial corridor design concepts. Participants also had the opportunity to sign up for Small Group Discussions online. 51 residents signified interest in participating in Small Group Discussions. All Open House comments collected were summarized into the nine interest topics below. Comments were then used to develop an initial design concept layout for deeper focus group discussions.

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#### FINDINGS FROM STAGE 1 PUBLIC PARTICIPATION

##### **Pedestrian/Bicycle Facilities**

Residents generally feel West 58th is a dangerous corridor for pedestrians. The lack of current pedestrian facilities was a clear theme. Many noted the need to provide safe pedestrian access to Pamela Park. Several mentioned concerns for children’s

safety walking to the park and school. Some residents that live in the area are compelled to drive to the park, rather than walk a close distance. Residents suggested a combined bike and pedestrian facility at the Open House. It was suggested that a facility be separated from the roadway to improve safety. Many residents felt that the current bike lane is unsafe. Residents mentioned witnessing several bike related crashes.

<b>Motor Vehicle Facilities</b>	Residents were clear that they are mostly interested in pedestrian safety and bicycle safety. Residents feel that drivers travel too fast throughout the corridor. Residents noted that the hills in the corridor also create a variety of sightline issues. Residents mentioned existing challenges in backing out of the driveway with speeding vehicles and dangerous sight lines.
<b>Property Impacts</b>	Communications regarding property impacts was suggested to be a priority. Concerns about driveway impacts were the most common comment. Residents are interested in how they might be impacted specifically. Residents commented on the potential loss of parking and landscaping impacts.
<b>Landscaping</b>	Residents felt that the addition of landscaping could be used as a traffic calming measure. Several residents had concerns about construction impacts to mature trees. There is an interest to protect and preserve mature trees as much as possible.
<b>Lighting</b>	Several areas of lighting needs were identified on activity boards at the open house. Comments regarding lighting were focused on dark areas around Pamela Park.
<b>Stormwater</b>	Pamela Park stormwater was the most pressing noted concern at the Open House. Residents would like to protect Pamela Park from pollution and invasive species. Residents feel that stormwater systems are inadequate for heavy rain.
<b>Transit Facilities</b>	A few residents commented on bus transit or access. Some comments suggested the importance of pedestrian facilities to allow residents to walk to the bus stops.
<b>Wildlife Safety</b>	Other comments included the concern for turtle and wildlife safety. Several requests for turtle crossing signs or other strategies.

## STAGE 2: INITIAL DESIGN CONCEPT

### SUMMARY

After the Open House and website comments were gathered, an initial design concept was developed. This concept helped facilitate deeper dialogues with residents during Small Group Discussions and online forums. The concept allowed residents to react to an option and potential alternatives. Reactions to the initial concept helped staff understand if the design was headed in a productive direction. Below is a high-level reflection of the interests gathered in Stage 1 and how they were incorporated into the initial design concept.

### CONCEPT DEVELOPMENT

<b>Topic Area</b>	<b>what we heard in Stage 1</b>	<b>how we used the input</b>
<i>Pedestrian/Bicycle Facilities</i>	<ul style="list-style-type: none"> <li>- Lack of pedestrian facilities</li> <li>- Lack of crossing at Pamela Park</li> <li>- Separate bikes from vehicles</li> </ul>	<ul style="list-style-type: none"> <li>- Added crosswalk at Pamela Park</li> <li>- Added lighting at Pamela Park</li> <li>- Path separated from automobiles for bicycles and pedestrians on north side of 58<sup>th</sup></li> <li>- Added a bike and pedestrian facility on the northern side of West 58<sup>th</sup></li> </ul>

<i>Motor Vehicle Facilities</i>	<ul style="list-style-type: none"> <li>- Vehicles travel too fast</li> <li>- Sightline Issues</li> </ul>	<ul style="list-style-type: none"> <li>- Narrowed lane width</li> <li>- Added boulevard with trees</li> <li>- Suggested mini-roundabout</li> </ul>
<i>Property Impacts</i>	<ul style="list-style-type: none"> <li>- Keep us informed</li> <li>- Driveways, retaining walls, fences</li> </ul>	<ul style="list-style-type: none"> <li>- Will hold one-on-one meetings</li> <li>- Lannon stone retaining walls if less than 4-ft in height</li> <li>- Tree replacements will be provided if trees are removed</li> </ul>
<i>Landscaping</i>	<ul style="list-style-type: none"> <li>- Use landscaping for traffic calming</li> <li>- Save mature trees</li> </ul>	<ul style="list-style-type: none"> <li>- Added boulevard with trees</li> <li>- One-for-one tree replacement</li> <li>- Consider weaving path</li> </ul>
<i>Lighting</i>	<ul style="list-style-type: none"> <li>- Lighting focused on dark areas and around Pamela Park</li> <li>- Attractive lighting</li> </ul>	<ul style="list-style-type: none"> <li>- Added lighting near Pamela Park</li> </ul>
<i>Stormwater</i>	<ul style="list-style-type: none"> <li>- Protect Pamela Park</li> <li>- Fixing pooling stormwater</li> </ul>	<ul style="list-style-type: none"> <li>- Added curb and gutter</li> <li>- Suggested tree trenches, and other stormwater filtration systems</li> </ul>
<i>Transit Facilities</i>	<ul style="list-style-type: none"> <li>- Lack of Bus Transit access</li> <li>- Benches and Trash receptacles</li> <li>- Opposition to bus routes along 58<sup>th</sup></li> <li>- A need to walk to the bus stops</li> </ul>	<ul style="list-style-type: none"> <li>- Communicated with Metro Transit</li> <li>- Added a bike and pedestrian facility on the northern side of West 58<sup>th</sup></li> </ul>
<i>Wildlife Safety</i>	<ul style="list-style-type: none"> <li>- Many turtles are hit by cars</li> </ul>	<ul style="list-style-type: none"> <li>- Turtle crossing signs or underground tunnel suggested</li> </ul>
<i>Other</i>	<ul style="list-style-type: none"> <li>- Unsafe for pedestrian and bike</li> <li>- Busy Events</li> </ul>	<ul style="list-style-type: none"> <li>- Roundabout or crosswalk suggested</li> <li>- Parking bay added</li> </ul>

## FINDINGS FROM STAGE 2 PUBLIC PARTICIPATION

<b>Pedestrian/Bicycle Facilities</b>	<p>Residents who participated in the Small Group Discussions agreed that traffic needs to be calmed along West 58th Street and that narrowing the street is a reasonable option. Residents noted that the main contributors to unsafe conditions surround the hills in the corridor. West 58th Street from Wooddale Avenue to Brookview Avenue was noted for poor sight lines and high vehicle speeds. Residents also have common interests in a reduction of slope on hills along the corridor.</p> <p>Online respondents had mixed feelings regarding the idea of narrowing the street. Several residents felt it would be acceptable if a separated bike and pedestrian path is part of the design. Others were concerned about narrowing of the lanes causing backups, particularly for drivers attempting to turn off West 58th Street onto side streets and driveways.</p> <p>A dynamic crosswalk and flashing pedestrian signs were requested over the mini-roundabout option at West 58th Street and the entrance to Pamela Park. Residents had negative opinions about the increased safety and effectiveness of the mini-roundabout. Some residents suggested adding a vertical element in the middle of the roundabout, such as a tree or artwork, that could help people better understand how to navigate through it.</p>
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There was also concern that children are less familiar with roundabouts and would not know how to safely cross the street. Other residents expressed concerns that headlights will be shining into the adjacent properties.

Residents would like to see improved pedestrian facilities at West 58th Street and Xerxes Avenue. Residents requested marked crosswalks specifically for the adjacent bus stop. Residents are unsure that providing a turn lane here would help as suggested in the initial design. Residents who addressed this question online were supportive of the addition of turn lanes. Concerns were also expressed about the steep hill at this intersection and the possibility of it being reggraded. One resident suggested the possibility of a sign that alerts drivers to the blind hill.

Poor sightlines were noted at the intersection of West 58th Street and Kellogg Avenue. Residents followed the theme of feeling the intersection is dangerous for both cars and pedestrians. Some suggested a southern sidewalk, as well as a marked crosswalk to access the northern pedestrian facilities. To alleviate the blind spot, residents suggested adding a "Blind Approach" sign at the bottom of the hill. Residents also expressed similar crosswalk concerns at West 58th Street and Halifax Avenue.

Residents are concerned about children crossing at West 58th Street and Oaklawn Avenue. A sidewalk will help alleviate this concern. Residents also agreed that narrowed lanes and reduced vehicle speeds would also help. Some residents feel that adding a stop sign for eastbound traffic could alleviate safety concerns and make turning left onto Oaklawn Avenue easier. A stop sign for westbound traffic at this intersection would cause more safety concerns during icy conditions. One resident mentioned that stop signs have been on West 58th Street before; residents had the stop signs removed due to traffic backups.

Other comments included the continued support of calming the vehicle traffic and pointed out there are no speed limit signs from Concord Avenue to France Avenue. A few residents voiced support for the corridor section to be consistent with the design between Concord Avenue and Wooddale Avenue.

A combined path for bicycles and pedestrians was not popular among residents during focus groups. Many residents felt strongly that for pedestrian safety is the critical issue. Many felt that bike and pedestrian facilities should be separated from each other. Concerns about bicycle speed and potential conflicts with pedestrians (children) was common. Many felt as though a combined path would be dangerous and that bicycles belong on the street in a separated bike lane.

Online participants wanted a clearer understanding of what separated bike and pedestrian facilities may look like. Most online participants were also against the bike and pedestrian facilities being combined into a facility that is separated from vehicles in the road.

Residents asked whether a narrower pedestrian path could leave room for a bike lane on the southern side of the street. Residents noted that bicycle commuters typically default to riding in the road regardless. Residents were most concerned about children bicycle users who are going to and from school. Residents appeared to agree that those children would use the narrower sidewalk, and this would be a reasonable outcome.

A few residents were worried about the safety of bikers on the street without any bike facility. Residents felt that buffered bike lanes or shared bike lanes made sense on the southern side of the street. Residents also questioned whether the community needed a full bike path that is not connected to other regional paths and destinations. Several residents mentioned that bikers often use Philbrook Lane to avoid the large hill and suggested considering adding bicycle facilities on this street could help avoid pedestrian interaction.

Small Group Discussion participants appeared to be near consensus that a smaller, concrete sidewalk on the north side of West 58<sup>th</sup> Street would be preferable. Some

	<p>residents felt that the north side would be the preferred location because it receives more sunlight in the winter. Residents feel that concrete sidewalks better fit the look and feel of the rest of the neighborhood and are easier to maintain. Many of the online respondents also advocated for a concrete sidewalk and bike lane on the southern side of the road. Many did not like the idea of a bituminous path.</p> <p>Some online participants seemed to disagree on the placement of the pedestrian facilities. Some see the south side of the street as the best option. There may be a perception that southern facilities have less driveway impacts and could limit vehicular interaction. Further study of impacts to properties may be warranted as the project design is refined.</p> <p>There was a noted request for a sidewalk on both sides of the street near Pamela Park. For example, residents requested that the southern sidewalk be extended east to Halifax Avenue from Pamela Park. This would reduce the number of roadway crossings for residents coming from the neighborhood south of West 58<sup>th</sup> Street and west of France Avenue; residents would prefer not to cross the street twice to enter the park.</p> <p>Residents generally requested more frequent marked crosswalks. Adding crosswalk signs and other pedestrian awareness strategies are of interest. Appropriate pedestrian curb ramps were also suggested as needed. Several residents requested a flashing crosswalk sign near Pamela Park, dynamic speed display signs or other strategies to pedestrian safety. Accidents between cars and bicyclists were also noted as frequent.</p>
<b>Motor Vehicle Facilities</b>	<p>Many Small Group Discussion participants would like the parking bay to be removed from consideration. Existing parking was noted, as well as the creation of more sightline issues. Alternative ideas included expanding existing parking lots near the Pamela Park tennis court. There was also a concern that parking bays would make the street appear wide and consequently drivers will speed through the area.</p> <p>One Small Group suggested that the parking bay is moved to the west to accommodate those residents that will lose on-street parking and do not have adjacent side streets. There was some agreement that on-street parking is needed west of France Avenue. Concern about a parking shortage was most expressed by residents impacted by the proposed northern path or sidewalk through their driveways. Residents along the corridor, in general, are concerned about losing driveway parking spots.</p> <p>Online comments regarding parking were mixed. Some thought it could be an interesting solution, others thought that a marked crosswalk at Philbrook Lane would eliminate the need for a parking bay. Others opposed removing on-street parking along West 58<sup>th</sup> Street, especially near Pamela Park.</p>
<b>Property Impacts</b>	<p>Residents want the opportunity to work one-on-one with the City on major impacts to properties. Residents prefer design options that have the least impact to their properties. Some residents requested a deeper cost/benefit analysis of installing a sidewalk on the north versus south side of West 58<sup>th</sup> Street.</p> <p>Residents want to be informed of potential impacts before final decisions are made. Residents expressed the interest for a single point of contact for questions throughout the decision-making process. Residents requested that the City mail notices to residents who will be impacted before major decisions are made. There was also the interest in mailers and other communication to be very brightly colored or branded in a recognizable way.</p> <p>Residents felt they did not fully understand the impacts to their property yet and would appreciate ongoing communications from the City.</p> <p>Most residents liked the Lannon stone walls proposed at focus groups. One commenter noted a preference for the same material (Lannon stone) that was used along Xerxes Avenue between W 60<sup>th</sup> Street and West 56<sup>th</sup> Street.</p>
<b>Landscaping</b>	<p>A loss of the existing tree canopy is a concern. Residents feel it may take too long to regrow after tree removal. Residents feel that mature trees are an essential part of the</p>

	<p>neighborhood character. Residents understand that a trade-off may be needed to accommodate sidewalks. Residents asked the City to carefully weigh the trade-offs between designing a sidewalk to meet the Americans with Disabilities Act (ADA) standards and preserving existing trees.</p> <p>Residents would particularly appreciate the preservation of mature trees. Residents suggested “weaving” the sidewalk when necessary to avoid mature tree damage. One commenter cited West 58<sup>th</sup> Street between Wooddale Avenue and Concord Avenue as an example of sidewalk meandering.</p> <p>Residents suggested that trees are chosen that minimize the impact to sightlines when backing out of driveways. Residents requested trees that grow “upwards” and not “outwards”. Residents also asked that trees are used to slow traffic.</p> <p>There were a mix of ideas about another boulevard landscaping. Residents suggested having a grass boulevard or salt-tolerant plantings along the boulevard. Residents also suggested being careful to assess the viability of the plantings during harsh weather conditions. Residents are interested in using native plants in the landscaping plan.</p>
<b>Lighting</b>	<p>Residents felt that additional lighting is a good idea. Lighting is seen to increase safety and visibility near Pamela Park and at intersections along West 58<sup>th</sup> Street. Residents noted that lighting should be balanced along the corridor and added in areas that are currently particularly dark. Particularly dark areas identified include Halifax Avenue to Wooddale Avenue, the Oaklawn Avenue intersection and along Pamela Park.</p> <p>Residents are interested in more pedestrian-oriented lighting along the corridor. Residents suggested shorter lighting that is directed downwards at pedestrian facilities. One resident suggested a 3-4-foot-tall bollard style lights be installed mid-block to illuminate the sidewalk.</p> <p>Unnecessary artificial light shedding into residents’ windows or into the adjacent natural area should be avoided. Several residents noted that light pollution can be mitigated through use “Dark Sky” technology and suggested that the City explore this strategy.</p> <p>Residents also do not want to disturb Edina’s character. Residents suggested the use of light fixtures would create a sense of character for the corridor. One commenter noted the pedestrian lighting on West 58<sup>th</sup> Street between Concord Avenue and Wooddale Avenue as a good example of the preferred type of lighting.</p>
<b>Stormwater</b>	<p>Residents remarked that many intersections experience localized flooding. The intersection of West 58<sup>th</sup> Street and Beard Avenue, in particular, was noted as a bad area. Residents questioned why West 58<sup>th</sup> Street seems to collect stormwater so heavily.</p> <p>Residents agreed with the City’s recommendation to have curb and gutter installed throughout the corridor. Residents would like the City to explore channeling stormwater into adjacent park ponds and other natural areas. Residents also suggested the City communicate how the final concept augments water conservation efforts.</p> <p>Residents were also concerned about water quality and are interested in solutions that allow stormwater to infiltrate back into the local soil. A resident asked if a system that filters stormwater before it enters the storm sewer system could be used.</p> <p>Residents are interested in proposed rain gardens, tree trenches and any other options that effectively manage stormwater. The City noted that the maintenance of raingardens would typically fall upon residents. Residents felt that the maintenance of storm sewer systems (including rain gardens) should fall upon the City. A resident responded that not all residents would be able to maintain rain gardens and that the City inquire if a resident is able to maintain a rain garden prior to installation.</p> <p>One resident had a concern about whether children could fall into tree trenches or other stormwater treatment systems. Other residents hoped that the installation of tree trenches and other stormwater systems would not damage the roots of existing trees.</p>



<b>Transit Facilities</b>	<p>Residents noted interest in heated bus shelters at West 58<sup>th</sup> Street and Xerxes Avenue, and West 58<sup>th</sup> Street and France Avenue. A bus shelter with a bench was also requested at Wooddale Avenue and West 58<sup>th</sup> Street for children and faculty traveling to school.</p> <p>A few comments were made regarding bus operators and pedestrian safety. Residents noted the need for bus drivers to exercise more caution when crossing at France Avenue and Xerxes Avenue. Some noted no interest in transit routes along West 58<sup>th</sup> Street.</p>
<b>Animal Safety</b>	<p>Residents advocated for animal safety and the importance of wildlife. Residents were interested in both a “turtle tunnel” and a sign to make drivers aware of wildlife crossing the road. Residents noted that a turtle crossing sign should be balanced with other traffic calming measures. Some thought the addition of too many signs will result in non-compliance. Residents suggested that a turtle expert be consulted to ensure that efforts would be effective.</p>
<b>Other</b>	<p>One resident expressed a desire for the project to be used as an educational opportunity. This may include using sidewalks as canvases to teach children and adults about community history and other subject areas. The City could consider additional components like sidewalk art, wayfinding and educational markers. Other residents would like the City to consider installing additional trash receptacles to accommodate more pedestrians in the area.</p>

### STAGE 3: FINAL DESIGN

After the Small Group Discussions and website forums closed, the plan developed a final design concept. This concept would reflect comments from the public received in Stage 2. Engineering staff and the consultant reviewed the comments prior to starting a design.

#### STAFF COMMENT REVIEW

1. “Final design” was not the best term to use as part of this process. The result of this public participation will not be the final design, but rather a final concept to begin more detailed design.
2. The Pedestrian and Bicycle Master Plan recommended greater use of shared-use paths, based on resident guidance toward connecting schools, parks and neighborhoods with safe and comfortable facilities. The majority of the recommended shared-use paths form Edina’s Twin Loops, which serve as the backbone of the City’s pedestrian and bicycle networks.
3. The Pedestrian and Bicycle Master Plan noted a portion of West 58<sup>th</sup> Street as part of the Twin Loops network (Pamela Park entrance to Wooddale Avenue).
4. Define the users of the shared-use path as all ages and abilities such as kids, families, casual cyclists and the “interested but concerned” user group that would prefer a facility separated from motor vehicles.
5. The existing street is not centered within the right-of-way. Alternatives try to better balance impacts within the right-of-way.
6. Staff has concerns related to the tone of comments which refer to a specific side of the street. Typically, that means a resident who lives on one side of the street requests a feature be constructed on the opposite side.
7. Comments provided at the May 7 City Council Meeting were already received as part of Stage 2 of the defined participation process. All comments provided during the Stage 2 were considered to ensure fair and balanced participation. Comments at all stages should be considered equally.
8. Staff decided to continue the public participation process to answer the following questions:
  - Feedback about Alternates A, B, and C layouts
    - i. Participation will stipulate that West 58<sup>th</sup> Street between Wooddale Avenue and France Avenue could have a different street section than France Avenue to Xerxes Avenue.

- Extent of street lighting improvements (noting that street lighting is an assessable project cost and already exists at all intersections)
9. Additional graphics were created to provide better visuals of potential impacts when separating bikes and pedestrians.
  10. Structural changes to make the street feel narrower to drivers has been successful in slowing vehicles in other areas. These techniques include narrower lane widths and planting trees close to the edge of the road to make the driver feel more confined.

## FINAL CONCEPT DEVELOPMENT

Topic Area	what we heard in Stage 2	what we did
<i>Bikes and Pedestrian Facilities</i>	<ul style="list-style-type: none"> <li>- Add bike lane on southern side of West 58<sup>th</sup> Street</li> <li>- Separate pedestrians from bikes</li> <li>- Concrete sidewalk on the north side of West 58<sup>th</sup> Street</li> <li>- More frequent crosswalks</li> <li>- Add flashing crosswalk signs at Pamela Park</li> <li>- Cost/benefit of south vs. north sidewalk</li> <li>- Southern sidewalk along Pamela Park</li> <li>- Consider southern sidewalk in other areas</li> <li>- Do not use bituminous pavement on shared-use path</li> <li>- Route bikes thru Pamela Park or Philbrook Lane</li> </ul>	<ul style="list-style-type: none"> <li>- Recommend extending public engagement to gather feedback on Alternates A, B and C</li> <li>- Alt. C provides on-street bike facilities</li> <li>- Alt. B &amp; C provide a concrete sidewalk</li> <li>- All options provide crosswalk markings with activated flashers at Pamela Park</li> <li>- All options provide a pedestrian facility on the south side from Halifax Avenue to Pamela Park</li> <li>- Crosswalks at other intersections will be considered based on the City's Pedestrian Crossing Policy, which stipulates how crossing treatments should be installed based on use and context. Pedestrian counts can be collected prior to construction or after construction. Additional marked crosswalks can be installed after construction with minimal impacts.</li> <li>- Alt. A has a narrower overall width that reduces overall impacts but requires a shared-use path for pedestrians and bicyclists</li> <li>- Bike routes on other streets will not be considered as part of this project based on guidance from the Pedestrian and Bicycle Master Plan.</li> </ul> <p>Staff recommends the shared-use path be bituminous pavement for the following reasons:</p> <ul style="list-style-type: none"> <li>• It is less likely to heave and displace than concrete sidewalk panels</li> <li>• It can be repaired quicker and more easily than concrete</li> <li>• It melts snow and ice more rapidly than concrete</li> <li>• The material is less expensive and easier to recycle</li> <li>• Industry standard for shared-use paths</li> </ul>

<i>Vehicle Safety &amp; Speeding</i>	<ul style="list-style-type: none"> <li>- Narrow lanes to slow traffic</li> <li>- Improve sightline issues</li> <li>- Add speed radar sign</li> <li>- Add sightline signage</li> <li>- Prefer dynamic crosswalk at Pamela Park</li> <li>- No mini-roundabout</li> </ul>	<ul style="list-style-type: none"> <li>- All options provide narrow auto lanes to slow traffic but Alt. C feels wider with the additional of on-street bike lanes</li> <li>- Final design will attempt to improve sightlines in vertical / horizontal directions considering property impacts</li> <li>- <b>There may be trade-offs in traffic calming interests and sightline issues that will need to be discussed during one-on-one resident meetings</b></li> <li>- Speed limit signs will be added. Driver feedback signs will be considered based on industry standards and guidance from the Traffic Safety Committee.</li> <li>- Signage for blind driveways ahead will be added where grade changes are not possible</li> <li>- All options provide a marked crosswalk with activated flashers at Pamela Park</li> <li>- Mini-roundabout removed from consideration</li> </ul>
<i>Parking</i>	<ul style="list-style-type: none"> <li>- Remove Pamela Park parking bay</li> <li>- Consider parking bay west of park</li> <li>- Consider expanding existing parking lot at park</li> <li>- Consider on-street from France to Wooddale</li> </ul>	<ul style="list-style-type: none"> <li>- Parking bay along Pamela Park removed from consideration</li> <li>- Parking bay west of Pamela Park on City property not considered due to topography and sightlines concerns</li> <li>- Parking expansion at Pamela Park outside of the project scope</li> <li>- On-street parking from France Avenue to Wooddale Avenue not considered due to comments about greater impacts to property, trees and availability of parking on adjacent side streets</li> </ul>
<i>Driveway Impacts</i>	<ul style="list-style-type: none"> <li>- One-on-one meetings with residents</li> <li>- Mail colorful/branded notices to residents</li> <li>- Discuss impacts before final decisions</li> <li>- Have single point of contact for questions</li> </ul>	<ul style="list-style-type: none"> <li>- Individual meetings to discuss impacts before bidding is a standard practice for the street reconstruction program for issues such as trees, driveway changes outside the right-of-way, landscaping, etc.</li> <li>- Each driveway is unique and may have different solutions</li> <li>- A variety of communication techniques are used for street reconstruction projects, including letters, project web pages, door hangers, etc.</li> <li>- Standard street reconstruction practice is for 2 points of contact: the project manager for questions related to design and process and an engineering technician for construction questions.</li> <li>- Alt. A has the narrowest width that reduces impacts to driveways</li> </ul>
<i>Retaining Walls</i>	<ul style="list-style-type: none"> <li>- Lannon Stone is acceptable</li> <li>- Use consistently in corridor</li> </ul>	<ul style="list-style-type: none"> <li>- Lannon stone retaining walls under 4-ft in height is a City standard</li> <li>- Retaining walls greater than 4-ft in height require different materials to ensure safety of the public</li> <li>- Depending on height required, there may be different style retaining walls</li> </ul>

		<ul style="list-style-type: none"> <li>- Edina will also be working with individual property owners whose retaining walls and fences on City property will be affected by construction. There will likely be a need for construction of new retaining walls</li> </ul>
<i>Tree Impacts and Replacement</i>	<ul style="list-style-type: none"> <li>- Use trees for traffic calming on Blvd.</li> <li>- Preserve mature trees by “weaving” sidewalk</li> <li>- Plant trees that will not cause sightline issues</li> <li>- Grass boulevard or salt-tolerant plantings</li> <li>- Use native plants and trees</li> <li>- Assess plantings for harsh winter conditions</li> </ul>	<ul style="list-style-type: none"> <li>- Intend to plant City Forester-approved trees within the boulevard based on individual resident input on type and whether or not they want trees</li> <li>- Mature trees will be protected as much as possible while maintaining the minimum width requirements and working with individual property owners</li> <li>- Boulevard will be a combination of grass and trees or other landscaping based on input from individual residents and the City Forester</li> <li>- Alt. A has the narrowest width that reduces impacts to trees</li> </ul>
<i>Lighting</i>	<ul style="list-style-type: none"> <li>- Lighting focused on dark areas</li> <li>- Pedestrian-oriented lighting along corridor</li> <li>- Lighting should match neighborhood character</li> <li>- Mitigate light pollution with Dark Sky technology</li> </ul>	<ul style="list-style-type: none"> <li>- Lighting will be provided at Pamela Park entrance</li> <li>- Input requested from residents to determine if the project should replace cobra head light fixtures with a more decorative acorn lighting style at intersections from Wooddale Avenue to Xerxes Avenue. Acorn style currently exists between Concord Avenue and Wooddale Avenue</li> <li>- New lights will be Dark Sky-approved</li> <li>- If lighting is requested by residents, staff feels the lighting should be located on the north side of intersections with Alternative A and the south side of intersections with Alternative B and C</li> </ul>
<i>Stormwater</i>	<ul style="list-style-type: none"> <li>- Fixing flooding areas along corridor</li> <li>- Install curb and gutter along corridor</li> <li>- Channel water into natural pond</li> <li>- Filter water with native soils</li> <li>- Communicate water conservation applications</li> <li>- Evaluate drain tiles, tree trenches, rain gardens</li> </ul>	<ul style="list-style-type: none"> <li>- Efforts will be made to improve drainage. Due to the elevation of the street in relation to the stormwater ponds and Minnehaha Creek, flooding will not be completely solved</li> <li>- Concrete curb and gutter will be installed.</li> <li>- Water currently enters stormwater treatment ponds adjacent to 58<sup>th</sup> Street near Pamela Park</li> <li>- Invisible tree trenches to route and use the water will be investigated with input from residents</li> </ul>
<i>Animal Safety</i>	<ul style="list-style-type: none"> <li>- Add turtle crossing sign or passage</li> <li>- Consult turtle expert for solution</li> </ul>	<ul style="list-style-type: none"> <li>- Will consult with studies and/or experts on this concern during final design</li> <li>- Concerned with sign pollution based on other signage needs</li> </ul>
<i>Bus Transit</i>	<ul style="list-style-type: none"> <li>- Heated bus shelters and benches</li> <li>- Trash receptacles for trash/or cigarettes.</li> <li>- Pedestrian facilities needed to walk to bus stops</li> </ul>	<ul style="list-style-type: none"> <li>- Shelters, benches and trash receptacles are a Metro Transit consideration; comments will be forwarded for their consideration</li> <li>- Pedestrian facilities will be provided</li> </ul>
<i>Other</i>	<ul style="list-style-type: none"> <li>- Incorporate educational elements into the design such as sidewalk art, wayfinding, and educational markers</li> </ul>	<ul style="list-style-type: none"> <li>- City does not have policy to address these types of design comments</li> </ul>

## ADDITIONAL PARTICIPATION STAGE: MAY 31 TO JUNE 20

Staff created three design alternatives and two online surveys to collect more feedback between May 31 and June 20. Staff received 104 responses to multiple-choice questions and 39 completed feedback forms.

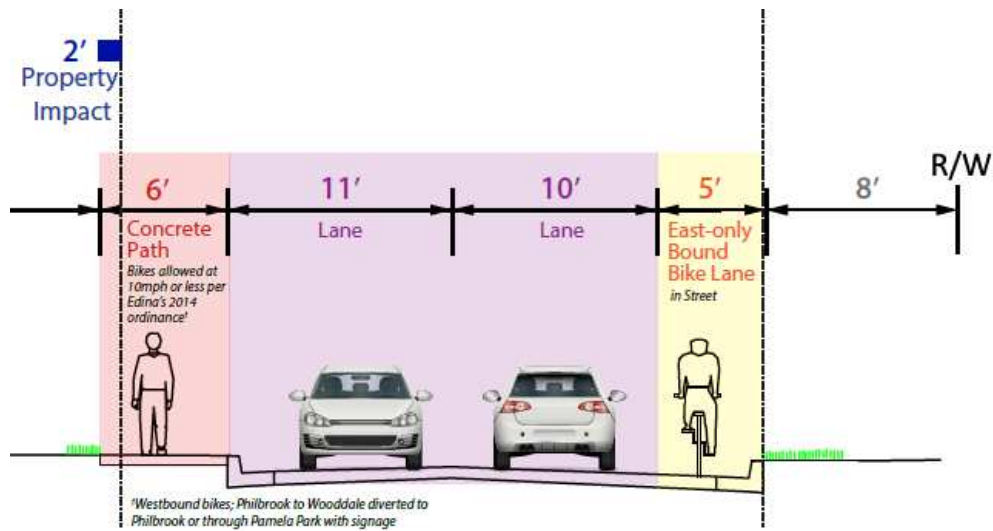
### FINAL CONCEPT DEVELOPMENT

Topic Area	what we heard in additional participation stage	staff comments
General Comments	<ul style="list-style-type: none"> <li>- Concern for shared-use path from a mixing of bikes and pedestrian standpoint</li> <li>- Route bikes thru Pamela Park or Philbrook Lane</li> <li>- Concern for property impacts</li> <li>- Concern for bituminous material of a shared use path</li> <li>- Support for getting bikes and pedestrians off the street</li> <li>- Concern that staff is not listening</li> <li>- Concern with biking up hill in westbound direction</li> <li>- Stormwater</li> <li>- Support for resident submitted Alternate 58-1</li> <li>- Mixed feedback – some support and concern for all 3 alternatives</li> <li>- Concern for loss of parking on driveways</li> </ul>	<ul style="list-style-type: none"> <li>- Staff has researched the mixing of bikes and pedestrians on share-use paths. Industry has shown great success with different users being courteous to each other with many real-world applications currently in practice throughout the Metro Area (such as the Nine Mile Creek Regional Trail in Edina).</li> <li>- Bike facilities east of Pamela Park are required per the Pedestrian and Bicycle Master Plan. Such facilities will improve access to residents in the Chowen Park and Strachauer Park neighborhoods.</li> <li>- To date, minimizing property impacts has been a staff priority</li> <li>- Staff recommends any shared-use path along 58<sup>th</sup> Street be made of bituminous pavement, as is the industry standard. Concrete may be utilized if Council feels this corridor has different needs and requirements than previous projects. Staff has a greater priority on the 8-ft space needs versus the material type.</li> <li>- Staff analyzed 15 random driveways for current versus proposed parking counts on driveways using a 21-ft long minivan with 4-ft buffers between cars or garage and car. No driveways along the north side in this random sample would lose parking.</li> </ul>
Alternative A	<ul style="list-style-type: none"> <li>- Support because it gets bikes and pedestrians off the road</li> <li>- Support because it has the least amount of impacts to property</li> <li>- Concerns with bituminous shared use path material</li> <li>- Suggestion of 4-ft bike path, 4-ft blvd and 4' sidewalk all off street</li> <li>- Support with only needing off-street facilities on 1-side</li> </ul>	
Alternative B	<ul style="list-style-type: none"> <li>- Property impacts too great</li> <li>- Creates too much pavement or thoroughfare along corridor</li> <li>- Many more statements of concern than statements of support</li> </ul>	

Alternative C	<ul style="list-style-type: none"> <li>- Property impacts too great</li> <li>- Creates too much pavement or thoroughfare along corridor</li> <li>- Many more statements of concern than statements of support</li> </ul>	
Alternative Design Elements #1	<p>Survey Question: How important are the following elements in a final concept?</p> <p><b>Reduced Property Impacts</b></p> <ul style="list-style-type: none"> <li>- 56 out of 104 (57.7%) = important</li> <li>- 26 out of 104 (22.1%) = neutral</li> <li>- 22 out of 104 (20.2%) = not important</li> </ul>	<ul style="list-style-type: none"> <li>- Reduced property impacts are important to the respondents</li> <li>- Staff feels Alternative A balances the needs of both residents and City with the least amount of property impacts</li> </ul>
Alternative Design Elements #2	<p>Survey Question: How important are the following elements in a final concept?</p> <p><b>Separated off street facilities for bikes and pedestrians</b></p> <ul style="list-style-type: none"> <li>- 66 out of 104 (63.5%) = important</li> <li>- 18 out of 104 (17.3%) = neutral</li> <li>- 20 out of 104 (19.2%) = not important</li> </ul>	<ul style="list-style-type: none"> <li>- Off-street facilities for both bikes and pedestrians are important to the respondents</li> <li>- Staff feels Alternative A provides off-street facilities for both bikes and pedestrians with the least amount of property impacts</li> </ul>
Alternative Design Elements #3	<p>Survey Question: How important are the following elements in a final concept?</p> <p><b>On-street bike facilities</b></p> <ul style="list-style-type: none"> <li>- 16 out of 104 (15.4%) = important</li> <li>- 29 out of 104 (27.9%) = neutral</li> <li>- 59 out of 104 (56.7%) = not important</li> </ul>	<ul style="list-style-type: none"> <li>- On-street bike facilities are not important to the respondents</li> <li>- Staff is not proposing on-street bike facilities</li> </ul>
Alternative Design Elements #4	<p>Survey Question: How important are the following elements in a final concept?</p> <p><b>Concrete Sidewalk</b></p> <ul style="list-style-type: none"> <li>- 62 out of 104 (59.6%) = important</li> <li>- 20 out of 104 (19.2%) = neutral</li> <li>- 22 out of 104 (22.2%) = not important</li> </ul>	<ul style="list-style-type: none"> <li>- Concrete material is important to the respondents</li> <li>- Staff is more concerned with providing 8-ft of shared-use space</li> <li>- Staff will recommend bituminous material for a shared-use path</li> <li>- Staff would support concrete if Council feels this is an appropriate application</li> </ul>
Lighting	<p>Survey Question: Edina is considering replacing “Cobra” style lighting with “Acorn” style lighting. How important is the change of lighting</p> <ul style="list-style-type: none"> <li>- 60 out of 104 (57.7%) = important</li> <li>- 23 out of 104 (22.1%) = neutral</li> <li>- 21 out of 104 (20.2%) = not important</li> </ul>	<ul style="list-style-type: none"> <li>- New lighting is important to the respondents</li> <li>- Staff will include cost estimates and impacts to assessments for lighting replacements as the engineering study is prepared and shared with residents</li> </ul>

#### STAFF COMMENT REVIEW

1. The residents submitted an alternative for consideration called Alt 58-1 shown below. Some of the elements do not meet Municipal State Aid Standards (MSA) or industry best practices.
  - a. Alt. 58-1 Proposal



b. MSA Standards

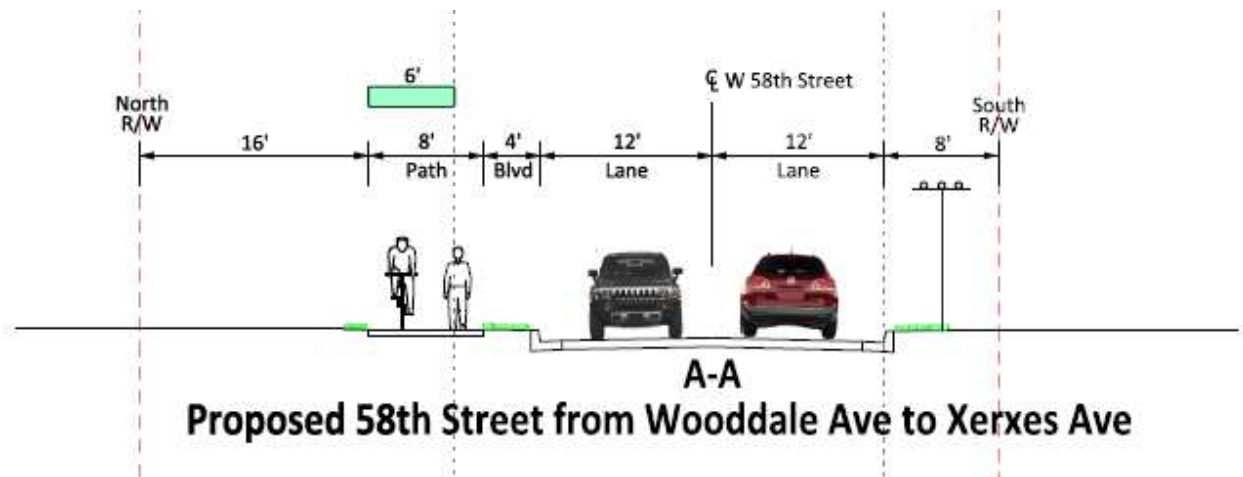
- i. Minimum vehicle lane widths 10-11-ft with a 1-2-ft reaction area.
  1. Concrete curb is 1.5-ft wide – difficult to drive on
    - a. minimum travel lane adjacent to the curb =  $10' + 2' = 12'$
  2. Adjacent to a bike lane
    - a. minimum travel lane adjacent to bike lane =  $10'$
- ii. Minimum bike lane width 5-6-ft
  1. If bike lane is adjacent to concrete curb
    - a. Minimum width including curb =  $1.5' + 5.0' = 6.5'$
  2. If curb and bike lane are all concrete (examples - 70<sup>th</sup> St, Tracy Ave)
    - a. 5-ft minimum but would not recommend minimums on two elements next to each other for safety reasons. Example: if 10-ft vehicle lane should use 6-ft bike lane or 11-ft vehicle lane and 5-ft bike lane
- iii. One-way on-street bike facility will most likely not gain MSA approval without providing a bike facility in the opposite direction. Unable to confirm at time of report.

c. Industry Best Practices

- i. If bicycle facilities are provided (on- or off-street), they should accommodate travel in both directions.
  - ii. 6-ft concrete path is considered to have only 5-ft of accessible space with a 1-ft buffer to the curb.
2. Other comments noted matching the width of 58<sup>th</sup> Street between Concord Avenue and Wooddale Avenue constructed in 2005. The typical section has 2- 11-ft lanes with 3-ft shoulders on each side, 5-ft blvd with 5-ft sidewalk. The total width is 38-ft. Alternative A is 36-ft wide.
  3. 62<sup>nd</sup> Street between France Avenue and Valley View Road was reconstructed in 2018 and is a MSA Street. The typical section has 13-ft and 11-ft travel lanes with 7-ft parking lane, 2.5-ft blvd with 8-ft bituminous-shared use path. The total width is 41.5-ft. Alternative A is 36-ft wide.

## STAFF RECOMMENDATION

### Alternative A with conditions noted



### Conditions

1. Crosswalk markings and RRFB flasher at Pamela Park entrance
2. Lighting at Pamela Park entrance
3. Additional sidewalk on south side from Pamela Park entrance to Halifax Ave
4. Promise to meet with residents with impacts to retaining walls, trees and/or driveways outside the right-of way (ROW) and if the item is substantial:
  - a. Provide replacement trees
  - b. Allow flexibility in the width of the boulevard to protect trees and other substantial items in ROW
5. Analysis of the need for turn lanes at France Avenue and Xerxes Avenue
6. Analysis of parking bays where residents are willing to provide more ROW space and greater property impacts
7. Attempt to improve sightlines in vertical and horizontal directions specifically at hill and intersections
8. Add speed limit signs
  - a. Consider driver feedback signs
9. Add signs for blind driveways ahead
10. Allow residents to decide what goes in the boulevard area – trees, landscaping or turf
11. Provide estimated assessment ranges with and without lighting improvements
12. Improve drainage as much as topography and regulatory requirements allow

### Justification for Alternative A

- Narrows travel lanes to slow traffic
- Least amount of property impacts
- Provides off-street bike and pedestrian facility
- Provides buffer for bikes and pedestrians from vehicles
- Provides boulevard for landscaping and / or tree trenches
- Provides enhanced pedestrian crossing at Pamela Park
- Provides sidewalk from Halifax Avenue to Pamela Park
- Provides bike and pedestrian facilities per the Pedestrian and Bicycle Master Plan



- Provides more opportunities for stormwater management
- Provides residents opportunity to allow parking bays
- Provides residents opportunity to select green treatment in boulevard
- Provides residents opportunity to include lighting or not based on cost
- Provides meetings with residents to discuss impacts
- Minimal loss of parking on driveways

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## NEXT STEPS

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### CITY COUNCIL

Approve concept to keep project on schedule with an anticipated 2020 construction

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### CITY STAFF

With approved concept, staff will begin preliminary engineering report in anticipation of the public improvement hearing associated with the preliminary street assessments scheduled for December 9, 2019. Until the public hearing date, staff will begin preliminary design to determine initial construction impacts, meet one-on-one with property owners with greater impacts to driveways, landscaping, retaining walls, or trees, share estimated assessment ranges and draft the preliminary engineering report.

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## LESSONS LEARNED

To continue to improve strategies around public participation, City staff want to continue to gain knowledge from past projects and use these experiences for future projects. Evaluating and documenting the process will provide us with guidance as to which aspects of the process worked well and which may require some improvement.

### 1. Titles & Definitions

Selecting more descriptive titles to reflect where we are in the process would have been beneficial. For example, using the phrase “final design” versus “final design concept” has a different connotation to the residents, and may have inaccurately relayed a message that no additional public input would be considered. Also, providing more detailed definitions of the project components from the beginning would have allowed residents and the City to engage in conversations from a more level playing field. For example, the City could have better defined the potential impacts that section widths have on the various design components (on-street bike lanes, parking lanes, concrete sidewalk, shared-use path, etc.).

### 2. Graphics

Visually communicating the impacts and trade-offs for these types of projects in an effective manner has long been a challenge for the Engineering Department. West 58<sup>th</sup> Street brought this challenge to another level due to the number of different design components and options residents could consider. Improved graphics could have helped explain potential property impacts, specifically related to the options for pedestrian and bike facilities.

### 3. Updates

*Better Together Edina* was effective in informing residents about key steps in the process (Open House, online surveys, Small Group Discussions). However, equally necessary were updates in between these key steps. For example, after the Small Group Discussions concluded and the online forums were closed (effectively ending Stage 2), a number of residents were unclear what the next step in the process would be and whether they would be

permitted to provide additional feedback on a revised concept. Additionally, the City could have better explained at the onset of this project that there would be less-active stages in the process to allow the City time to synthesize all of the input received.

#### 4. Topic Creation Areas

Dividing this large project into smaller topic areas for input was beneficial for the City in understanding the specific concerns of the residents. However, this became challenging as certain topic areas are inextricably linked. For example, the desire to minimize property impacts is at direct odds with the desire for separated facilities for pedestrians, bikes and vehicles. A suggestion for future projects would be to use early stage engagement to establish the priorities and desires of the residents, followed by another stage of engagement to discuss any areas of competing interests.

#### 5. Stage 1 – Gathering Information

The tools utilized in Stage 1 to gather information from residents (the Open House “interest sticker” exercise and the online mapping tool) were particularly worthwhile. Because these tools both featured a geographic element as opposed to traditional questionnaires, staff could literally visualize and better understand the topics of interest among the residents and put them in context of the entire project area.