NORTH 28TH STREET TRANSPORTATION PLAN

DECEMBER 2003

Prepared by:

The Duluth-Superior Metropolitan Interstate Committee

A long-range plan for the North 28th Street corridor in Superior, Wisconsin.

North 28th Street Transportation Plan

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December 2003

Duluth and Superior urban area communities
cooperating in planning and development
through a joint venture of the
Arrowhead Regional Development Commission
and the
Northwest Regional Planning Commission

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Chapter 1: Introduction

Background

The purpose of this plan is identify and make recommendations to alleviate transportation issues on North 28th Street, in Superior, WI. This plan will also serve as a planning and management tool for the corridor to ensure that North 28th St. continues to serve its appropriate function in the community.

North 28th Street is a major east-west corridor in Superior. On its eastern end North 28th Street turns into 18th Avenue and connects to U.S.H. 53/2. (See Map 1.B) In 1996, the Metropolitan Interstate Committee completed the 'North 28th Street Corridor Transportation Study', which made recommendations to improve the corridor. The plan you are reading now is a continuation of that original planning effort.

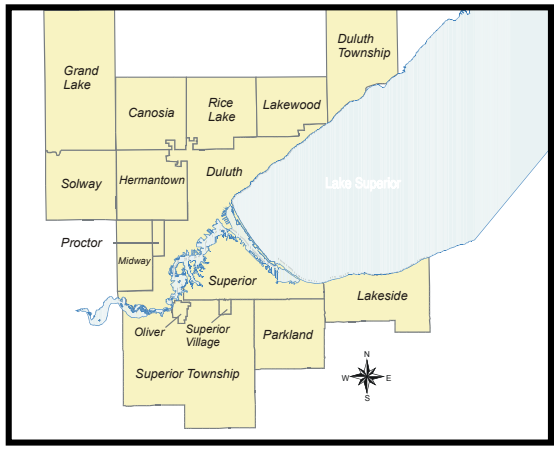
Using federal funding with a local match, the City of Superior is planning to reconstruct portions of North 28th Street in a two-phased construction project starting in 2004. Phase 1 will include portions of North 28th Street between Tower Avenue and Lamborn. Phase 2, planned for 2006, will continue reconstruction eastward to Hill Avenue. Although potentially warranted, there are no immediate plans to reconstruct sections further east.

About the MIC

The Metropolitan Interstate Committee (MIC) is the metropolitan planning organization (MPO) for the Duluth-Superior area. Every metropolitan area in the U.S. with a population over 50,000 has an MPO. The MIC is charged with transportation and land use planning for the Duluth-Superior metropolitan area. The MIC's planning area consists of the cities of Duluth, Superior, Hermantown, and Proctor as well as the first ring of townships (see Map 1.A).

The MIC is mandated to conduct a long-range transportation plan along with a transportation improvement program. The long-range plan identifies transportation needs in the MIC planning area and is updated every three years. The transportation improvement program is the yearly process by which transportation projects area prioritized to receive federal transportation funding. The MIC also provides local jurisdictions with transportation planning assistance. The MIC provides assistance with planning for all modes of transportation: roads, transit, pedestrian, bicycle, ports, rail, and airports.

The MIC is advised by two committees – the Harbor Technical Advisory Committee and the Transportation Advisory Committee which are comprised of local, regional, state, and federal transportation professionals. The MIC Policy Board is comprised of 18 local elected and appointed citizens – nine each from Minnesota and Wisconsin. Both the advisory committee and policy board, provide MIC staff with guidance to address transportation and land use issues, which affect multiple jurisdictions or agencies in the Duluth-Superior metropolitan area.



Map 1.A: MIC Planning Jurisdiction

Study Area Defined

Map 1.B displays the study area for this plan. Map also shows outlines of various buildings along the corridor. Not all building outlines are shown. The buildings are shown to show a perspective of the entire corridor. The study area begins at the intersection of Oakes Avenue and N 28th Street in the west and continues along North 28th Street until the road veers to the northeast and turns into 18th Avenue. The study area continues along 18th Avenue until it reaches U.S.H. 53/2 (a.k.a. East 2nd Street). The study area includes an area of two blocks north and south of the roadway. However, between Tower Avenue and Hammond Avenue the study area includes a larger section to the south and extends down to North 37th Street. The study area is an indefinite boundary, and recommendations may include areas outside of it.

Study Goal

The goal of this plan is as follows:

> ***To make short and long-term recommendations coinciding with planned reconstruction projects, which will improve the North 28th Street Corridor.***

Study Objectives

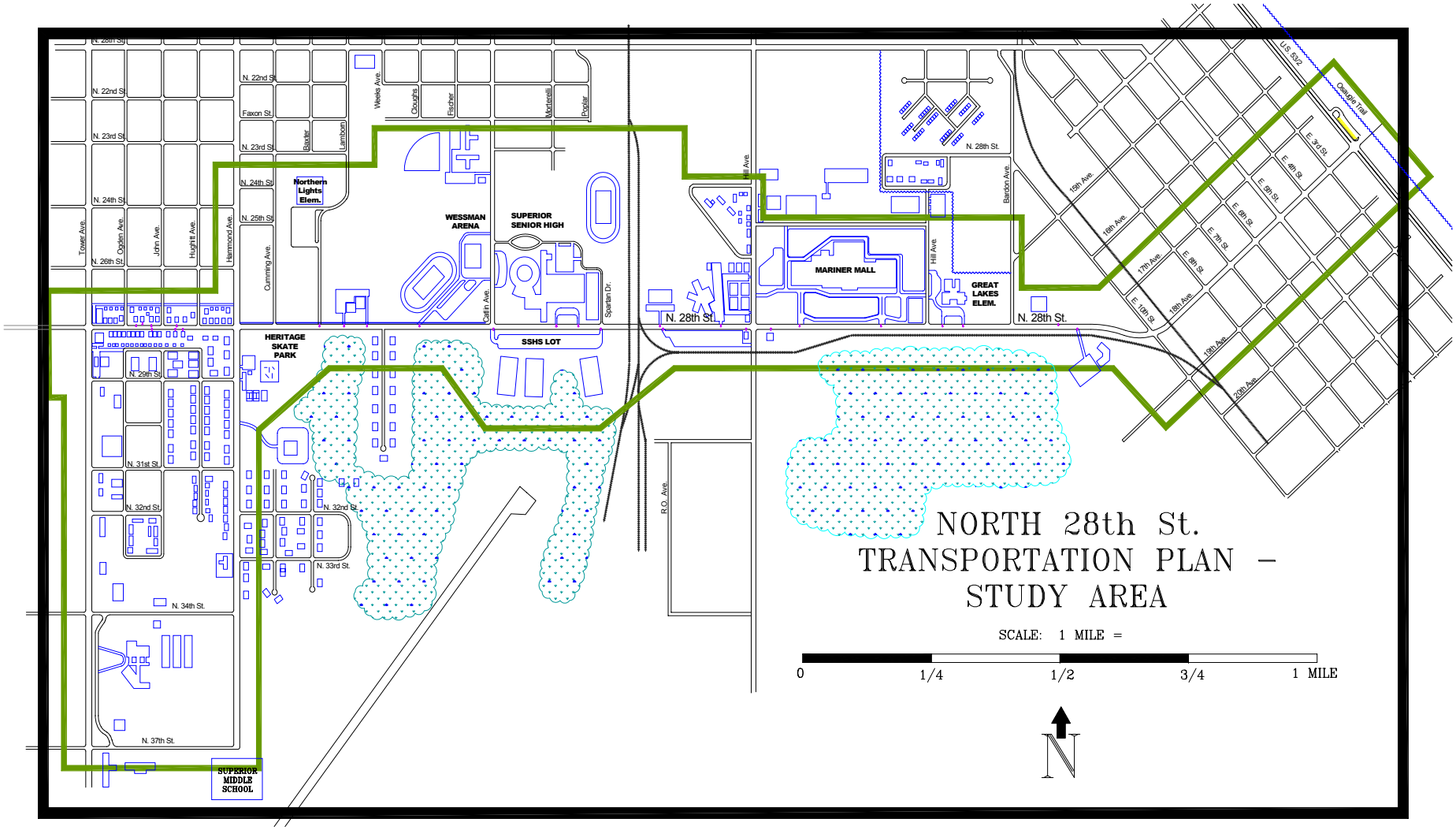
The objectives, which give an outline for reaching the study goal, are listed below:

1. To collect pertinent background transportation information from, but not limited to, the following: Recent transportation studies, current and historic traffic counts, inventory of existing transportation facilities (all modes), land use maps/data, and 2000 census information.

2. To form a Study Advisory Committee representing city officials, local business, local community clubs/clinics, schools and local residents that will: Determine study area, review/analyze technical data.

3. To make specific recommendations that:
   - Improves any safety deficiencies
   - Improves the corridor's transportation functionality.
   - Enhances the livability of the corridor's residential segment.
   - Aesthetically improves the corridor.
   - Will be feasible to coincide with planned reconstruction

4. To identify associated costs for all recommendations (see #3 above) and to develop creative funding sources for those costs.



Map 1.B: Study Area

Study Process

1. Background Data Collection

Various background data was collected to help assess current conditions along North 28th Street. This included gathering data and creating maps depicting the following items:

- Land Use Maps
- Pedestrian Facility Inventory
- Transit Access
- Bike Paths
- Current and Historical Traffic Counts
- Detailed Corridor Maps (Environmental Justice, Census, Roadway)

2. Advisory Committee Meetings

To get a broad prospective on the issues facing the corridor, a technical advisory committee was assembled. The advisory committee was made up of officials from City of Superior (Planning and Engineering), WisDOT, the Superior School District, Superior City Council, Douglas County Board, the MIC, and local resident who lives on North 28th Street. The study advisory committee helped determine which technical data was needed, and to analyze that data. The advisory committee also helped in the process of identifying critical issues in the corridor.

The Advisory Committee also served as a sounding board for final design for Phase 1 reconstruction. Although the committee added input during the design process for Phase 1, the ultimate decisions for that design lie with the City of Superior and its consulting engineer (S.E.H. Inc.). The Committee has also expressed an interest to serve in a similar function for the Phase 2 project in 2006. The advisory committee also assisted with the following tasks:

- Determining study area
- Analyzing Background / Technical Data
- Further developing goals and objectives
- Developing Recommendations
- Providing technical assistance
- Identifying Major Issues

3. Ongoing Public Outreach

The MIC views public outreach as an ongoing process. Several processes were and will be used to maximize public participation including the following methods.

- Initial public/stakeholder outreach meeting(s) to Planning District before technical data collection (Planning District 3 – April 23, 2003).
- City sponsored public hearing on August 14, 2003.
- Other Stakeholder outreach meetings – Schools, Community Centers, Businesses, Political Figures
- Final public/stakeholder meeting(s) to Planning District 3 with preliminary recommendations (October 1, 2003)

As a follow-up to the public outreach formats, the City of Superior posted comments received on its official web-site. Additionally those comments are included in the appendix of this plan.

4. Technical Data Collection/Analysis

To understand existing traffic and roadway conditions MIC staff collected various technical data. MIC staff shared this data with the City of Superior and its consulting engineer for this project, S.E.H. Inc. Summaries of the technical data analysis listed below are found in the *Existing Conditions* section of this plan.

- Traffic counts
- Vehicle Turning movement counts
- Determine Vehicle conflict areas

5. Final Plan Preparation

Based on background information, public comments and advisory committee advice MIC staff prepared this final plan, which will include the following steps.

- Final plan documentation and preparation
- Adoption by Study Advisory Committee
- Adoption by MIC-TAC and MIC
- Presentation to Superior City Council and/or other interest groups

6. Plan Implementation

No plan is ever truly finished. Implementation is an ongoing activity. Once the planning process is formally complete, MIC staff will continue striving to reach the public with results and will continue to look for public comment. After a significant amount of time, MIC staff will re-examine and give a status of all recommendations in the plan.

The picture above shows the recently constructed Skate Park at Heritage Park on the corner of Hammond and North 28th Street. This park is an extremely popular site for local youth.

The picture above shows the Great Lakes elementary school, which opened in 1995 on N 28th Street. If you look closely you can see bicycle tracks on the grass displaying the need to maintain and improve safe routes for children as they walk or bike to school.

Chapter 2: THE PAST

This chapter will examine how past developments have impacted the North 28th Street Corridor. The MIC studied the North 28th Street corridor in 1996. The present study will examine impacts and changes since that time.

Land Use Changes

School Changes

The Superior School District has undergone many changes in the past few years. In 1995 Great Lakes Elementary opened near the Mariner Mall. In 2002, Northern Lights Elementary, (Lamborn and N 28th Street) opened in the eastern section of the corridor. In the fall of 2003, Superior Middle School opened on 37th Street and Hammond Avenue.

Each of these new schools has had a dramatic effect on the North 28th Street corridor. Due to changes in school policy, which lengthened the busing radius to two miles, many more parents are driving their children to school. Students also have the option to walk or ride bikes to school.

Recreational Facility Changes

In 2001, the City of Superior constructed a new skatepark in Heritage Park at the corner of North 28th Street and Hammond Avenue. The skatepark is extremely popular and has become a local magnet for area youths. While the skatepark has been a positive enhancement for local youths, it has created additional pedestrian traffic at and near the park.

In 2002, the City of Superior opened the Millennium Multi-use Trail in the municipal forest. The 1.6 mile paved trail meanders through the Superior Municipal Forest. Parking and access to the trail is located off of North 28th Street near Wyoming Avenue and the Billings Park area.

Housing Land Use Changes

During the last decade housing units have been constructed in areas around the corridor. Specifically, along Weeks Avenue to the south of the corridor. Over 20 units have been constructed, and that area is zoned for new housing development. Further, a new senior citizen apartment complex was constructed just to the east of the Superior Senior High School. These new developments will add traffic to North 28th Street Corridor.

Commercial Land Use Changes

The overall retail business environment in Superior has shifted southward along Tower Avenue. Developments in the past decade include a new Menards, Target, Wal-Mart, Applebee's and others. While most of this development has taken place on Tower Avenue, the impacts from this development directly impact the N 28th St. corridor. As North 28th Street is a major east west route, many vehicles use N 28th Street as a direct route to get to this new development.

Past Plans Impacting N 28th Street

Several planning efforts impacting the North 28th Street area have been completed in recent years. So as to avoid conflicting with these other planning efforts, MIC staff researched these plans. By doing this, North 28th Street recommendations will strengthen, enhance and mesh with planning efforts already completed.

1996 – NORTH 28th STREET CORRIDOR TRANSPORTATION STUDY

Shown to the right is a summary of recommendations from the 1996 plan. Several of the recommendations from the 1996 plan have been implemented. Others are no longer applicable (connector routes). Some have yet to be implemented. This plan will address whether unimplemented recommendations from the 1996 plan are still practical today.

Table 2A:

1996 North 28th Street Plan - Summary of Recommendations

	Issue	Recommendation	Jurisdiction	Timeline	Estimated Cost	STATUS
1	Billings Park Sidewalks	City Review Pedestrian needs in the area	City of Superior	Short Term - 1998	$5,600 / Block	IMPLEMENTED
2	Banks Avenue Sidewalk	Design pedestrian system adjacent to buildings on Banks Avenue	City of Superior	Short Term - 1998	$6,000	IMPLEMENTED
3	New School Construction	Study impacts of school prior to construction	City of Superior & School District	Long Term	Unknown	NO - CURRENTLY EXAMINING
4	Athletic Field Complex	Review pedestrian and vehicular traffic as field is constructed	City of Superior & School District	Ongoing	No Cost	NO - CURRENTLY EXAMINING
5	Superior Senior High Parking	Move Student Parking to the North Install fencing to funnel pedestrians	Superior School District	Long Term (Move Parking) Short Term (Fencing)	Unknown	NO - CURRENTLY EXAMINING
6	Roadway Link	Study need to connect Tower and E 2nd Street	City of Superior & MIC	Long Term	Unknown	N / A
7	Connector Route Feasibility	Study feasibility of a connector between Catlin and tower	City of Superior & MIC	Long Term	Unknown	N / A
8	North 28th Street Access Management	Develop Plan	City of Superior & MIC	Short Term	Unknown	NO - CURRENTLY EXAMINING
9	Great Lakes Elementary School	Winter Parking Issues Internal Circulation Plan Turn Lanes	City of Superior & School District	Short Term (signage and parking) Long Term (turn lanes)	$25,000 for turn lanes	NO
10	North 25th Street Sidewalk	Develop	City of Superor	Short Term	$16,000	YES
11	Speed Limits	Increase to 35 MPH after #5 & #9 are implemented	City of Superior	Long Term	No Cost	YES* (Not supposed to happen until parking moved)
12	18th Avenue East & E 2nd Street Signal	Increase timing for left turns	City of Superior	Short Term	$4,000	YES
13	Railroad Crossings	Install Gates at Elmira Install lights and gates at SSHS	City of Superior and Commissioner of RR	Long Term	$400,000	YES

Source: 1996 North 28th Street Corridor Transportation Study

TOMORROW'S TRANSPORTATION – 2025 – THE DULUTH/SUPERIOR LONG RANGE TRANSPORTATION PLAN

The Metropolitan Interstate Committee (MIC) is required to produce a 25-year metropolitan-wide transportation plan. All transportation projects that will receive federal funds in the metropolitan area must be identified in the Long Range Transportation Plan. North 28th Street reconstruction is listed as a recommended short-term improvement in the Long-Range Transportation Plan. Since it is listed in the Long Range Plan, North 28th Street is eligible to receive federal Transportation Improvement Plan funds. The City of Superior is planning to utilize this funding source for both phases of the planned reconstruction project. Federal funds will provide 80% of the total construction costs, the City of Superior is responsible for the remaining 20%.

SUPERIOR SIDEWALK INVENTORY & PEDESTRIAN PLAN

Pedestrian Study Methodology

A comprehensive sidewalk inventory was necessary to determine problematic areas within the city and support recommendations. In meetings with City of Superior officials a data collection list was developed for integration into Geographic Information Systems (GIS). The final list included:

- The location and condition of all sidewalks (including worn paths)
- Location of pedestrian generators including:
  - a) Schools
  - b) Churches
  - c) Parks and Recreation Areas
  - d) Clinics
  - e) Hospitals
  - f) Community Centers
  - g) Senior Centers
  - h) Retail
- Bus Routes & Shelters
- Functional Classifications of adjacent roadway facilities

Poor sidewalk conditions within a two-block radius of multiple pedestrian generators were considered priority areas for sidewalk repair. These areas were identified using GIS overlay analysis in Spatial Analyst. This was done in an effort to correlate the most highly used sidewalks that were in the worst condition. These areas were identified as "Key Preservation Areas" within Superior neighborhoods.

Data Collection Method

Rating sidewalk condition is subjective in nature and all efforts were made to ensure sidewalks were rated equally and fairly. Sidewalks were assessed visually by surveyors while driving and walking down Superior streets. Sidewalks were given one of three ratings based on the following:

- ***Good***—sidewalk is structurally sound and provides a safe route for pedestrians. Examples include newly repaired or constructed sidewalk segments.

- ***Fair***—sidewalk is showing signs of structural deterioration and may need attention within five to ten years. Minor uplifting and cracks may be present but safety of the walkway is not compromised.

- ***Poor***—sidewalk is in need of immediate repair. Areas on the walkway have succumbed to sinking, heaving, or present multiple tripping hazards. Neglected sidewalks overgrown by grass were considered poor.

The results of the sidewalk inventory can be seen on Map 3.B on page 16 in the Present Conditions Chapter. In addition to the ratings listed above the surveyors also noted gaps in the system. These are areas

where either sidewalks don't exist, exist only on one side of a busy street, or exist where an obvious worn footpath exists due to high pedestrian traffic. Of special note is that no sidewalks exist on the south side of N 28th Street (east of Hammond), on 24th and 26th Streets (between Hammond and Northern Lights Elementary), or on the east side of Hammond Avenue. These are locations very close to the new Northern Lights Elementary School.

SUPERIOR SPEED STUDY

The City of Superior Speed Limit Study (1999) was a cooperative effort developed by the Metropolitan Interstate Committee, the City of Superior Public Works Department, and the City of Superior Police Department. The purpose of the speed limit study is to determine the portions of roadways within the City of Superior that merit a speed limit change whether it be an increase or a decrease. The study presents the speed limit data that was collected for 28 selected locations along 13 different roadways in the City of Superior and provides recommendations for the corridors selected. In addition, this study examines the need for speed limits, the study methodology, and the 85th percentile definition.

Traffic regulations are invariably based upon observations of the behavior of groups of motorists under various conditions. Generally speaking, traffic laws that reflect the behavior of the majority of motorists are found to be successful, while laws that arbitrarily restrict the majority of drivers encourage violations, lack public support, and usually fail to bring about desirable changes in driving behavior, particularly in the case of speed zoning.

A majority of before and after speed studies demonstrate that there are no significant changes in traffic speeds following the posting of new or revised speed limits. In addition, contrary to popular belief, speed itself is not a major cause of accidents. In fact, many causes of accidents are attributed to excessively low and high speeds.

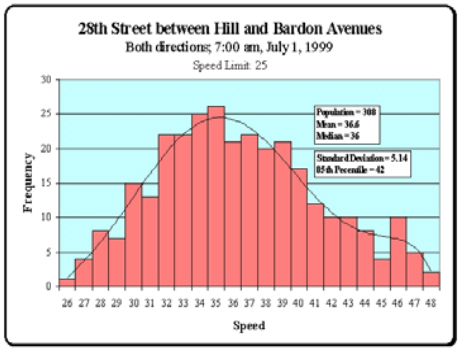
A speed limit study is done to find the safest speed that will maximize the efficiency of a roadway. In other words, let traffic flow as openly as possible, without endangering traffic or pedestrians.

This study examined speeds along North 28th Street at two locations. The results of that study are described below.

John Avenue is located between the principal arterial Tower Avenue and the collector Hammond Avenue. North 28th Street from Tower Avenue to 10th Street East is currently classified as a minor arterial. The area around this narrow, four-lane roadway is completely residential, with good pedestrian facilities, and no parking. Between 1994 and 1998, a total of 26 accidents have occurred in this corridor (excluding the intersection @ Tower Avenue).

The four charts on the following page show differences between the mean and 85th percentile speeds. Both John Avenue charts show that a majority of motorists are traveling at speeds of 27-31 miles per hour. The mean speed is approximately 30 miles per hour. The speeds are a little slower here due to the width of the roadway and the traffic controls at Tower Avenue and Hammond Avenue, which curbs acceleration length. Both charts corresponding to a location between Hill and Bardon show that most motorists are traveling between 28 – 34 miles per hour. The mean speed is over 35 miles per hour. The study concluded that the speed limit should be set at 30 MPH. However given recent land use development since 1999 (schools, skate park) careful analysis should be given in determining the most appropriate speed.

Table 2B: Speed analysis at N 28th St. between Hill & Bardon:



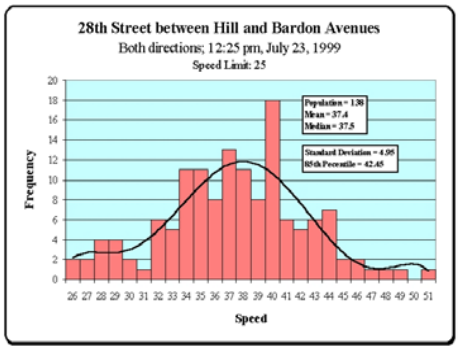
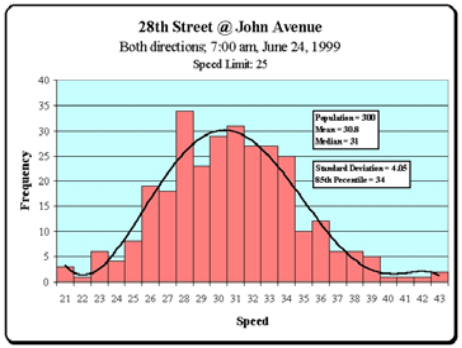
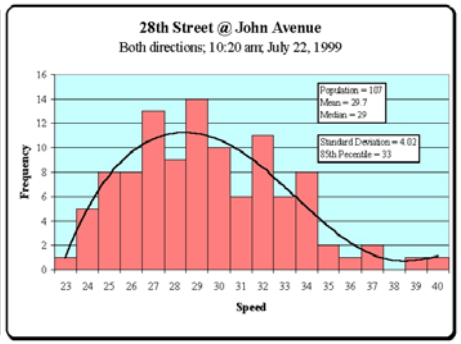


Table 2C: Speed analysis at N 28th St. at John Avenue:





It should be noted again, the speed study results shown above were taken in 1999. At that time the speed limits were set at 25 miles per hour along N 28th Street. Since that time, the speed limit has been increased to 30 miles per hour.

Traffic

WisDOT performs traffic counts on major roadways every three years. Traffic counts along North 28th Street since 1993 are shown below. As can be seen, the 2002 traffic counts are generally showing an increase in vehicular traffic along North 28th Street.

Table 2D:

Historic Traffic Counts on North 28th Street							
Section of North 28th Street	1993	1996	Percent Increase over 1993	1999	Percent Increase over 1996	2002	Percent Increase Since 1993
Wyoming to Tower Ave	NA	3,200	NA	3,200	0.00%	3,500	9.38%
Tower Ave to Hammond Ave	10,100	7,300	-27.72%	7,300	0.00%	10,300	1.98%
Hammond Ave to Catlin Ave	12,700	11,000	-13.39%	10,900	-0.91%	12,100	-4.72%
Catlin Ave to Hill Ave	9,300	9,400	1.08%	9,400	0.00%	9,700	4.30%
Hill Ave to 10th Street	NA	8,500	NA	8,400	-1.18%	8,500	0.00%
10th St to 7th Street	7,500	7,700	2.67%	7,700	0.00%	7,900	5.33%
7th St to 5th Street	6,000	6,900	15.00%	6,900	0.00%	6,400	6.67%
5th St to E 2nd Street	5,100	6,900	35.29%	6,800	-1.45%	5,800	13.73%

In addition to the traffic changes above, other transportation changes include a functional classification change from a major collector to a minor arterial. Additionally, North 28th Street from Tower to Hammond is currently a snow emergency route.

Hammond Avenue looking northbound at N 28th Street displaying the need for left turn lanes and arrows.

N 28th Street near Weeks Avenue. This intersection will be improved with reconstruction.

Chapter 3: THE PRESENT

This chapter will examine current conditions in the North 28th Street corridor. Listed below are the main transportation categories that planning efforts must address. Each of these categories has a direct impact on the transportation function in the corridor. In addition, the Study Advisory Committee determined various issues or problems on North 28th Street. These issues are listed with each main category. By knowing what the current conditions and issues are, we can better plan for the future by addressing those issues.

Existing Land Use

The existing land-use in the corridor is displayed in Map 3.A. Of special note is the area of commercial (i.e. Mariner Mall) which is sandwiched by two schools. Further, residential areas are located at either ends of the study area.

Issues:

- Need an access management plan for future development
- Conflicting land uses – Education, residential, commercial, industrial
- Potential for growth in eastern section of N 28th

An example of changing and developing land use. A new church being built on N 28th St.

Existing Transit Facilities

The existing transit facilities operated by the DTA in the corridor is displayed in Figure 3.C. The DTA runs regular routes on N 28th Street between Hill and Catlin Avenues. The DTA also has regular route service on Tower Avenue.

Existing Bicycle Facilities

The Metropolitan Interstate Committee has assertively worked towards creating a more 'bicycle-friendly' atmosphere in the Duluth Superior metropolitan area. These efforts have led to creating an on-street signed bike route system in Duluth, a metropolitan bike map, and other bicycle planning efforts. On either end of the study area are multi-use trails. The Millennium Trail is located in the Superior Municipal Forrest, and the Osaugie Trail runs parallel to E 2nd Street. Past planning efforts have recommended various on-street bike routes. Map 3.C Transportation Base Map displays several transportation functions along 28th Street including potential on-street bike routes, transit routes and off-street trails.

Issues:

- Need for a connection between Osaugie and Millennium Trail
- Need bike facilities to local generators including schools, and parks

The Osaugie Trail (seen in foreground). Pedestrians and bicyclists must cross the busy E 2nd St.

Existing Pedestrian Facilities

Well-designed and maintained pedestrian facilities serve everyone. Whether you walk to your car, to the bus stop, or even to your destination, you are at some point utilizing a pedestrian facility. For every trip a community can get someone to walk, there is one less car on the road and less congestion for those who do choose to drive. Walking is also a pleasant form of exercise for many and encourages social interaction with others in the community. Communities can only benefit by ensuring that pedestrian facilities are not a secondary issue, but an equally important part of the transportation system.

Studies show that walk-able communities are friendlier and safer places to live. When streets and roads are safe and comfortable, communities enjoy an enhanced quality of life. Of special importance is the role that sidewalks play in the lives of the community's children. Children must utilize sidewalks to get to all of their destinations, such as neighborhood homes, schools and parks. A safe facility in good condition encourages kids to stay on the sidewalk and provides a barrier (generally a boulevard) from traffic in the street. North 28th Street is a prime example of an area that could be greatly enhanced with proper pedestrian/bicycle facilities. The four schools, shopping mall, and skate-park are all considered strong pedestrian attractions. Further, these attractions are aimed at school-aged children who may have no other means to get to where they need to go.

Displayed on Figure 3.B are current sidewalk conditions in the North 28th Street study area. Also noted on the map are areas in which sidewalks do not exist.

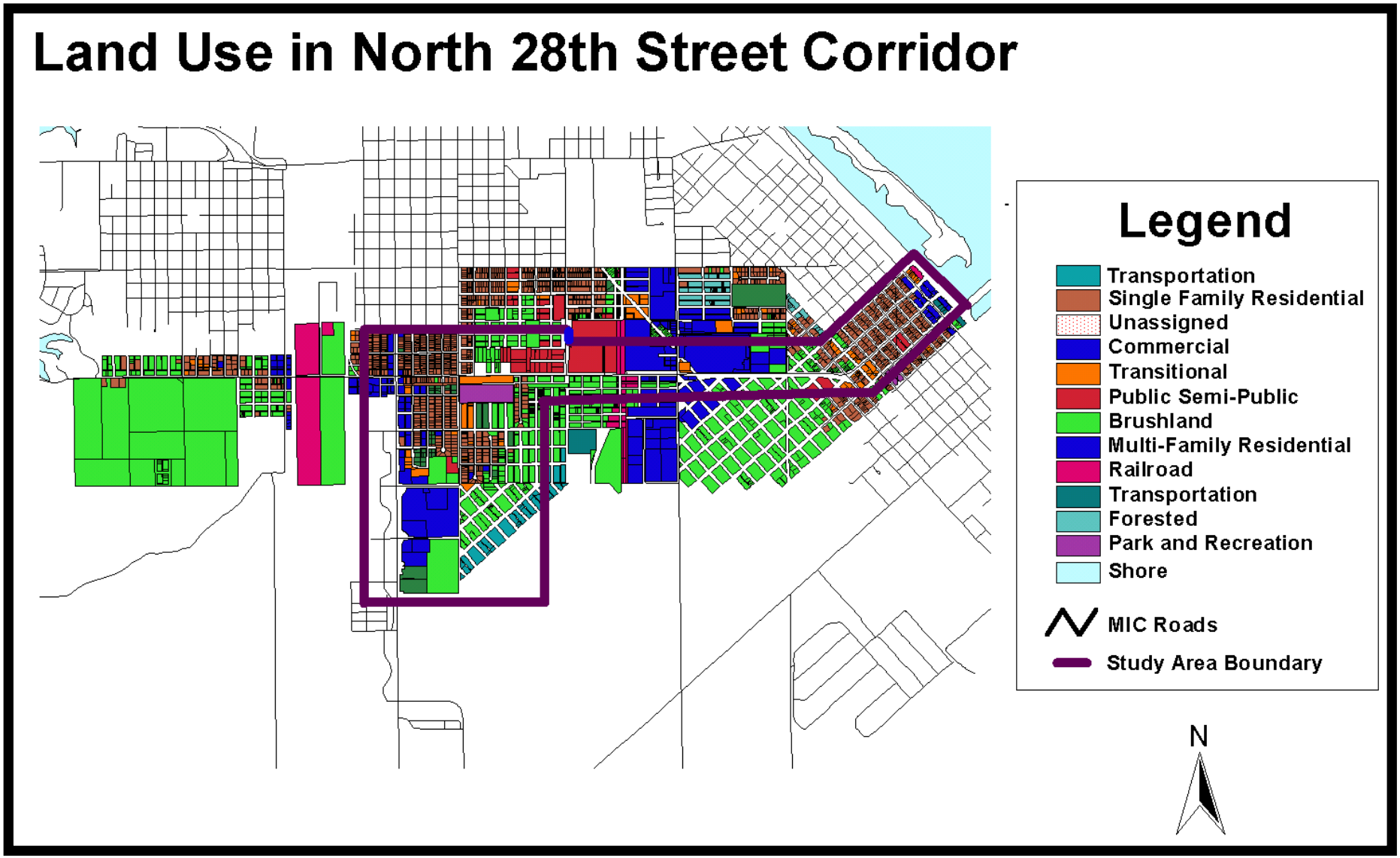
Another related issue is the need for snow shoveled sidewalks. As part of Phase 1 reconstruction, Hollywood sidewalks (directly adjacent to roadway with no boulevards) will be constructed on both sides of the roadway. While better than no sidewalks the Hollywood sidewalks do become difficult to shovel during the winter.

Issues:

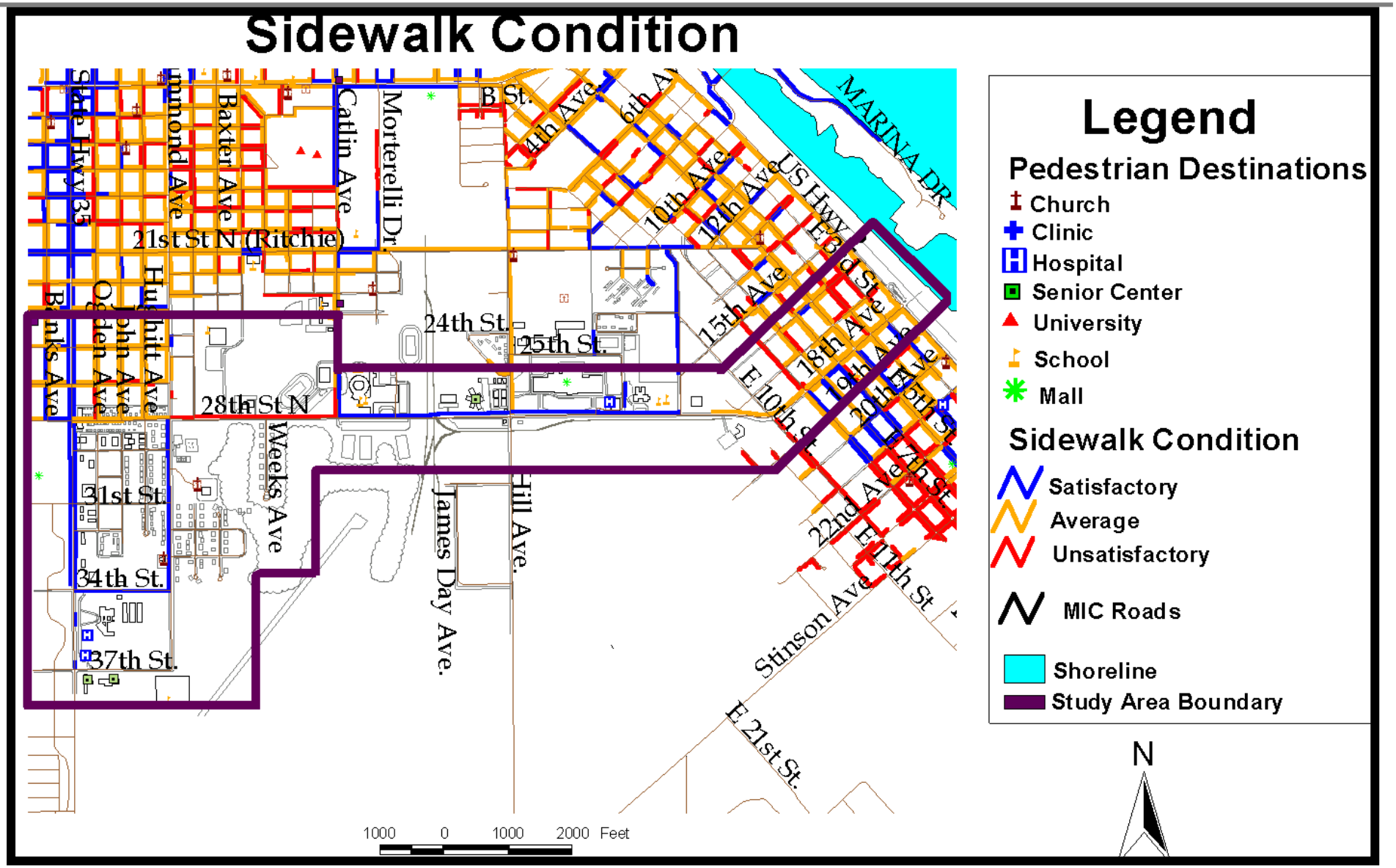
- Need for sidewalks on both sides on N 28th Street
- Need safe crossings at key intersections and at school locations
- Need sidewalks to the skatepark and new Middle School
- Need missing sidewalk connectors to Northern Lights Elementary School
- SSHS student parking lot is a dangerous situation.
- Need for maintained snow shoveled sidewalks on North 28th Street.

Existing Rail Facilities

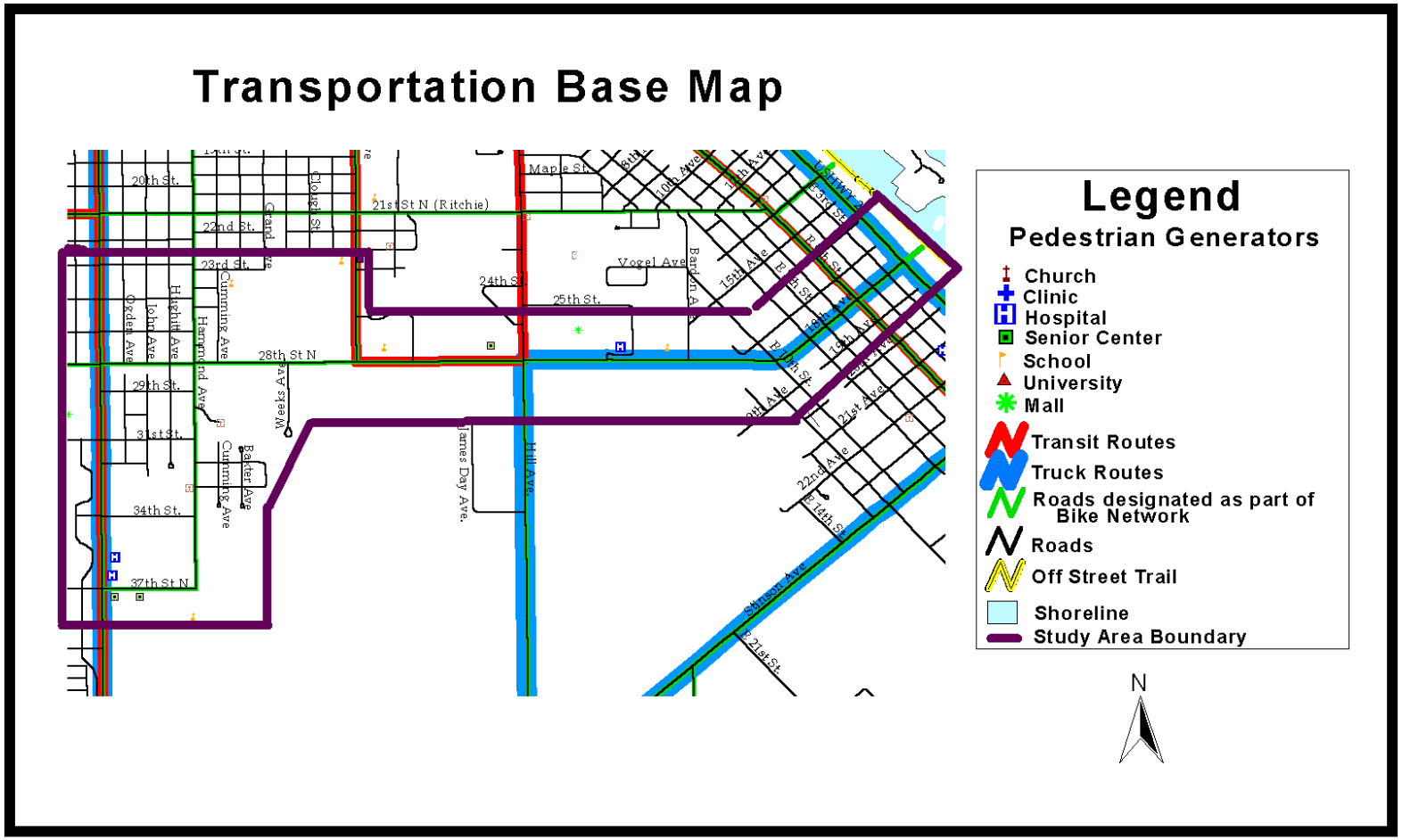
Currently there are three rail lines that cross N. 28th Street. These tracks can be seen on the Study Area map on page three. Two lines are located just east of Superior Senior High and one further east near E. 10th Street. These lines are maintained by Union Pacific and Canadian Pacific. Statistics are showing that rail traffic in general is increasing. This is also true for the tracks crossing North 28th Street. According to WisDOT in 1998 the number of crossings in the corridor was . In 2002, that number had increased to . This increase will lead to added delay times for vehicles, and potential safety issues from more conflicts.



Map 3.A : Land Use



Map 3.B: Sidewalk Conditions



Map 3.C: Transportation Base Map

Existing Traffic

MIC staff used several methods to gather information about existing traffic conditions and traffic flow. To gauge traffic flow, MIC staff performed turning movement counts at key intersections along North 28th Street. Additionally, S.E.H. Inc. laid tubes at key locations during the month of May in 2003.

While traffic counts give a chronological snapshot of one particular location, they may not necessarily show how traffic actually flows through the corridor. To understand better the traffic flow in the corridor, MIC staff conducted Peak Hour Turning Movement counts at key intersections along North 28th Street. The results of the Turning Movement Count analysis are summarized in this section. The actual data and graphs from the analysis are shown in the appendix.

The results of the Peak Hour Turning Movement Counts and Timing Studies can give a great deal of information about each intersection. It should be noted that in the analysis done for North 28th Street the following directional terminology is used. MIC staff performed counts at five intersections along North 28th Street. The complete tables and graphs are included in the appendix.

Intersection Approach:
Each intersection has four approach legs. As vehicles travel toward the intersection they approach the *intersection approach* leg. The approach leg is where vehicles must wait if they have a red light or a stop sign. By knowing which intersection approach(s) have the greatest volume, signals could be adjusted to allow more green time at those legs.

Intersection Exit:
Each intersection has four exit legs. As vehicles travel past the traffic signal in the middle of the intersection they depart the intersection via the *intersection exit* leg. The intersection exit leg will always be different than the intersection approach leg, unless the vehicle performs a U-turn. In a turning movement analysis each vehicle is therefore counted twice, once at the approach leg, and once at the exit leg. By knowing which intersection exit leg(s) have the greatest volume, the upcoming signals where the exiting vehicles are headed to can be analyzed to make sure their timing is appropriate for the volume of cars approaching it.

Time Trend:
The time trend analysis shows how many vehicles approached the intersection for each 15-minute period during the peak hour.

MIC staff conducted Peak Hour (AM and PM peak) and Off-Peak Hour turning movement counts at five intersections along North 28th Street. AM Peak hour counts were done between 6:00 AM and 9:00 AM. PM Peak Hour Counts were done between 2:30PM and 6:00PM. Off-Peak counts were done over the noon hour. Two intersections in particular (N 28th / Tower & N 28th / Hammond) stand out as having the most severe traffic flow problems. Summaries from each of these intersections are on the pages that follow here. Specifically, comparison counts of before and after the opening of the Superior Middle School.

Each of the key intersection's peak hour (AM and PM) count results are summarized with a brief written description of the intersection's approach total, exit total, and dedicated green time. After each written description four graphs are displayed which percentage breakdowns for each measurement listed above (Dedicated Green Time, Intersection Approach, Intersection Exit, and a Time Trend Analysis.

Table 3A: TURNING MOVEMENT SUMMARY PRE SMS OPENING

Hammond / N 28th - AM Peak

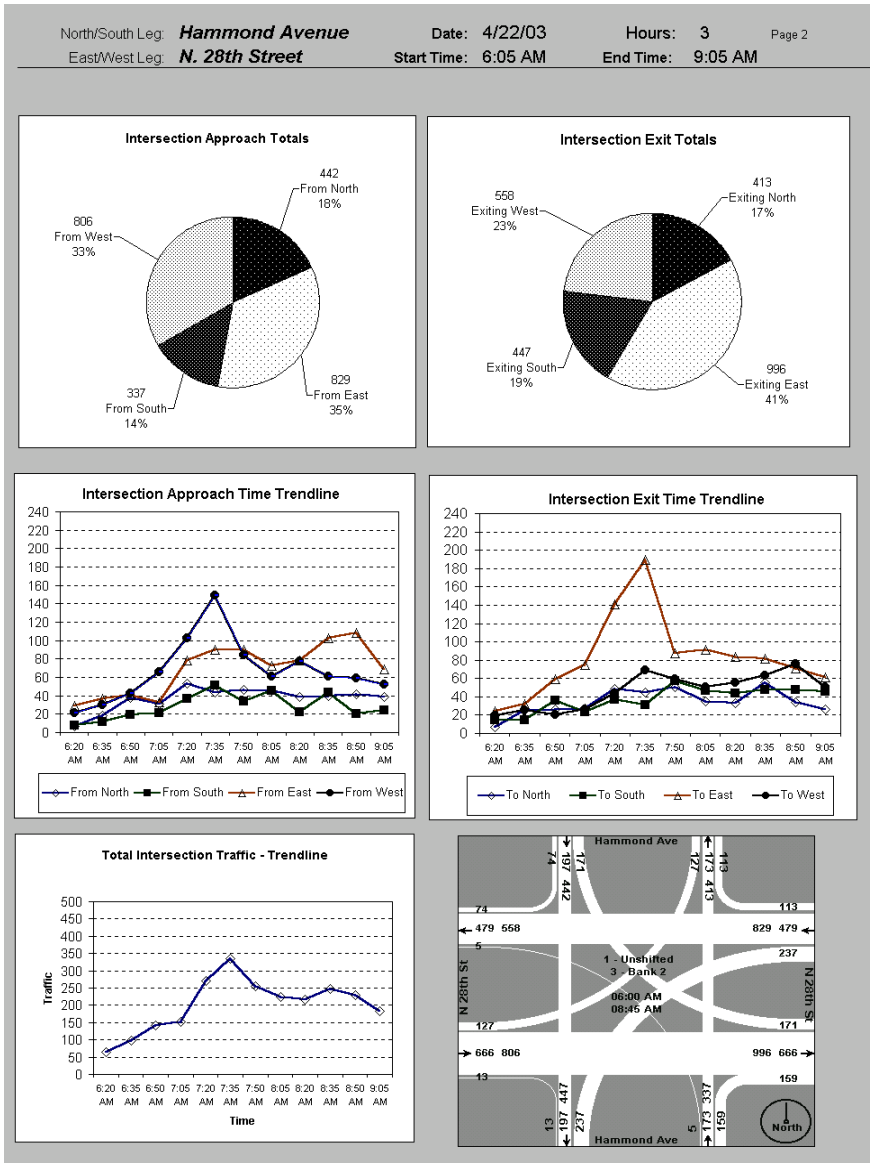


Table 3B: TURNING MOVEMENT SUMMARY POST SMS OPENING

Hammond / N 28th - AM Peak

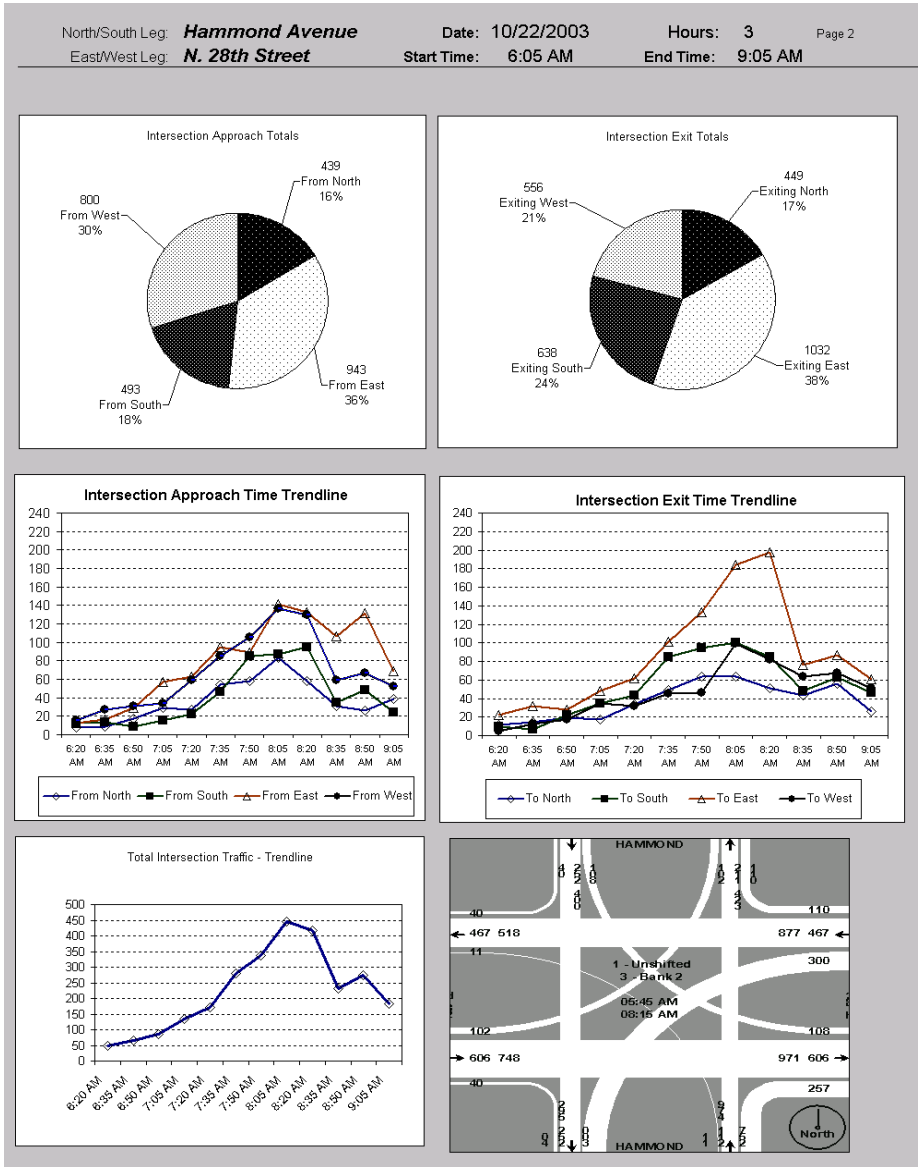


Table 3C: TURNING MOVEMENT SUMMARY PRE SMS OPENING

Hammond / N 28th - PM Peak

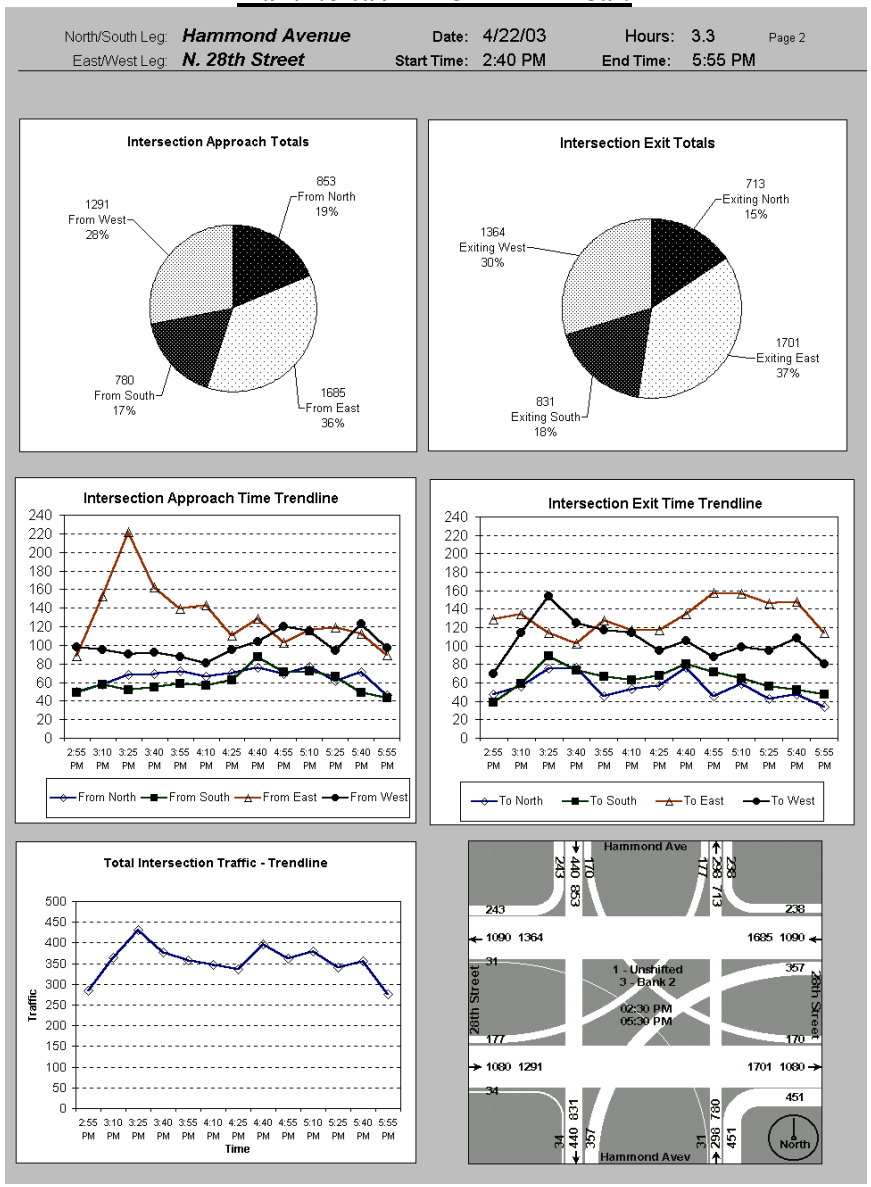


Table 3D: TURNING MOVEMENT SUMMARY POST SMS OPENING

Hammond / N 28th - PM Peak

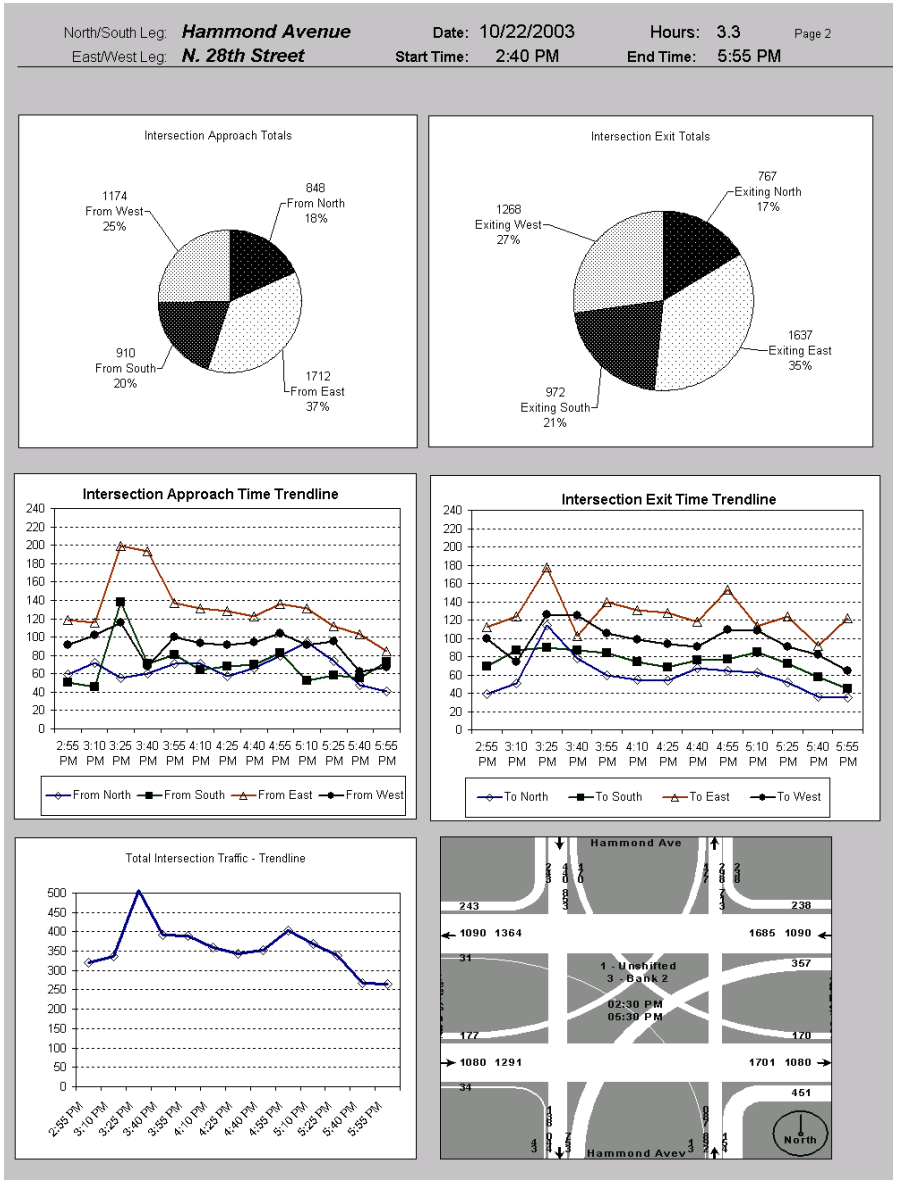


Table 3E: TURNING MOVEMENT SUMMARY PRE SMS OPENING

Tower / N 28th - AM Peak

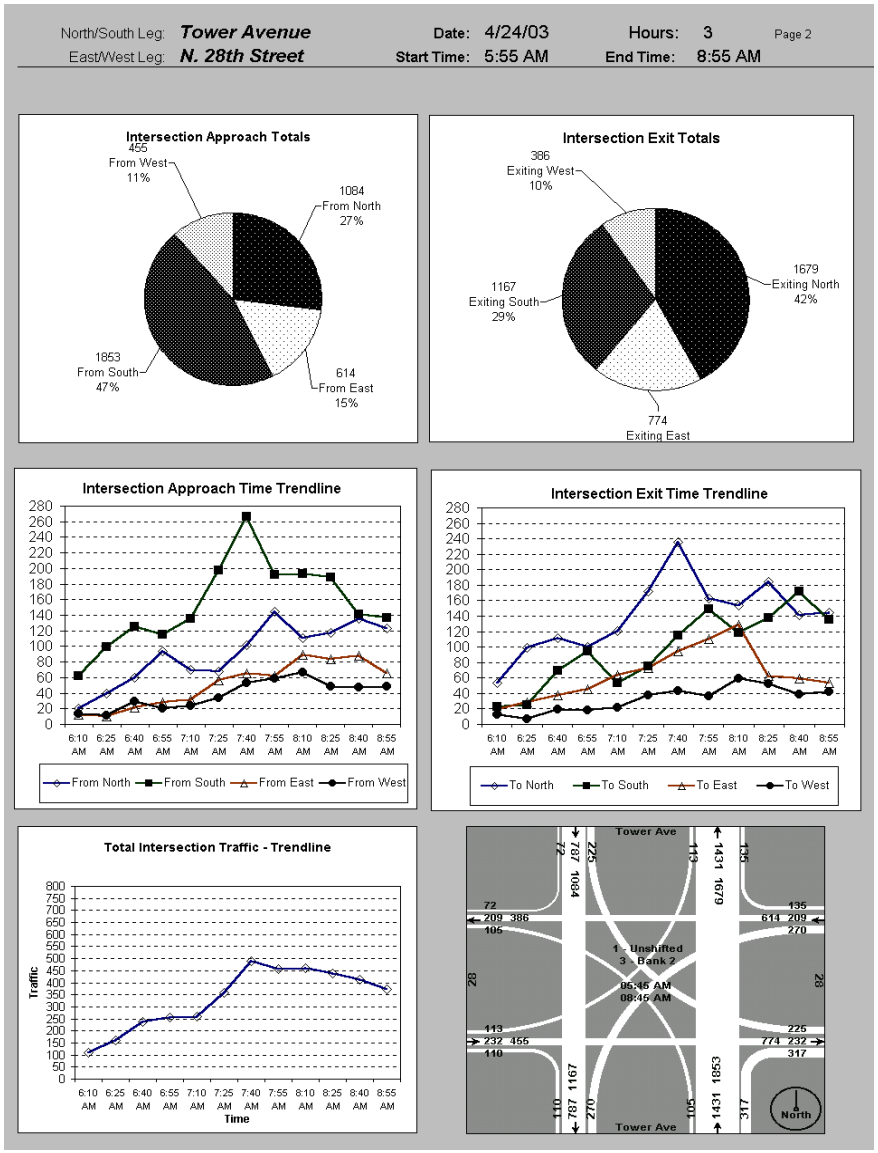


Table 3F: TURNING MOVEMENT SUMMARY POST SMS OPENING

Tower / N 28th - AM Peak

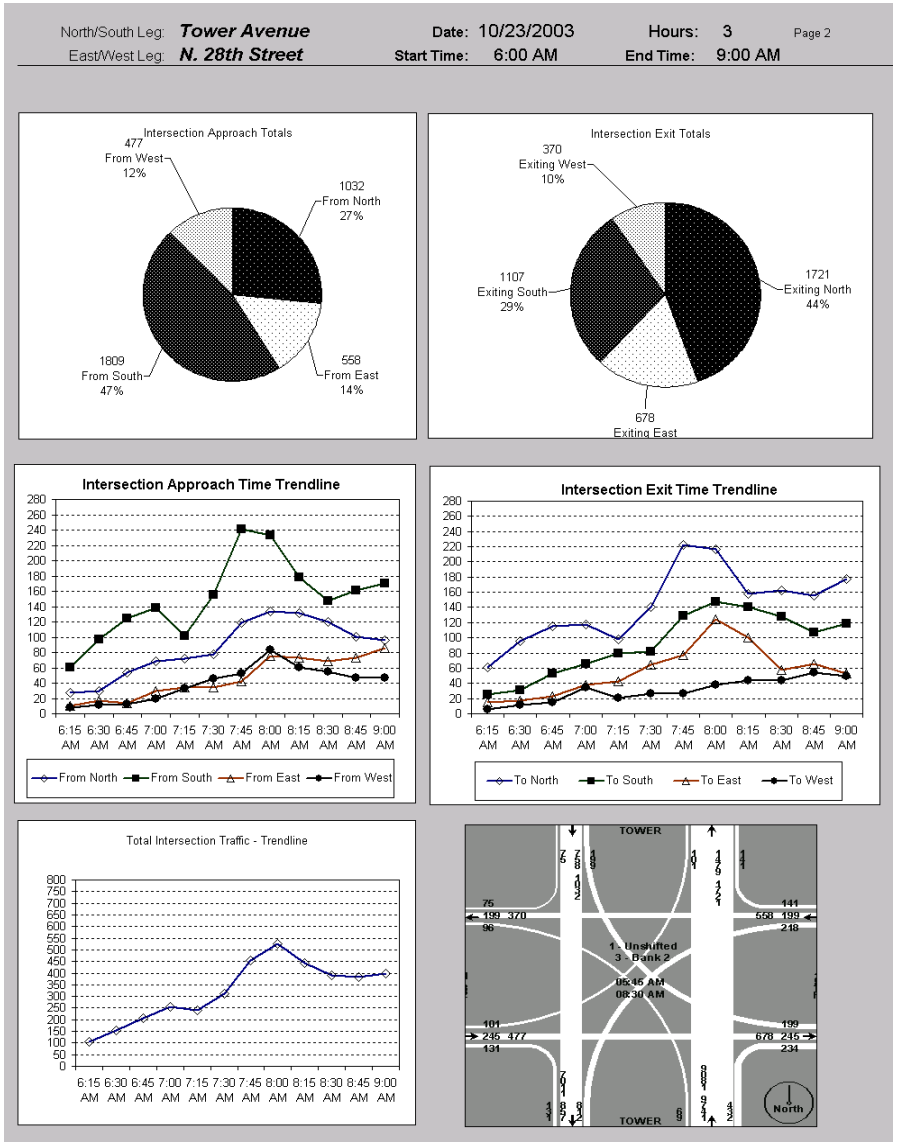


Table 3G: TURNING MOVEMENT SUMMARY PRE SMS OPENING

Tower / N 28th - PM Peak

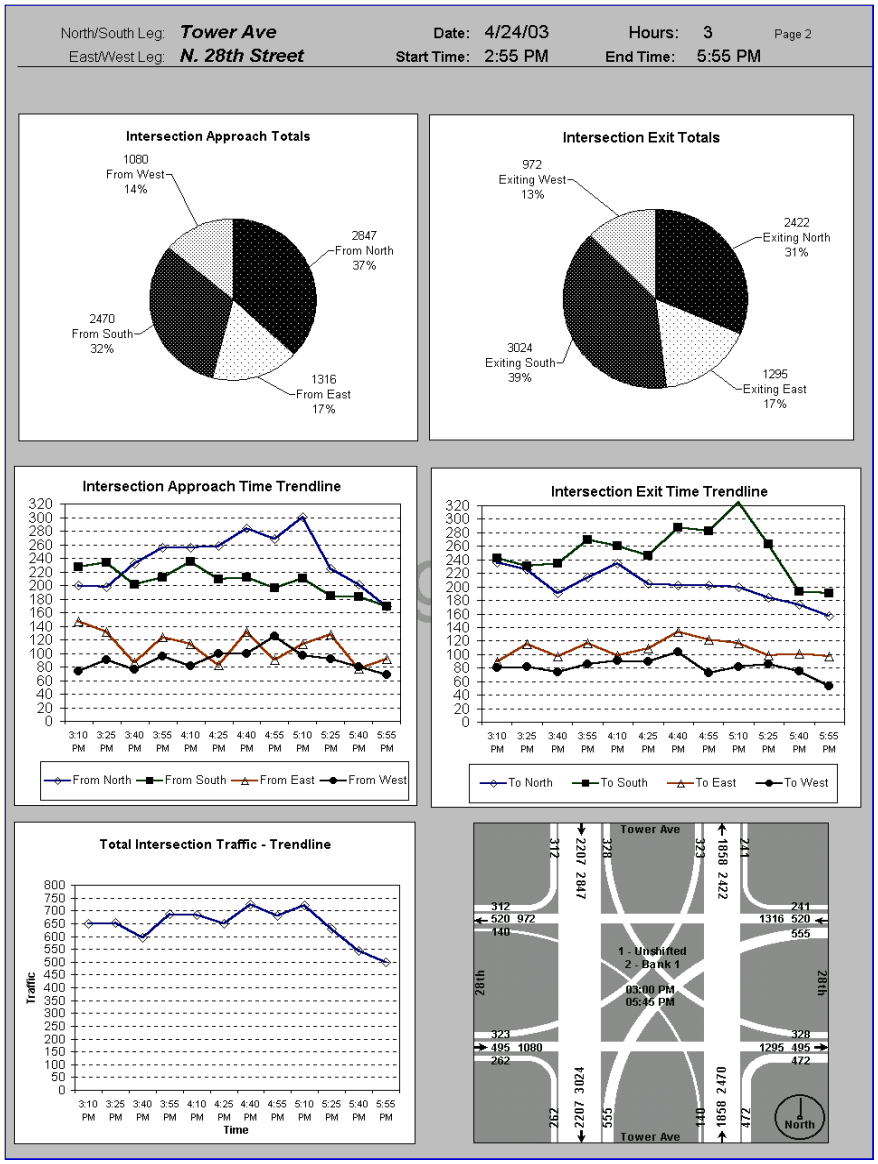


Table 3H: TURNING MOVEMENT SUMMARY POST SMS OPENING

Tower / N 28th - PM Peak

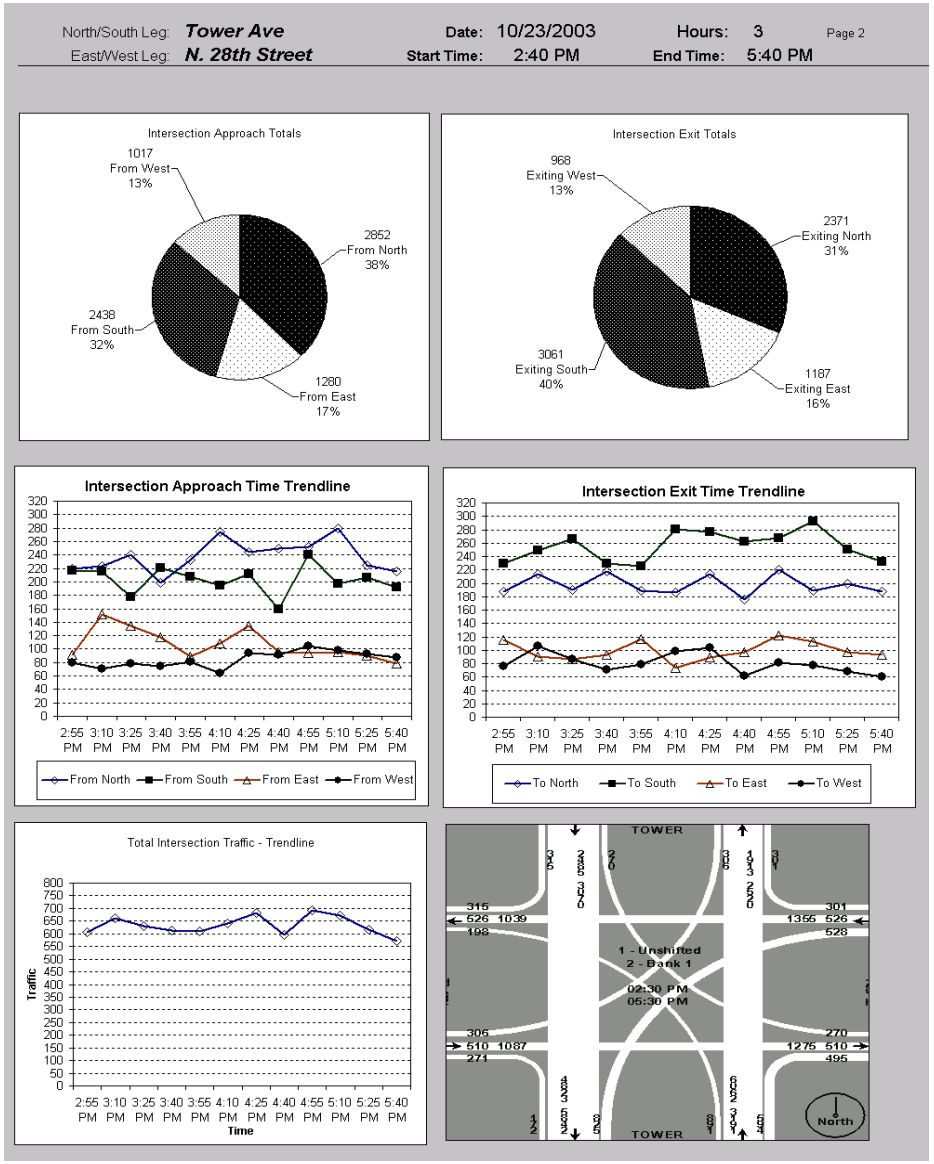


TABLE 3I:

Traffic Changes after Middle School Opening						
	Time of Day	Intersection Leg	Two-way Traffic Pre SMS Opening	Two-way Traffic Post SMS Opening	Net Change in Traffic	Percentage Change in Traffic
Hammond & 28th	AM PEAK	Hammond North Leg	855	888	33	3.86%
	PM PEAK	Hammond North Leg	1,566	1,615	49	3.13%
	AM PEAK	Hammond South Leg	784	1,131	347	44.26%
	PM PEAK	Hammond South Leg	1,611	1,882	271	16.82%
	AM PEAK	North 28th East Leg	1,825	1,975	150	8.22%
	PM PEAK	North 28th East Leg	3,386	3,349	-37	-1.09%
	AM PEAK	North 28th West Leg	1,364	1,356	-8	-0.59%
	PM PEAK	North 28th West Leg	2,655	2,442	-213	-8.02%
Tower & 28th	AM PEAK	Tower North Leg	2,763	2,753	-10	-0.36%
	PM PEAK	Tower North Leg	5,269	5,223	-46	-0.87%
	AM PEAK	Tower South Leg	3,020	2,916	-104	-3.44%
	PM PEAK	Tower South Leg	5,494	5,499	5	0.09%
	AM PEAK	North 28th East Leg	1,388	1,236	-152	-10.95%
	PM PEAK	North 28th East Leg	2,611	2,467	-144	-5.52%
	AM PEAK	North 28th West Leg	841	847	6	0.71%
	PM PEAK	North 28th West Leg	2,052	1,985	-67	-3.27%

AM Peak: 6:00 AM - 9:00 AM
PM Peak: 2:45 PM - 6:00 PM

Dates:		
	Hammond Pre SMS	22-Apr-03
	Hammond Post SMS	22-Oct-03
	Tower Pre SMS	24-Apr-03
	Tower Post SMS	23-Oct-03

The complete results with complete tables and figures can be found in the appendix. The tables on the previous pages show details relating to time trends, intersection approaches, intersection exits, and total intersection traffic. The table above summarizes the results from the traffic analyses at Hammond and Tower Avenues. As expected Hammond Avenue saw an increase in traffic due to the opening of the Superior Middle School on Hammond and 37th Street.

As part of the MIC work program, the MIC maintains a metropolitan-wide traffic modeling system. Computer modeling serves as a tool to better understand the relationships of land use, population, system continuity, and traffic circulation/flow. The computer model, TRANPLAN, attempts to predict and estimate traffic behavior and volumes. The software encompasses forecasting capabilities for transportation systems.

One output of the modeling process is a quantifiable means to measure current and projected roadway capacity deficiencies. Roadway capacity refers to the acceptable traffic volume on a roadway given its specific design. Capacity deficiency is defined as a high volume to capacity ratio. For example, a roadway with four lanes and no traffic signals will have a higher capacity than a two-lane road with traffic signals. Every type of roadway has a certain capacity based on certain design aspects of the road including number of through lanes, existence of turn lanes, number of traffic signals and posted speed limits.

When a roadway approaches 100% of its given capacity, it is said to be deficient and congestion is likely to occur. The TRANPLAN computer model indicates where congestion is likely to be occurring presently (base year 1999) and where it might occur in the future (horizon year 2025) based on demographic trends. This information aids in determining needed roadway improvements for all jurisdictions in the MIC area. The TRANPLAN model is showing N 28th Street to have capacity deficiencies, both current and long-term. This information is used in the area's Long Range Transportation Plan to prioritize which roadways receive federal funding.

Further, MIC staff was able to estimate the total number of generated trips from the new Middle School from the TRANPLAN model and from ITS statistics. Based on an enrollment of approximately 1,100 it was estimated that the new middle school would generate nearly 780 trips per day. (This means 780 auto trips into the middle school and thus 780 trips out of the middle school) Based on the location of the middle school, there are three main routes that traffic can approach or exit the school: 1.) Hammond Avenue north all the way to N 28th Street and then dispersal 2.) Hammond Avenue to North 34th Street to Tower Avenue and then dispersal and 3.) North 37th Street to Tower Avenue and then dispersal. If we assume that the 780 traffic generation trips are correct, then the main routes into and out of the middle school should see an increase of nearly 1,600 vehicles (780 x 2). Nearly all of the additional trips generated from a middle school occur before school starts, and directly after school finishes, as opposed to a high school where students can come and go during the day. We can see from the table on the previous page that traffic indeed increased on Hammond Avenue at the intersection of Hammond and N 28th St. after the opening of the school (during AM & PM peaks a total of 618 additional vehicles). Further, if we assume that the 1,600 additional trips is a correct estimate, we can then estimate that nearly 39% percent of the additional traffic generated from the middle school used the Hammond to North 28th Street as the main approach or exit during the day.

Traffic Issues:

- Access onto and off of Lamborn during school
- Congestion at Great Lakes Elementary
- Need for Turn Signals and turn lanes at Tower and Hammond
- Need to mitigate traffic from new Middle School
- Promote traffic to use Tower vs. Hammond
- Perceived speed problem
- Need to enforce truck routes
- Physical 'tightness' of corridor in residential area between Tower and Hammond

Hammond Avenue looking north into the intersection of N 28th Street. Green turn arrows and turn lanes will be added at this intersection improving intersection efficiency and safety.

Chapter 4: THE FUTURE

As this planning process progressed, several recurring general issues or themes became evident. These themes are described below as focus areas. These recurring themes have set the framework in planning for the corridor's future. All specific recommendations made in this plan will relate back to one or more of these recurring themes or issues.

FOCUS AREA #1 – *Improving the Transportation Function of North 28th Street in a safe and efficient manner.*

FOCUS AREA #2 – *Promoting safe bicycle and pedestrian access in the corridor*

FOCUS AREA #3 – *Minimizing negative neighborhood impacts*

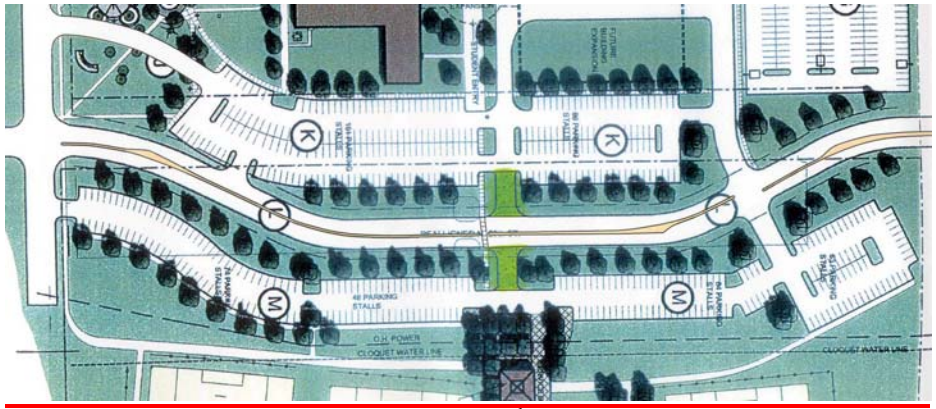
FOCUS AREA #4 – *Managing future land-use changes and growth with sound access-management policies*

FOCUS AREA #5 – *Promoting sound environmental decisions*

FOCUS AREA #6 – *Promoting open communication and coordination between public agencies, private entities, and the general public.*

The recommendations shown on the following pages will address one or more of the improvement focus areas listed above. The recommendations are described in textual form on the next few pages. After the descriptions, are tables listing the recommendations showing improvement focus area, responsibility and timeframe. After the recommendations section, are sections showing and explaining the preliminary design for Phase 1 and Phase 2 Reconstruction. Note that responsible party does not necessarily mean that all agencies denoted with an X are responsible for implementation. This category is intended to show all parties who may play a part in the implementation. This may include implementation responsibility, but it also may denote a smaller role, such as providing assistance as implementation begins.

These drawing below and those in the appendix have been provided by S.E.H. Inc., who was hired by the city to design the new roadway. These drawings are included for reference, and should not be construed as final design drawings. The phase 2 portion of the drawings have not been displayed for public comment yet, as that process will take place in 2005.



Schematic design of proposed North 28th Street realignment (shown above) near Superior Senior High tentatively to take place during the Phase 2 reconstruction project. (Source: Architectural Resources, Inc., Superior School District)

RECOMMENDATION #1:

Implement pertinent recommendations from 1996 Plan

Several recommendations from the 1996 plan have not been implemented. Several of the recommendations however are no longer pertinent. Included in these are two new roadways that would provide alternate routes off of and around N 28th Street. One is a direct connection from E 2nd Street to Tower, south of North 28th Street, the other is a direct link from Catlin Avenue at N 28th Street to Tower. Neither of these roads are considered viable. Due to physical and financial restraints these roads will in all likelihood never be built.

Several unimplemented recommendations from the 1996 plan, however, are still worthy of discussion. Included are improvements to the SSHS student parking lot, turn lanes off of N 28th at the Great Lakes Elementary, and an access management plan for N 28th Street.

RECOMMENDATION #2:

Manage traffic flow in a safe and efficient manner.

As North 28th Street is an important corridor in Superior, traffic needs to move through the corridor in a safe and efficient manner. The City of Superior has proposed changes to lane configurations, intersection improvements and street widths for both phases of the upcoming reconstruction project. These changes while moving traffic more efficiently (not necessarily faster), will also improve current safety deficiencies. Additional left hand turn lanes, left hand turn signals, right-turn lanes and other improvements will alleviate current problems. The strategies listed for this recommendation primarily focus on the planned reconstruction project.

RECOMMENDATION #3:

Provide safe walking routes to schools in the North 28th Street Corridor

As North 28th Street has become an educational corridor, there is a need to provide safe walking routes along the corridor. During the last twenty years trends have shown that more parents are growing uneasier with the thought of having their children walk or bike to school. Further, recent changes to school busing policies have meant more children are not eligible for busing. Both of these factors have led to a dramatic increase in the number of parents driving their children to school.

Beginning in 2004, MIC staff will work with the Superior School District to implement a Safe Routes To School program (a.k.a. SR2S). This program will work with students, educators, parents, and local officials to determine most used walking routes to school. After routes have been determined, MIC staff will identify funding sources to improve any deficiencies on the walking routes to school. Funds could be used to build sidewalks, multi-use paths, and to publicize the benefits of walking to school. This planning effort will be an extension of this current plan. The strategies to implement this recommendation will be in the works during 2004.

Studies have shown that children who bike or walk to school are healthier and happier. Further, the more children who walk to school will decrease the number of automobiles during school start and close times in the corridor.

Also included in this recommendation is the need to maintain cleared sidewalks during the winter. Concerns were raised with Holywood sidewalks and the difficulties in keeping these cleared in the winter.

RECOMMENDATION #4:

Provide safe bicycle facilities along North 28th Street

Very much related to Recommendation #3, this recommendation aims to provide safe bicycle facilities in the corridor. Many people have a need or want to bike in this part of the city. North 28th Street provides access to schools, universities, shopping centers and parks. The MIC plans to work with City of Superior officials to implement bicycle improvements along this corridor and throughout the city. Key among these improvements is a long-term plan to provide a multi-use path parallel to North 28th Street that would link the new Millennium Trail to the Osaugie Trail in eastern Superior. This path would provide a major east-west off-street connector that is currently lacking. Additionally, the MIC will work with city officials to implement on-street bike routes where appropriate.

RECOMMENDATION #5:

Manage and enforce appropriate speed limits along the corridor

This recommendation reinforces the need to maintain safe and efficient speed limits through the corridor. Currently, the speed limit is set at 30 MPH, with two school zones. The speed study conducted in 1999 showed that people were traveling on average at speeds above 30 MPH. At the time, the speed limit was 25 MPH. Do to changes in state ordinances regarding urban speed limits, the City of Superior was able to raise the speed limit to 30 MPH. It is recommended that this speed limit is not raised. It is also recommended that additional signage and flashing lights be installed near school zones. Further, sections of Hammond Avenue should be considered for a reduction in speed limits due to the many pedestrians and high traffic volumes.

RECOMMENDATION #6:

Manage truck traffic in a safe and efficient manner.

At several public meetings, one of the issues most commented on was the need to enforce local truck routes. Local truck routes are shown on the Transportation Base Map on page 17. Portions of the N 28th Street corridor are designated as a truck route. Specifically, the route is designated on 18th Ave E from E 2nd Street to N 28th Street. On North 28th Street the route continues westward until Hill Avenue. Portions of N 28th Street west of Hill are not designated as a truck route. Truck traffic near residential areas tends to stick in people's minds as a constant disturbance. Trucks are allowed to be on a non-designated truck route if making a local delivery and if no other route allows them to reach their destination. However, through truck traffic on N 28th Street, especially on the non-designated truck route portions of the corridor, should be eliminated. Additional signage, informational letters sent to local truckers and enforcement by the police department would all help alleviate trucks traveling on prohibited routes.

RECOMMENDATION #7:

Address impacts from new Superior Middle School

The new middle school has shifted traffic from its previous two locations to one location. Ideally all or most of the traffic generated from that school would utilize Tower Avenue and N 37th Street as the main approach and exit. In reality however, people will take the perceived quickest and most direct route. There is no doubt that the new middle school is adding traffic to Hammond Avenue, especially south of North 28th Street (see existing traffic section regarding before and after traffic counts). This is concerning since most sections of Hammond are residential in nature. However it simply is not possible or legal to simply cut traffic off of Hammond.

There are several mitigation techniques that could be used to limit traffic on that section of Hammond. Signage to suggest alternate routes, improvements to intersections south of N 28th Street, slower speed limits are all measures that could help alleviate the additional traffic. Additionally, measures by the school district to minimize busses on Hammond are important. A well executed Safe Routes to School Program will also help by promoting children to walk to school.

RECOMMENDATION #8:

Improve the aesthetic and natural environment on and around the North 28th Street Corridor.

This recommendations aims to improve the overall appearance and to mitigate negative environmental impacts from reconstruction. While the funding for the reconstruction project is in place, a very limited amount of this package may be able to be used for aesthetic improvements. Ultimately however, funds for major aesthetic improvements will have to be obtained through alternate sources. Cooperation with the school district, parks and recreation department, and other agencies will be necessary.

RECOMMENDATION #9:

Maintain an open dialogue between public entities, local residents, the general public, and others to implement improvements.

This recommendation promotes the importance of open and continued dialogue. This will be especially important as the reconstruction projects proceed and other funding sources are pursued. Residents, the School District, the City, and WisDOT all need to be on the same page as improvements are implemented. The MIC will aide by reconvening the study advisory committee an ongoing basis.

RECOMMENDATION #10:

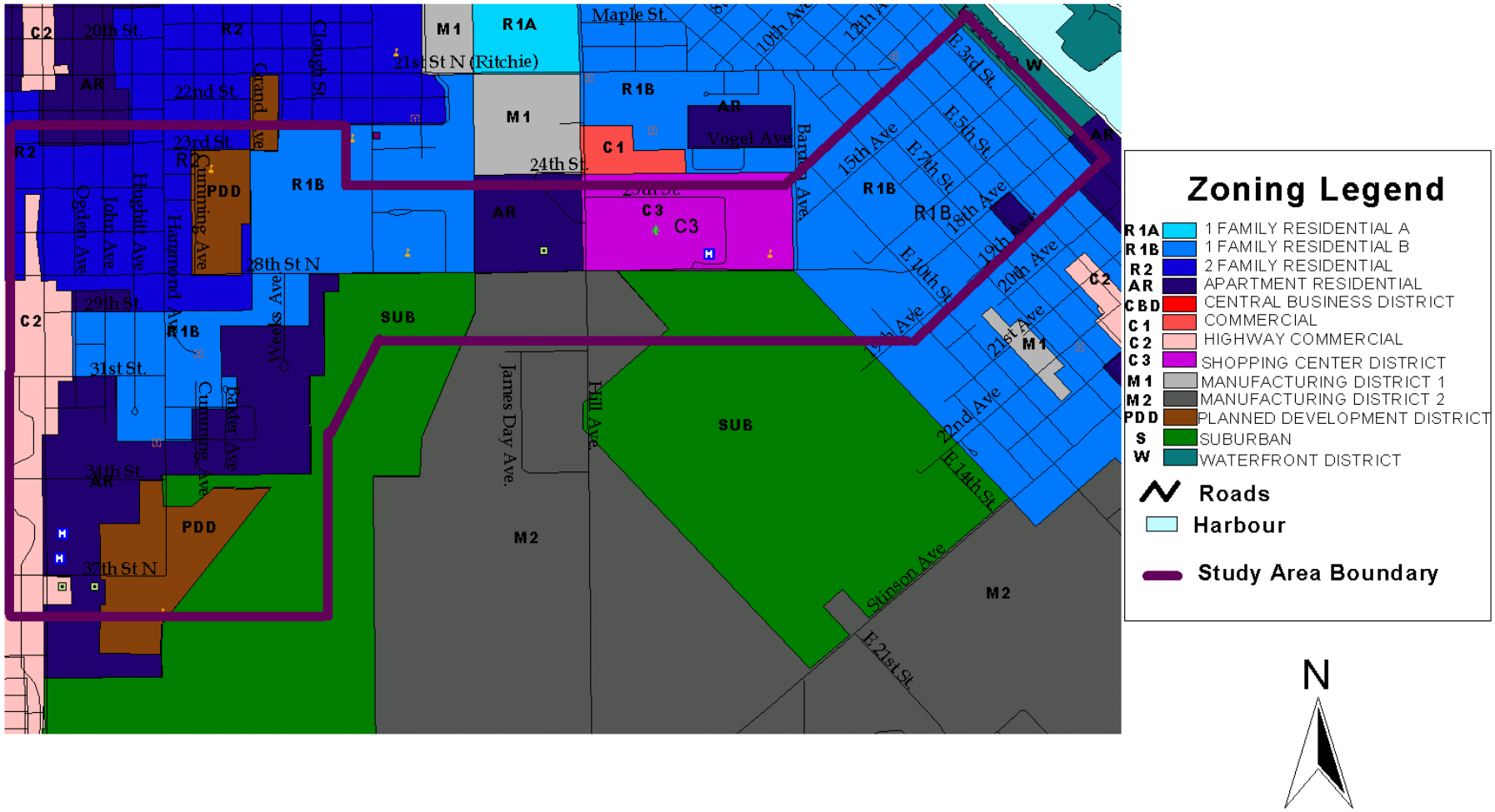
Implement a sound access management plan for future development.

Land use in the corridor can be seen on Map 3.A on page 15. A zoning map for the North 28th Street corridor is seen on the following page. Access management is the planning, design, and implementation of land use and transportation strategies that maintain a safe flow of traffic while accommodating the access needs of adjacent development. Too many driveways, business entrances and closely spaced traffic signals along major roads can cause serious problems. After an access is allowed on a road, it is difficult to take away that access in future years. As such, planning for future development suggests guidelines to allow only well-planned and necessary access points.

The eastern and western portions of the study area are very highly developed. The eastern portion (along 18th Ave E) is primarily made up of single family residential homes. The western portion (between Tower and Weeks) is also residential. Consolidation of access points in those locations will be difficult and may be unwarranted. However, the City of Superior has indicated that growth may occur in the areas in between. Specifically residential development is planned south of N 28th Street between Lamborn and Fisher Avenues. Sound access management principles will be warranted for that type of development. For example, limiting driveway access onto N 28th Street will be important to maintain safety standards. If subdivisions are built, major streets intersecting with N 28th Street should provide access to those subdivisions. Further, separate and adjacent subdivisions should be connected with local streets so that North 28th Street is not the only means for connection.

As the area around the Mariner Mall changes and is developed, the City of Superior should plan for and maintain proper access management onto N 28th Street.

Zoning Districts along N 28th Street



Map 4.A: Zoning Districts

TABLES 4A & 4B

RECOMMENDATION #1:

Implement pertinent recommendations from 1996 corridor plan:

		IMPROVEMENT FOCUS AREA						RESPONSIBLE					TIMEFRAME				
	STRATEGY	1	2	3	4	5	6	City of Superior	WisDOT	School District	MIC	Other	Incl. in Phase 1 Project	Incl. in Phase 2 Project	Other Short Term (1 - 5 Yrs)	Long Term	Est. Cost
A	Provide main SSHS student parking lot to the north of N 28th St.	X	X				X	X		X		X		X			
C	Improve entrance to Great Lakes Elementary School w/designated turn lanes	X			X			X	X	X					X		

RECOMMENDATION #2:

Manage traffic flow in a safe and efficient manner:

A	Coordinate with School District as it develops new athletic field complex	X			X			X	X	X				X	X		
B	Implement Phase 1 Reconstruction	X						X	X				X				
C	Implement Phase 2 Reconstruction after appropriate coordination and public comment	X						X	X	X				X			
D	Manage and enforce adequate speed limits in corridor (See Recommendation #5)	X		X				X	X			X -SPD			X		
E	Complete a long-term plan to improve roadway in eastern portions of study area.	X	X		X			X	X		X						
F	Install Traffic Signal at N 28th Street and Catlin Avenue	X	X					X	X	X					X		

Improvement Focus Areas: **1.) Improve the Transportation Function in a safe/efficient manner 2.) Promoting safe bicycle and pedestrian access 3.) Minimizing negative neighborhood impacts 4.) Managing future land use changes and growth with sound access management polices 5.) Promoting sound environmental decisions 6.) Promoting open communication.**

TABLE 4C:

RECOMMENDATION #3:

Provide Safe Walking Routes to Schools in North 28th Street Corridor

		IMPROVEMENT FOCUS AREA						RESPONSIBLE					TIMEFRAME				
	STRATEGY	1	2	3	4	5	6	City of Superior	WisDOT	School District	MIC	Other	Incl. in Phase 1 Project	Incl. in Phase 2 Project	Other Short Term (1 - 5 Yrs)	Long Term	Est. Cost
A	Implement a well-marketed Safe Routes to School Program with students, educators, parents, and public officials	X	X	X		X	X	X	X	X	X	X			X		
B	Add Sidewalk connections on North 23rd Street to Hammond from Northern Lights Elementary.		X					X		X		X			X	X	
C	Discussion with City of Superior or other pertinent player to maintain snow-cleared sidewalks along N 28th Street when shoveling becomes impossible.		X				X	X				X					
E	Develop phased plan to construct a multi-use trail linking the Osaugie and Millenium Trails	X	X	X		X							X	X	X	X	
F	Accentuate and provide a safe pedestrian crossing at N 28th Street southeast of Lamborn Avenue	X	X										X				
G	Accentuate pedestrian / bike crossing at East Second Street		X					X	X		X					X	
H	Provide pedestrian facilities to other pedestrian generators as warranted.		X					X				X			X	X	
I	Repair and install other sidewalks as warranted by SR2S Program		X				X									X	

Improvement Focus Areas: 1.) Improve the Transportation Function in a safe/efficient manner 2.) Promoting safe bicycle and pedestrian access 3.) Minimizing negative neighborhood impacts 4.) Managing future land use changes and growth with sound access management polices 5.) Promoting sound environmental decisions 6.) Promoting open communication.

TABLES 4D & 4E:

RECOMMENDATION #4:

Provide Safe Bicycle Facilities along North 28th Street

		IMPROVEMENT FOCUS AREA						RESPONSIBLE					TIMEFRAME				
	STRATEGY	1	2	3	4	5	6	City of Superior	WisDOT	School District	MIC	Other	Incl. in Phase 1 Project	Incl. in Phase 2 Project	Other Short Term (1 - 5 Yrs)	Long Term	Est. Cost
	Develop phased plan to construct a multi-use trail linking the Osaugie and Millenium Trails See Recommendation #3																
	Accentuate pedestrian / bike crossing at East Second Street - See recommendation #3																
A	Implement Phase 3 - On Street bike route signage/striping project	X	X	X		X		X	X		X				X	X	$ 25,000

RECOMMENDATION #5:

Manage and enforce appropriate speed limits along North 28th Street

A	Investigate need and legal requirements for school speed zone at Great Lakes Elementary	X	X					X	X	X			X		X		N/A
B	Investigate need and logistics for school speed sone at SSHS - Post Phase 2 Construction	X	X					X	X	X				X	X		N/A
C	Investigate and maintain proper school speed zone at Northern Lights Elementary	X	X					X	X	X					X		N/A
D	Implement a well signed, coordinated speed zone system throughout corridor effective for each of the schools in the corridor.	X		X				X	X		X	X	X	X	X		N/A
E	Manage and enforce speed limits in corridor	X		X				X	X		X	X - SPD			X		N/A

Improvement Focus Areas: 1.) Improve the Transportation Function in a safe/efficient manner 2.) Promoting safe bicycle and pedestrian access 3.) Minimizing negative neighborhood impacts 4.) Managing future land use changes and growth with sound access management polices 5.) Promoting sound environmental decisions 6.) Promoting open communication.

RECOMMENDATION #6:

Manage truck traffic in a safe and efficient manner.

		IMPROVEMENT FOCUS AREA						RESPONSIBLE					TIMEFRAME				
	STRATEGY	1	2	3	4	5	6	City of Superior	WisDOT	School District	MIC	Other	Incl. in Phase 1 Project	Incl. in Phase 2 Project	Other Short Term (1 - 5 Yrs)	Long Term	Est. Cost
A	Educate local trucking firms (violators) about proper truck routes in area	X		X			X	X	X		X	X-SPD			X		N/A
B	Install truck route signage between East Second Street and Hill Avenue	X		X			X	X							X		N/A
C	Install NO-truck route signage between Tower and Hill Avenues	X		X			X	X					X		X		N/A
D	Implement a coordinated truck-route signage system throughout corridor.	X		X				X	X		X	X	X	X	X		N/A
E	Enforce proper truck route usage	X		X			X	X	X			X-SPD			X	X	N/A

RECOMMENDATION #7:

Address Impacts from new Superior Middle School

A	Examine traffic effects after S.M.S. opening	X	X	X	X		X	X		X	X				X		N/A
B	Coordinate bus routing around Hammond Avenue to Tower Avenue	X		X						X					X		N/A
C	Maximize busing of students through corridor via shuttles to lessen auto traffic	X		X		X	X			X		X-DTA			X		N/A
D	Adjust Hammond Avenue, (via striping, lane configuration) to allow safest and calmest possible configuration for neighborhoods.	X		X				X							X	X	N/A
E	Examine pedestrian routes to and from SMS to identify improvement areas		X					X		X	X				X		N/A

Improvement Focus Areas: **1.) Improve the Transportation Function in a safe/efficient manner 2.) Promoting safe bicycle and pedestrian access 3.) Minimizing negative neighborhood impacts 4.) Managing future land use changes and growth with sound access management polices 5.) Promoting sound environmental decisions 6.) Promoting open communication.**

TABLES 4H & 4I:

RECOMMENDATION #8:

Improve the Aesthetic and Natural Environment on and around the N 28th Street Corridor

		IMPROVEMENT FOCUS AREA						RESPONSIBLE					TIMEFRAME				
	STRATEGY	1	2	3	4	5	6	City of Superior	WisDOT	School District	MIC	Other	Incl. in Phase 1 Project	Incl. in Phase 2 Project	Other Short Term (1 - 5 Yrs)	Long Term	Est. Cost
A	Replace trees as warranted during Phase 1 Construction with intent of traffic calming			X		X		X					X				
B	Add trees as warranted during Phase 2 Construction with intent of traffic calming			X		X		X		X		X		X			
C	Mitigate and manage runoff from additional impervious surfaces from Reconstruction projects (i.e. Parking Lots etc.)					X			X	X			X	X			

RECOMMENDATION #9:

Maintain dialogue between public entities, general public and others to implement recommendations

		IMPROVEMENT FOCUS AREA						RESPONSIBLE					TIMEFRAME				
	STRATEGY	1	2	3	4	5	6	City of Superior	WisDOT	School District	MIC	Other	Incl. in Phase 1 Project	Incl. in Phase 2 Project	Other Short Term (1 - 5 Yrs)	Long Term	Est. Cost
A	Annual-(Semi) Annual North 28th Street Advisory Committee Mtgs.						X	X	X	X	X	X			X		
B	Bi-Annual Implemention update						X				X				X		
C	Use of Planning Districts to inform general public						X	X		X	X	X			X		
D	Disseminate Planning Report to public via internet and other means						X	X			X				X		

Improvement Focus Areas: **1.) Improve the Transportation Function in a safe/efficient manner 2.) Promoting safe bicycle and pedestrian access 3.) Minimizing negative neighborhood impacts 4.) Managing future land use changes and growth with sound access management polices 5.) Promoting sound environmental decisions 6.) Promoting open communication.**

TABLE 4J:

RECOMMENDATION #10:

Implement a sound Access Management Plan for Future Development

		IMPROVEMENT FOCUS AREA						RESPONSIBLE					TIMEFRAME				
	STRATEGY	1	2	3	4	5	6	City of Superior	WisDOT	School District	MIC	Other	Incl in Phase 1 Project	Incl in Phase 2 Project	Other Short Term (1 - 5 Yrs)	Long Term	Est.Cost
A	Identify growth areas and develop a hierarchiy of roads in those growth areas	X			X			X								X	
B	Avoid Strip Development, promote commercial development with accessed by parallel local roads	X			X			X								X	
C	Connect Local streets between subdivisons	X		X	X			X								X	
D	Design new subdivisions with access onto local streets, not onto N 28th Street.	X		X	X			X								X	
E	Ensure proper site design of new standalone commercial and other projects - Minimize access onto N 28th St.	x			x			x								x	

Improvement Focus Areas: 1.) Improve the Transportation Function in a safe/efficient manner 2.) Promoting safe bicycle and pedestrian access 3.) Minimizing negative neighborhood impacts 4.) Managing future land use changes and growth with sound access management polices 5.) Promoting sound environmental decisions 6.) Promoting open communication.

Chapter 5: SUMMARY

Closing Thoughts on Environmental Justice

The term environmental justice represents a public policy goal of ensuring that negative effects resulting from government activities do not fall disproportionately on low-income or minority populations. Within the realm of transportation planning, the concept refers to an understanding of the likely economic, social, and environmental impacts of proposed changes to the transportation system. While it can be difficult to make significant improvements to transportation systems without causing negative effects of one form or another, the concern of environmental justice is whether those effects might disproportionately impact the health or environment of minority or low-income populations. In the past, these impacts have often been overlooked.

The impacts of transportation projects on specific populations may take many forms, including air or noise pollution, access to opportunities, changes in property values, safety, and aesthetics. When evaluating potential transportation projects under environmental justice, the distributional equity—the incidence of benefits and costs across income levels—resulting from the change in the system would be considered in combination with its economic efficiency. In addition, there would be direct interaction between the targeted populations and the project leaders, thereby fostering an accurate understanding of the likely impacts of the project and of how to limit or mitigate adverse effects.

The recommendations from this plan, and the proposed reconstruction projects should not negatively affect minority or low-income populations in the area. In fact most of the recommendations will benefit not only benefit those populations, but the greater population as well. The roadway is not becoming any wider, sidewalks are being added on both sides of the street and longterm off street recreational connections are being proposed. Further, when the MIC implements its Safe Routes to School program in 2004, any leftover negative impacts should be improved.

Where To Now?

Several policy recommendations and specific transportation improvements have been identified in this plan. For these recommendations to succeed staff, study advisory committee members, MIC & TAC members, other politicians, and local residents need to take ownership in the concept of improving N 28th Street. While reconstruction will go a long way in improving traffic flow and traffic safety, other improvements are unfunded and require periodical examination. The MIC will provide the implementation role for the recommendations given. The MIC may not have the power to actually implement the policies and physical improvements. But the MIC can provide a means to proactively reach consensus and to start processes rolling to acquire necessary funding.

North 28th Street has and will continue to be an important roadway in the City of Superior. The planned reconstruction projects should have a positive effect on the local community. However, long term goals need to be kept in the forefront to ensure that North 28th Street can continue in its present function.

TENTATIVE AGENDA

North 28th Street Transportation Plan
Study Advisory Committee

Wednesday May 14, 2003
1:00 PM - Superior School District Administrative Offices
3025 Tower Avenue, Superior WI

1. **Introductions**

2. Project Background

- Handouts

3. Meeting Ground Rules

4. Review Scope of Work

- Clarification on Planning Project and Construction Project

5. North 28th Street Corridor Planning Timeline

6. Phase 1 North 28th Street Construction Timeline

7. Additional Data Needs Identification

8. Brainstorm Session (Initial Issue Identification)

9. Set next Meeting Date

AGENDA

N. 28th PRE-Planning Meeting

Tuesday, March 25, 2003: 2:00 PM
Superior Public Library

1. **Introductions**

2. **MIC Timeline**

   - Changes / Additions / Problems

3. **Consultant/ City Engineering Time Line**

   - Merge w/MIC Timeline

4. **Study Advisory Committee Members**

   - MIC Staff
   - City of Superior (Planning)
   - City of Superior (Engineering)
   - WisDOT
   - Residents (City Councilor)
   - *Resident ??*
   - Consultant
   - *Commercial Interest?*
   - School District (Superintendent)
   - School District (School Board)
   - Police Department
   - MIC Member
   - *Transit / Trucking / Bike-Ped.?*
   - Parks / Rec.
   - *County Highway Dept.?*

5. **Study Advisory Committee Process**

   Meeting 1 -Intro, Timeline, Ground-rules, Scope, ID Data Needs, Brainstorm of Issues
   Meeting 2 -Examine Data, Grouping of Issues, Brainstorm of Solutions/Recommendations
   Meeting 3 -Grouping of Solutions/Recommendations by practicality, cost, likelihood, and eligibility
   Meeting 4 -Presentation, discussion, and consensus to Solutions/Recommendations, draft plan
   Meeting 5 - Approval / Agreement to Final Plan

6. **Role / Task Identification**

   MIC STAFF
   Consultant
   City of Superior
   WisDOT
   Study Advisory Committee Members

7. **Public Participation Process**

   - City's Policy
   - Need for Input up-front

***TENTATIVE* AGENDA**

North 28th Street Transportation Plan
Study Advisory Committee – *Meeting #2*

Wednesday June 4, 2003
1:00 PM - Superior School District Administrative Offices
3025 Tower Avenue, Superior WI

1. **Introductions**

2. **Brief Review of Previous Meeting**

3. **Update from District 3 Public Meeting**

- Citizen Rep on Committee
- Review of Public Comments

4. **Discussion on N 28th St. Reconstruction Project**

- (Phase 1 - Section between Tower & Weeks)
- Consultant Update
- Discussion on Potential Options

5. **Begin Prioritization and Grouping of Issues** (time permitting)

6. **Open Forum**

- Open for any comments, coordinating issues, etc.
- SR2S (Safe Routes to Schools)- Handout

7. **Set next Meeting Date**

8. **Review of Technical Data** (for those interested)

***TENTATIVE* AGENDA**

North 28th Street Transportation Plan
Study Advisory Committee – *Meeting #2*

Wednesday July 9, 2003
1:30 PM - Superior School District Administrative Offices
3025 Tower Avenue, Superior WI

1. **Introductions**

2. **Brief Review of Previous Meeting**

3. **Discussion on N 28th St. Reconstruction Project**

- (Phase 1 - Section between Tower & Weeks)
- Consultant Update

4. **Brainstorm Recommendations**

5. **Open Forum**

- Traffic Alternatives

6. **Set next Meeting Date**

TENTATIVE AGENDA

North 28th Street Transportation Plan
Study Advisory Committee – *Meeting #4*

Wednesday August 27, 2003
1:30 PM - Superior School District Administrative Offices
3025 Tower Avenue, Superior WI

1. **Introductions**
2. **Brief Review of Previous Meeting**
3. **Review of Open House**
4. **Outline of Final Plan**
5. **Introduction of Long term / Non Construction Project Recommendations**
6. **Future Access Management**
7. **Open Forum**
8. **Set next Meeting Date**

*** Please note: the meeting will not be in the main boardroom. We will be meeting in the front conference room for our meeting on August 27th.**

TENTATIVE AGENDA

North 28th Street Transportation Plan
Study Advisory Committee – *Meeting #5*

Wednesday October 8, 2003, 2003
1:30 PM - Superior School District Administrative Offices
3025 Tower Avenue, Superior WI

1. **Introductions**
2. **Review of D3 Meeting held by Councilor Norbie**

- Clearing snow covered sidewalks
- Raised medians and emergency vehicles

3. **Work to be Completed**

- Final maps and pictures in Plan
- Before and after traffic near SMS analysis
- Specific Access Management steps

4. **Revised Outline of Final Plan**
5. **Recommendations**

- Ground rules for draft recommendations
- Review of recommendations

6. **Open Forum**
7. **Set next Meeting Date (Done by 2:45)**

*** Please note: the meeting will not be in the main boardroom. We will be meeting in the front conference room for our meeting on August 27th.**

North 28th Street Corridor Transportation Study
May 14, 2003

General Comments/Questions/Concerns

- We should focus on the "first section"—lots of milestones we should be concerned about in the coming months.
- Cut 33-38th on Tower from the study area. 1.) Major thoroughfare 2.) Traffic lights might have an impact.
- Banks Avenue sidewalk—access issues, elimination, of parking spaces.
- No turn lanes were implemented for Northern Lights—some concern over road conditions.
- The athletic fields are very busy during soccer activities—some traffic concerns.
- Superior High School parking situation—a kid was hit 3 years ago, close calls, etc.
- Football field—event code parking issues.
- Issues related to stormwater runoff from parking lots.
- Is changing the geometrics of North 28th Street on or off the table?
- What would be the feasibility of one ways—what is the most efficient flow of traffic?
- We are still in the process of collecting data for the area.
- North 28th Street sidewalk has been built (Hammond-Northern Lights).
- We should look at speed limits in front of _____school.
- No train tracks at crossing.
- Rail line-related issues—we do not have a lot of say.
- Worries about being inundated with questions that we do not know answers to—concerns regarding public participation.
- School bus routing through corridor—How will traffic be affected?

Brainstorm Session—What Are The Main Problems?

- Additional beauty in front of N. 28th Street, bike lanes, sidewalks (beautiful connector).
- Skate park—pedestrian and automobile access off of Lamborn.
- Timing of pedestrian signals and direction of street lights.
- Impervious surface issues—runoff.
- Lane configuration/safety/weaving of automobiles through corridor/confusing lane delineation.
- Issues concerning the intersection of Lamborn and N. 28th Street during peak times.
- Parking-related issues at the Senior High School.
- Drop-off congestion at Great Lakes Elementary.
- Cost.
- Railroad issues—corridor.
- Public and student notification/dissemination.
- Pedestrian connections.
- Coordination with the Duluth Transit Authority.
- Access points.
- Future land-use.
- Junior High impacts (switch was made last year, walking distance within 2 miles).
- Plan implementation, zoning.
- East 10th access.

N. 28th Street Corridor Study Meeting

Study Advisory Committee – *Meeting #2*
Meeting Notes
Wednesday June 4, 2003
1:00 PM Superior School District Administration Offices
3025 Tower Avenue, Superior Wisconsin

Update from District 3 Public Meeting

- Curt Pianalto gave a brief update from the District 3 Public Meeting held on May 22, 2003 at Northern Lights Elementary. He also handed out written copies of both verbal and written comments received at the meeting. In addition, at the meeting there was lengthy discussion on adding a citizen who lives on N 28th to the Study Advisory Committee.

- Based on input from adding a citizen to the study advisory committee, Mary Millard will become a new Study Advisory Committee member.

- Mary Millard brought to the attention of the committee a recent newspaper article summarizing the comments received at the public meeting. Mary's immediate concern focuses on the difficulty of pulling out of residential driveways with increased levels of traffic. How will the traffic-related issues be addressed? What will be the impact on green space, front yards, etc.? Will I be able to get out of my home in relation to future traffic flows generated from new school?

- A committee member remarked that he felt that local citizens were appreciative for the opportunity to provide information at a recent public informational meeting.

Construction Project Update

- SEH Construction Updates- Items that were mentioned include the generation of traffic counts and turning movements, completion of a survey, traffic projections, the creation of a preliminary map, etc. They are in the process of trying to figure out what different types of lane configurations could handle the expected levels of traffic. It was mentioned the importance of listening to the concerns of the public in order to plan accordingly and to make sure all possible questions have an answer. Furthermore, it was mentioned that both traffic volumes and traffic diversions are being taken into consideration in their analysis and calculations.
- It was emphasized that pedestrian safety is a big concern.
- An interest was voiced in learning more about school traffic flows and the number of cars located within the school area.
- Several comments were made regarding the traffic generated in the student drop-off zones at the schools (discussed later).
- According to the SEH Representative, it is very likely that changes will be made to the Hammond Avenue intersection regarding both changes in geometrics and the timing of traffic signals.
- Ideas were exchanged regarding the issues surrounding the creation of a possible loop connection with the existing trail system.
- According to the SEH Representative, there are approximately 500 cars per day that travel on 28th Street north of John.
- The SEH construction-related timeline was discussed.
- The idea of creating a one-way on Hammond was revisited from a previous discussion last meeting. What are the different types of options that can be used to address future traffic flows?
- Support was voiced for public transit/shuttle service to slow down or lighten traffic in the educational corridor.
- Several issues concerning the sidewalk located on the south side of 37th Street were discussed at the meeting. Comments were made regarding the problems with constructing a sidewalk in the area of a ditch. A storm sewer would have to be installed in order for a sidewalk to exist on that side of the street; which would carry a substantial cost.
- The issue of removing part of the sidewalk on the south side of 37th Street in order to prevent unsafe crossing and focus traffic onto the new sidewalk was discussed.
- It was mentioned during the meeting about what kinds of things needed to be looked at and addressed in the City's comprehensive plan as it relates to trails.

Preliminary Grouping of Issues

- Curt Pianalto handed out a list of all the issues that were brainstormed at the previous meeting. He has grouped these issues into main categories. The study advisory group will use this list to start making recommendations for the corridor. This will begin at an upcoming meeting.

Safe Routes to School Programs

- A general interest in creating safe routes to schools was voiced. Curt Pianalto handed out an article explaining the Safe Routes to School (SR2S) Program. He thought given the location of the four schools near this corridor that a SR2S program would be a good thing for the school district and city to pursue. The new federal transportation legislation to be passed within the year, may have provisions for funding SR2S Programs.

- An area of concern in planning safe routes involves the potential threat of school bullies.

- According to the SEH Representative, there are current programs that do an excellent job and is very similar to the proposed safe routes program.

- Several comments were made about emphasizing the role of marketing in the planning of any safe routes.

- The designated truck routes on N. 28th Street were brought to the attention of the committee.
- According to the SEH Representative, when an individual observes a truck on a non-designated truck route, they tend to remember that occurrence.

- Issues regarding truck traffic on non-designated truck routes are a difficult task to enforce.

NEXT MEETING DATE:

July 9, 2003

Note start time has changed to **1:30 PM.**

School District Admin. Offices

North 28th Street Corridor Transportation Study
Brainstorm Issues
May 14, 2003

Brainstorm Session—What Are The Main Problems or issues?

- Aesthetic Improvements on N. 28th Street, bike lanes, sidewalks (beautiful connector).

- Skate park—pedestrian and automobile access off of Lamborn.

- Timing of pedestrian signals (lack of adequate crossing time) and direction of street lights.

- Impervious surface issues—runoff.

- Lane configuration/safety/weaving of automobiles through corridor/confusing lane delineation.
- Issues concerning the intersection of Lamborn and N. 28th Street during peak times.

- Parking-related issues at the Senior High School.

- Drop-off congestion at Great Lakes Elementary.

- Cost.

- Railroad issues—corridor.

- Public and student notification/dissemination.

- Pedestrian connections.

- Coordination with the Duluth Transit Authority.

- Access points.

- Future land-use.

- Junior High impacts –pedestrian and auto (switch was made last year, walking distance within

2 miles).

- Plan implementation, zoning.

- East 10th access – difficult radius to perform

N. 28th Street Corridor Study Meeting

Study Advisory Committee – Meeting #3

Wednesday July 9, 2003
1:30 PM Superior School District Administration Offices
3025 Tower Avenue, Superior Wisconsin

S.E.H. presented preliminary plans for the Phase 1 and 2 of the N 28th street reconstruction project. Those plans are attached with these notes. Please note; the plans attached are identical to the plans reviewed at our last advisory committee meeting**. The plans have been updated in various places, which are not shown on the attached plans.**

General Comments/Questions/Concerns

• Construction updates – SEH put together a drawing that took into consideration traffic forecasts, turning counts, tube counts, etc. There are 2-3 main characteristics of the corridor that make such a task a little more difficult. These items include the lack of width between Hammond and Tower, parking lot and street interactions, and issues involving turning movements.

• The idea of constructing a roundabout was mentioned in response to one of the intersections along the corridor. There was also some discussion regarding whether or not such an option is "pedestrian-friendly," due to its close proximity to school buildings. In addition, some of the engineering requirements for the construction of a roundabout were mentioned.

• A question was raised regarding how traffic around the middle school will be handled in the future.

• Ideas were exchanged regarding the use of flip-out or temporary stop signs at school crossings during peak school traffic times. A comment was made regarding the potential problem of cars driving through the temporary stop signs out of mere habit. Another comment was raised regarding the associated costs involved with providing crossing guards along any of the city's intersections. A flip out stop sign is working well on 21st street.

• Several comments were made regarding future lane configurations along the study corridor.

• There was a short discussion concerning the traffic situation around the Northern Lights Elementary School, in addition to delineating where school bus traffic enters and exits.

• There was discussion on the lane configuration at Hammond Avenue. Discussion on whether the right hand-turn lane off of eastbound 28th to southbound Hammond was A comment was made regarding the potential problem of "disappearing lanes" in winter conditions, where known lane configurations might conflict with visible lane configurations that could hinder the flow of traffic.

• A question was raised about the cooperative effort between the school and city for the 2006 construction project. The preliminary plans show a veering on 28th street near the high school. If this alternative is used, the school district must be able to commit to building the required parking lots north of 28th street.

• A comment was voiced regarding the idea of installing a stop sign on 31st & Hammond to slow traffic on 32nd & Hammond. A short discussion regarding the problems of using stop signs for traffic calming purposes was mentioned.

• Some discussion concerning how well the high school will be able to accommodate parking under new parking lot configurations was mentioned.

• Several comments focused on ensuring pedestrian safety around crosswalks near school buildings.

• The idea of running a sidewalk down the south side of 28th street was discussed. Issues concerning the space needed for snow storage, type of maintenance, and the risks that snowbanks pose for small children, were discussed at the meeting.

Preliminary Grouping of Issues

Pedestrian

- Need Sidewalks on Both Sides of 28th Street
- Timing of Pedestrian Signals (lack of adequate time to cross)
- Lack of Connections to key pedestrian attractions
- Need for pedestrian facilities to new Middle School
- Pedestrian Access to Skate Park
- Safe and Timely Pedestrian crossings of 28th Street at key locations

Bicycle

- Connection to Millennium Trail
- Connection to Osaugie Trail
- Safe Connections to Schools
- Safe Connections to Skate Park

Aesthetics

- Make 28th Street Corridor look good
- Replanting of Trees taken by reconstruction project
- New Planting of Trees
- Street Lights

Environmental

- Storm-water run-off from additional impervious surfaces
- Replanting of Trees taken by reconstruction project
- New Planting of Trees

Traffic Flow

- Access onto and off of N 28th From Lamborn
- Congestion at Great Lakes Elementary – AM Drop off
- Need for Turn Signals and turn lane on N 28th at Tower
- Need for Turn Signals and turn lane on N 28th at Hammond
- Need to address traffic patterns Onto and Off of N 34th Street from Hammond
- Impacts of Additional Traffic on Hammond from New Middle School
- Need to keep traffic on Tower and off of Hammond in Study Area
- Speeders

Safety

- SSHS Parking Lots
- Excessive Speeds throughout corridor
- Adequate time for pedestrians to cross 28th

Cost

Railroad Issues

- Safety at crossing
- Lack of Implementation Power

Public Participation and Dissemination

- Keeping Public informed of Decisions

Access Management

- Future Land Use
- Managing Accesses of Future Development

Coordination with Schools

- Bus Routes
- SSHS Parking Issue

Summary of Verbal Comments regarding N 28th Street Agenda Item
District 3 Informational Meeting

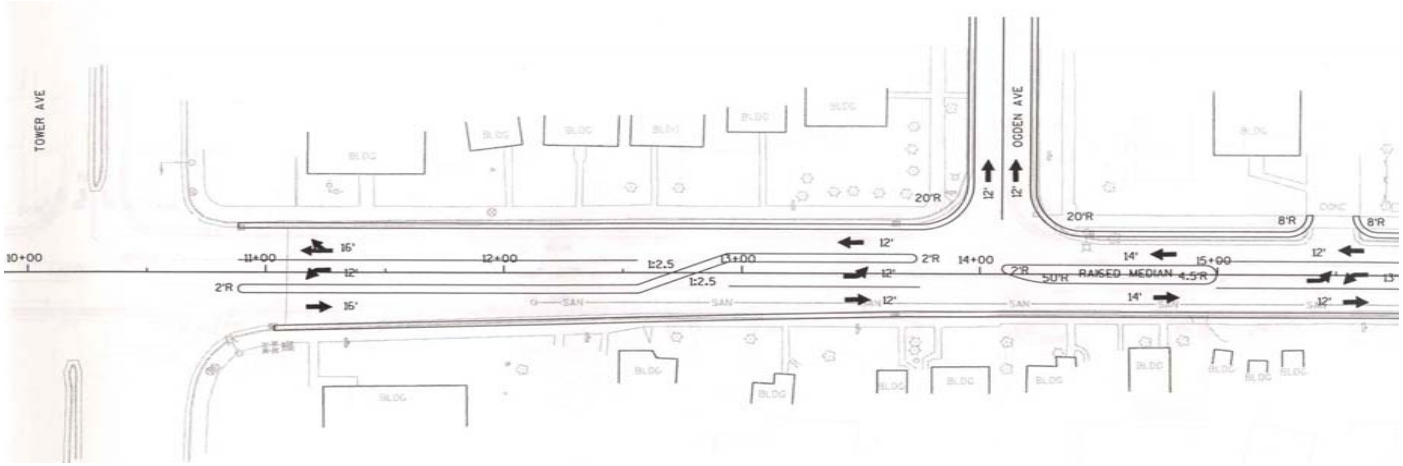
Thursday, May 22 2003
Northern Lights Elementary

Public Comments:

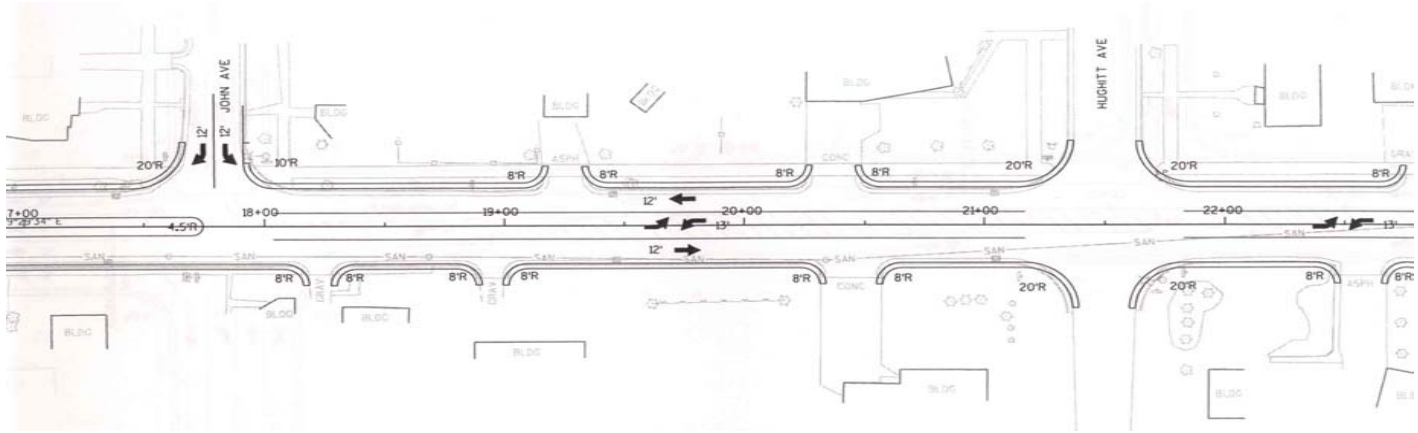
- With sidewalks located adjacent to road or with no boulevard, snow gets pushed onto sidewalks, making it impossible to walk or shovel.
- N. 28th Street is sinking. A busy street like N 28th should be topped with concrete instead of blacktop. You can see example of this on Tower where portions of road were constructed at different times. (Current reconstruction plans call for asphalt. City believes sub-base is true problem. Proper sub-base should take care of sinking problem)
- Traffic backs up on westbound traffic at intersection of N. 28th Street and Tower. Need turn signal at Tower and N 28th Street Intersection.
- Too many semis on N 28th. Is North 28th designated a truck route. If not need to keep trucks off of N 28th that use N 28th as an access between Tower and E. 2nd Street.
- Need better police enforcement of Truck routes.
- Need a citizen on the Study Advisory Committee
- Need left-turn lanes and signals at N. 28th/Tower and N 28th/Hammond
- Need clearly marked left-hand turn lanes onto 28th Street from Hammond.
- Need to address impacts from new middle school at 37th and Hammond
- Need to find a way to keep traffic on Tower. This is especially true for people coming off of the Blatnik Bridge and traffic that travels to the hospital and the traffic that will travel to the new middle school. People are using Hammond as a main north-south route when Tower should be used.
- Public needs to have input on reconstruction project
- The School District should look at staggering the start times for their schools to minimize traffic impacts.
- Superior Senior High should have parking moved to north of Hammond.
- Although people who live along N28th are concerned about widening, we do need to get people where they want to go.
- Should look at extending Catlin to Stinson as an alternate route.
- Should put a stop light at 34th and Tower.
- People that park on Hammond, north of 28th (NW Corner) street are blocking a section of road that could be used as a turn lane. Should be no-parking at that location.
- Another resident countered that that spot is the only place they can park their second car, maybe limit parking at that location during peak traffic times.
- The overriding goal of this project should be to improve the quality of life for local residents.

Citizens also given paper to write comments on.

Note: These designs are preliminary. Changes may be made to these plans before actual construction. The drawings have been provided by S.E.H. Inc. for the City of Superior.

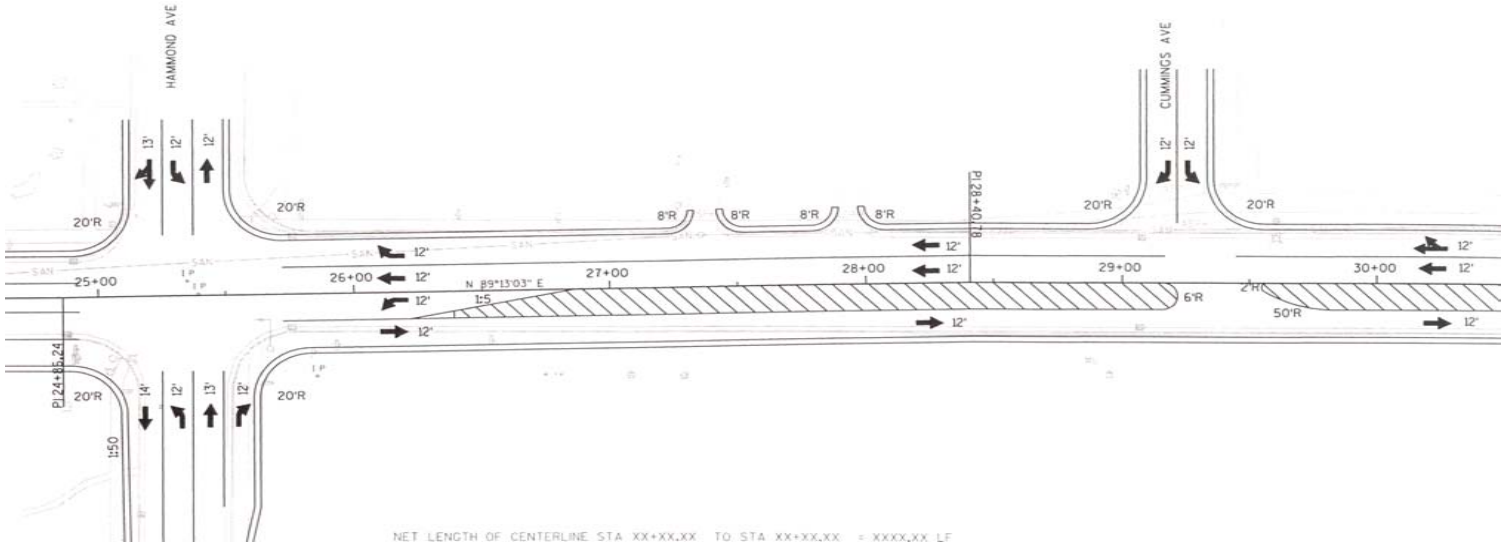


Tower Avenue to Ogden Ave.

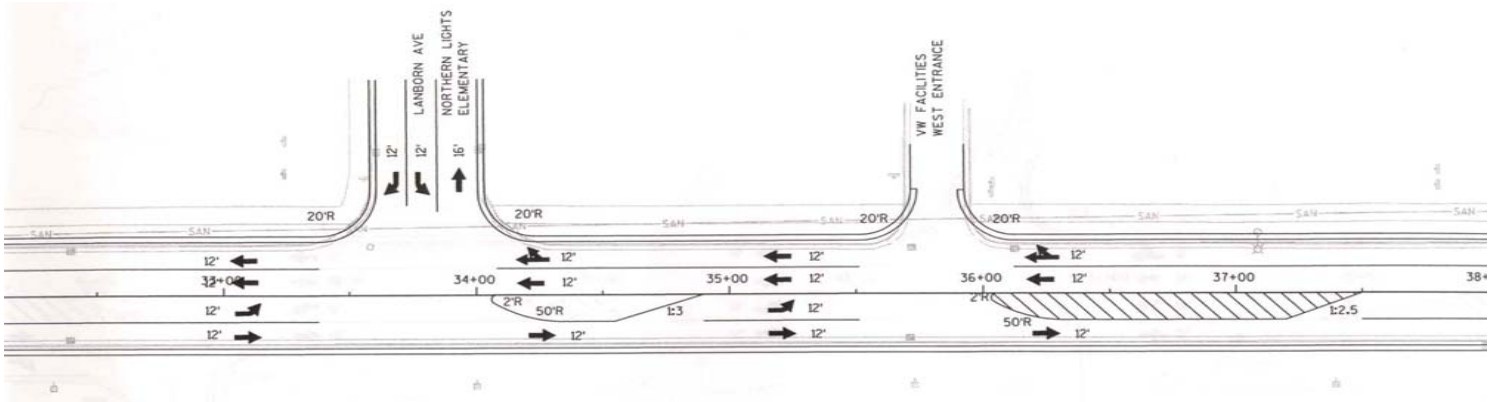


John Avenue to Hughitt

Note: These designs are preliminary. Changes may be made to these plans before actual construction. The drawings have been provided by S.E.H. Inc. for the City of Superior.

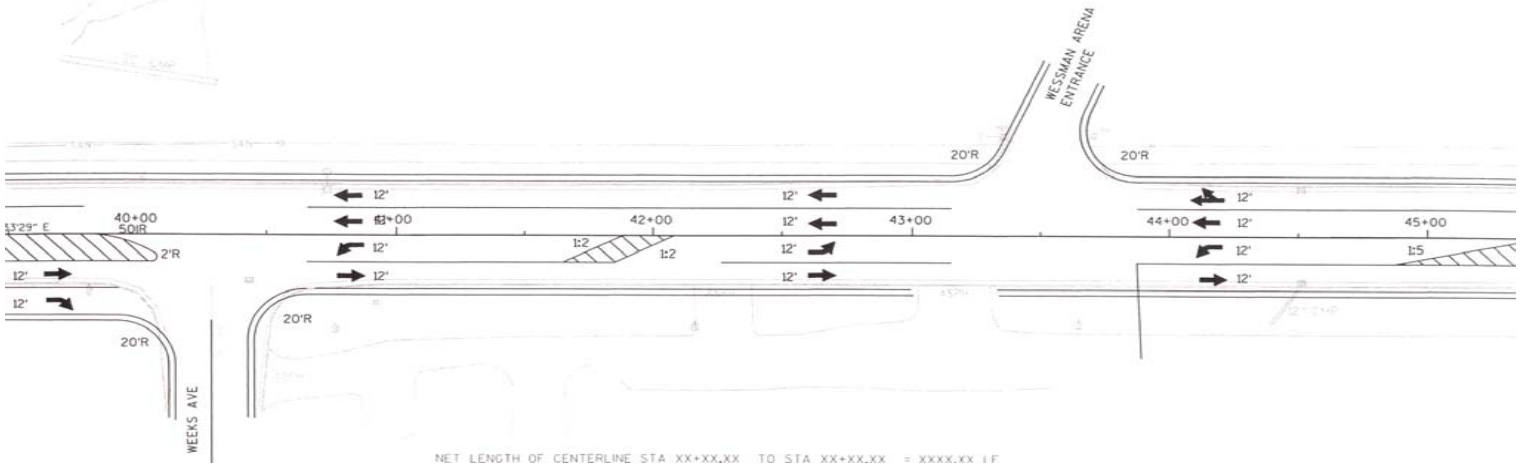


Hammond Ave to Cummings

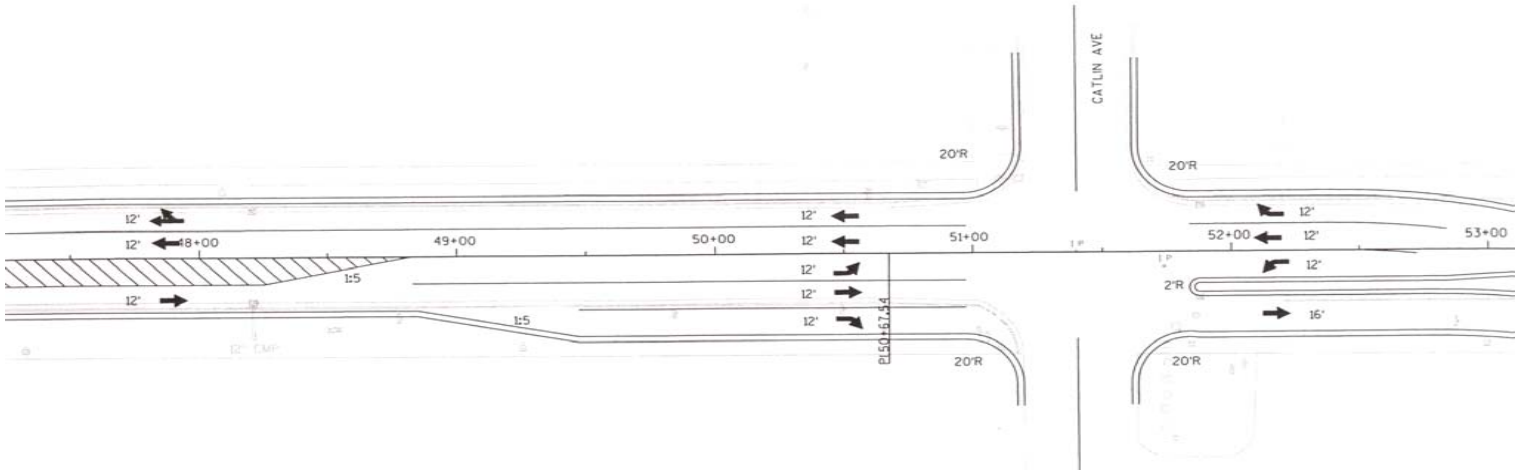


Area near Northern Lights

Note: These designs are preliminary. Changes may be made to these plans before actual construction. The drawings have been provided by S.E.H. Inc. for the City of Superior.

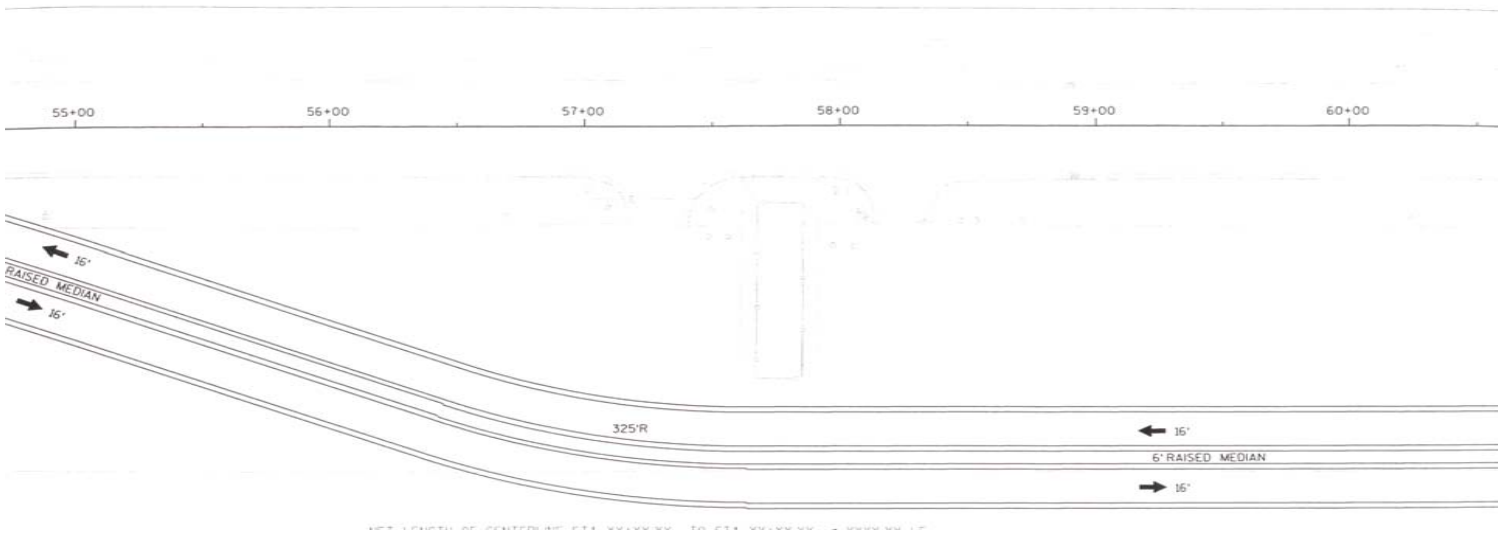


Weeks Ave to Wessman Arena Entrance

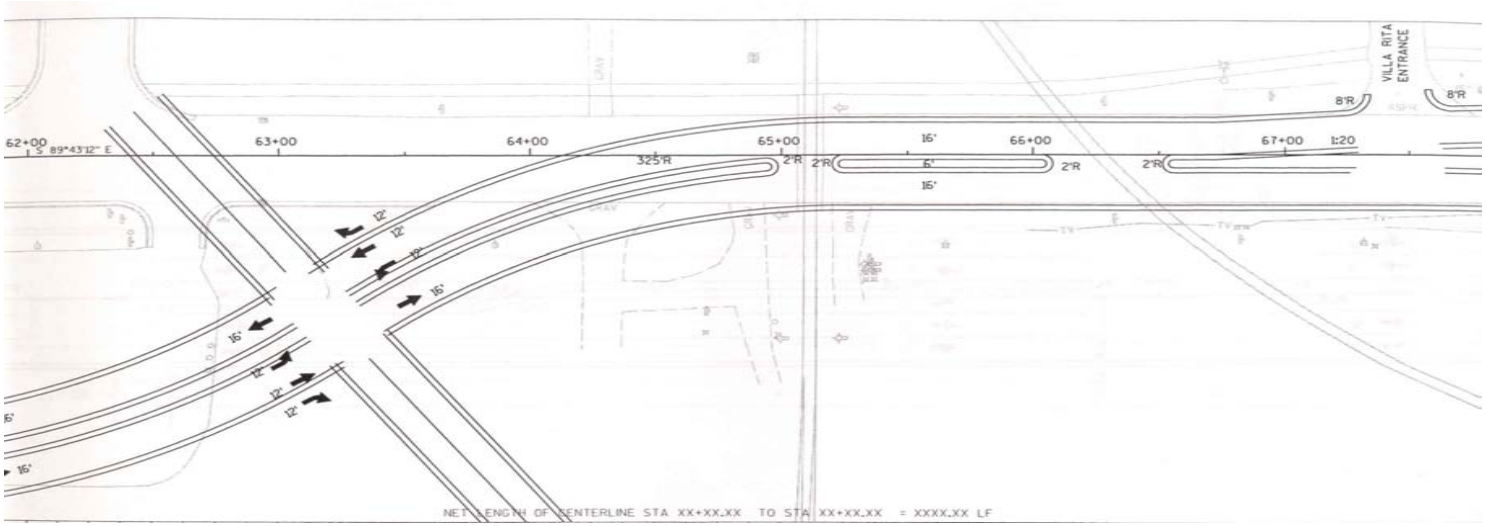


Near Catlin Avenue

Note: These designs are preliminary. Changes may be made to these plans before actual construction. The drawings have been provided by S.E.H. Inc. for the City of Superior.



Near S.S.H.S.



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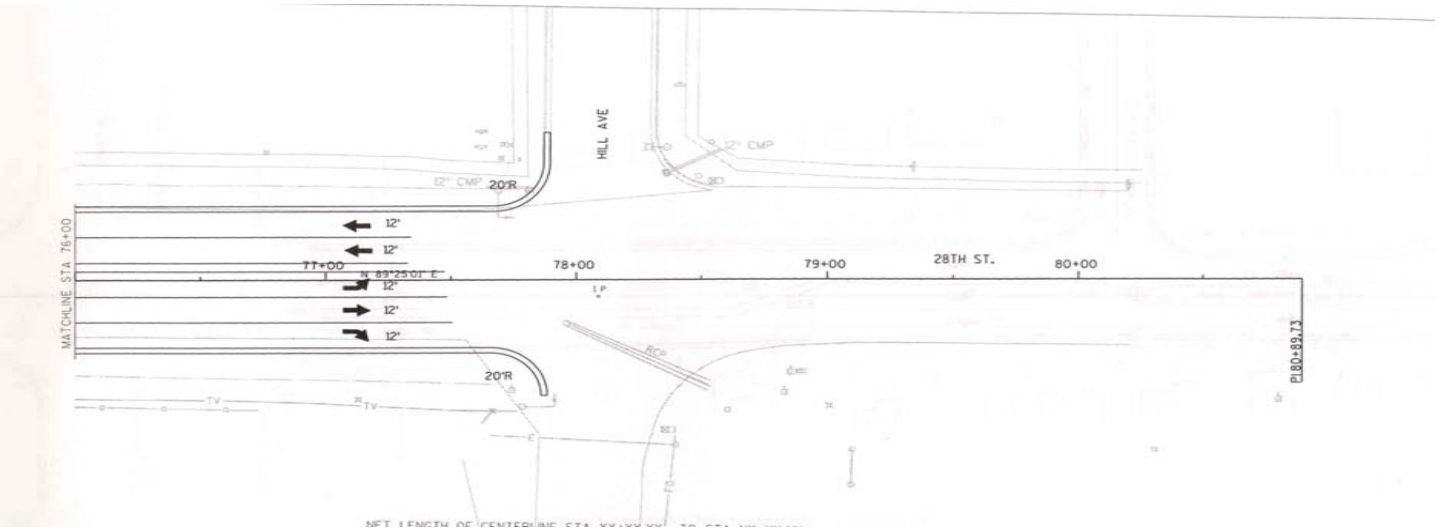

Approaching Hill Avenue