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May 2020

# Past Plans Review

## Proctor Transportation Plan

City of Proctor, MN

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# Table of Contents

I.	INTRODUCTION.....	1
II.	KEY CONCEPTS FROM PAST PLANS.....	1
III.	REVIEW OF PAST PLANS.....	3
A.	<b>MIC Area Thoroughfare Plan (2001)</b> .....	3
B.	<b>Boundary Avenue Corridor Management Plan (2004)</b> .....	5
C.	<b>Proctor Master Trail Plan (2007)</b> .....	6
D.	<b>Proctor Comprehensive Plan “2020 Vision” (2010, Transportation Section)</b> .....	8
E.	<b>St. Louis County Roadway Safety Plan (2012)</b> .....	11
F.	<b>Proctor Hermantown Munger Trail Spur Master Plan (2015)</b> .....	12
G.	<b>Proctor Transportation Report (2015)</b> .....	15
H.	<b>Minnesota Design Team Visioning Design Boards (2015)</b> .....	16
I.	<b>Proctor Comprehensive Plan (2016)</b> .....	17
J.	<b>Proctor Safe Routes to School Plan (2017)</b> .....	18
IV.	Summary .....	20

## Figures

Figure 1:	Proctor Functional Roadway Classifications .....	4
Figure 2:	Proctor Master Trail Network.....	7
Figure 3:	Proctor Comprehensive Plan Transportation Map .....	9
Figure 4:	Proctor Hermantown Munger Trail Spur Proposed Alignment .....	14

## Tables

Table 1 –	Recommended Projects and Policies Recurring through Various Plans .....	2
Table 2:	Priority Projects for Boundary Ave Corridor .....	5
Table 3:	Priority Projects for the Proctor Master Trail Plan.....	7
Table 4:	Priority Projects for the Proctor Comprehensive Plan.....	10
Table 5:	St. Louis County Priority Rural Highway Segments, Road Departure Incidents.....	11
Table 6:	St. Louis County Priority Highway Segments, Head On Incidents.....	12
Table 7:	Priority Projects for the Trail Spur Master Plan .....	15
Table 8:	Priority Projects for the Proctor Transportation Report.....	16
Table 9:	Priority Projects for the Minnesota Design Team Boards.....	17
Table 10:	Priority Projects for the Proctor Comp Plan.....	18
Table 11:	Priority Projects for the Proctor Safe Routes to Schools Plan.....	19

## I. INTRODUCTION

The Proctor Transportation Plan seeks to define a comprehensive vision for the development of an integrated transportation system for the City of Proctor and nearby areas. Many planning processes have previously taken place in Proctor and surrounding areas. The Plan Review task examines these planning efforts for key elements, including each plan's vision statement, objectives, priority projects and implementation strategies. A summary of key elements from these planning efforts can be found in Section II of this document.

The project team was provided with a list of specific past plans to review, including plans at the municipal, county and regional scales.

## II. KEY CONCEPTS FROM PAST PLANS

A series of themes weave through the plans reviewed in this document; they act as a lens through which to understand transportation issues in and around Proctor. On the whole, these themes offer that while transportation in Proctor is generally good, there are several areas of improvement that cumulatively will make significant improvements to the access, safety, and experience of local transportation. Major themes include:

**Theme 1:** Identify a consistent, unified message and vision for the future of transportation in Proctor in order to build local understanding and support.

**Theme 2:** Improve existing multi-modal infrastructure throughout Proctor, particularly as it connects local schools, improves transit access, and is supported with a Complete Streets policy.

**Theme 3:** Multimodal trails are of value to the community and region and should be pursued and creatively financed. The Proctor Hermantown Trail Spur should continue being prioritized among future trail improvements.

**Theme 4:** Continued coordination with regional partners towards identifying priority projects while ensuring project alignment, scheduling, finance, and construction.

**Theme 5:** Need for a system(s) that identifies, prioritizes, and schedules roadway & utility maintenance, coordinates with regional partners, and is available for public examination.

Table 1 includes specific recommended projects that reoccurred throughout the plan review process. This accounting is not meant to be exhaustive. Additional projects will be generated through a review of existing transportation conditions and through consultation with project sponsors, stakeholders and members of the public. These projects will begin to form the pool of projects to be further evaluated as part of the Proctor Transportation Plan.

<b>Table 1 – Recommended Projects and Policies Recurring through Various Plans</b>	
<b>Project/Policy Name</b>	<b>Description</b>
Proctor Hermantown Munger State Trail Spur	Include spur segments in Proctor as a planned route. Include the Priority 1 section as a project of prime importance.
2007 Master Trail Plan	Use this as the basis for a planned trail network: <ul style="list-style-type: none"> <li>• Review implementation of planned trails and identify what facilities remain to be implemented</li> <li>• Reassess planned/implemented on-roadway bicycle facilities to develop connections available to all ages and abilities</li> </ul>
Safe Routes to Schools	Include projects not yet implemented and prioritize these.
City sidewalks, transit infrastructure, utilities	Monitor, schedule and complete construction and maintenance of city-owned facilities. <ul style="list-style-type: none"> <li>• Target priority locations identified in the Comprehensive Plan Story Map and Proctor Transportation Report</li> </ul>
Highway 61/Frontage Rd	Proactively monitor for continued growth opportunities, developing roadway design and connectivity plans as needed.
Infrastructure improvements and multimodal designs	Roadways including: <ul style="list-style-type: none"> <li>• N Boundary Ave</li> <li>• Hwy 2/3<sup>rd</sup> Ave</li> <li>• 2<sup>nd</sup> Ave</li> <li>• N. Ugstad Rd</li> </ul>
Intersection design	Establish community gateways at major intersections
Streetscape	Establish pedestrian-scale streetscaping throughout downtown Proctor
Complete Streets	Develop a complete streets policy for Proctor
Coordination	Develop regular communication and coordination with area transportation agencies including Duluth, Hermantown, St. Louis County, MIC, ARDC, and MnDOT.

### III. REVIEW OF PAST PLANS

#### A. MIC Area Thoroughfare Plan (2001)

[Link to Plan](#)

##### **Vision Statement**

The *MIC Area Thoroughfare Plan* was the final component of a three-part effort to examine the thoroughfare network within the boundary of the Duluth-Superior Metropolitan Interstate Council (MIC, the metropolitan planning organization for this metropolitan area).

##### **Summary & Issues Raised**

This effort provided a functional classification summary of all interstates, arterials, and collectors within Proctor (as well as the larger MIC Planning Region) to determine usage of each roadway (Figure 1). Nine roadways in Proctor are assessed within the study, encompassing approximately 8 roadway miles. The Plan was completed before the Kirkus Street Connector project bridging east-west across the southern part of Proctor.

##### **Objectives**

Review the street and highway system to determine roadway functions.

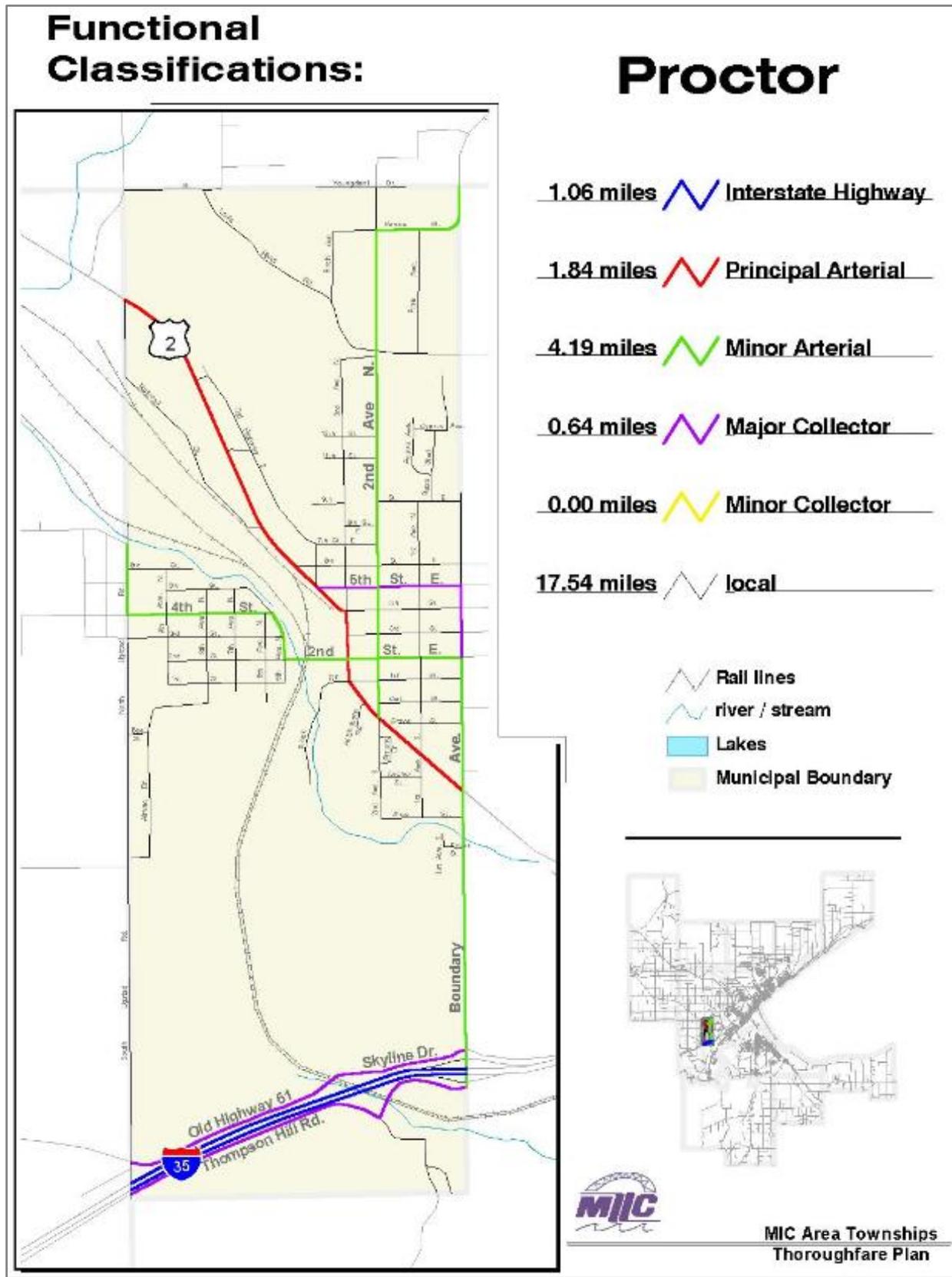
##### **Priority Projects**

This document was an assessment only. No priority projects were identified.

##### **Implementation Strategies**

N/A

Figure 1: Proctor Functional Roadway Classifications



**B. Boundary Avenue Corridor Management Plan (2004)**

[Link to Plan](#)

**Vision Statement**

Create a long-range plan for Boundary Avenue between Interstate 35 and Highway 2 in Proctor and Duluth, Minnesota.

**Summary & Issues Raised**

The Boundary Avenue Corridor Management Plan is a long-range plan for a 1.7mi segment of Boundary Avenue examining future land use, transportation and access issues. It outlines a series of recommended improvements. The Corridor study area includes the southern half of Boundary Avenue between I-35 and US Hwy 2. The study was a partnership between the City of Proctor and the MIC.

The Management Plan notes concerns regarding a lack of general development guidance and needed agency coordination along Boundary Ave. With an anticipated increase in development and traffic, the Plan notes that better guidance is needed to ensure continued roadway efficiency and level of service. The Management Plan indicated relatively low bicycle and pedestrian use when published but found that infrastructure supportive of bicycling and walking should be considered for the future.

**Objectives**

Outline a series of recommendations towards improving the functionality of Boundary Avenue.

<b>Table 2: Priority Projects for Boundary Ave Corridor</b>
On-going monitoring and needs assessments along Boundary Ave regarding traffic signalization, turn lanes, and transit usage growth.
Improved land use development communication with the County and MIC while exploring developer contribution requirements towards needed corridor improvements resulting from development.
Design Improvements including:
a) Install sidewalks along the west side of Boundary Ave (Proctor City limits);
b) Adhere to recommended intersection spacing requirements: 660ft for primary intersections, 300ft secondary intersections (MnDOT guidance at time of Plan);
c) Ensure Boundary Ave maintains at least 90ft ROW, acquiring additional ROW as needed and able to ensure this limit is kept;
d) Include bike and pedestrian access into the proposed Boundary Ave overpass reconstruction (proposed at time of Plan);
e) Consider aesthetic improvements as recommended in the 2003 Skyline Parkway Management Plan.
f) Limit new commercial development to one access per property and 200ft between access points.
Pursue the Kirkus Street extension (since completed)

**Implementation Strategies**

- Establish systems and responsible agencies for on-going monitoring and needs assessments.
- Create consistent design standards and vision for Boundary Ave.

- Establish uniform developer expectations and coordination.
- Continue developing partnerships with regional partners, particularly the City of Duluth and MIC for the east side of Boundary Ave.

C. **Proctor Master Trail Plan (2007)**

[Link to Plan](#)

**Vision Statement**

The Proctor Master Trail Plan is a working document that aims to “devise a system of multiple-use trails connecting neighborhoods, natural areas, community assets, and regional attractions.”

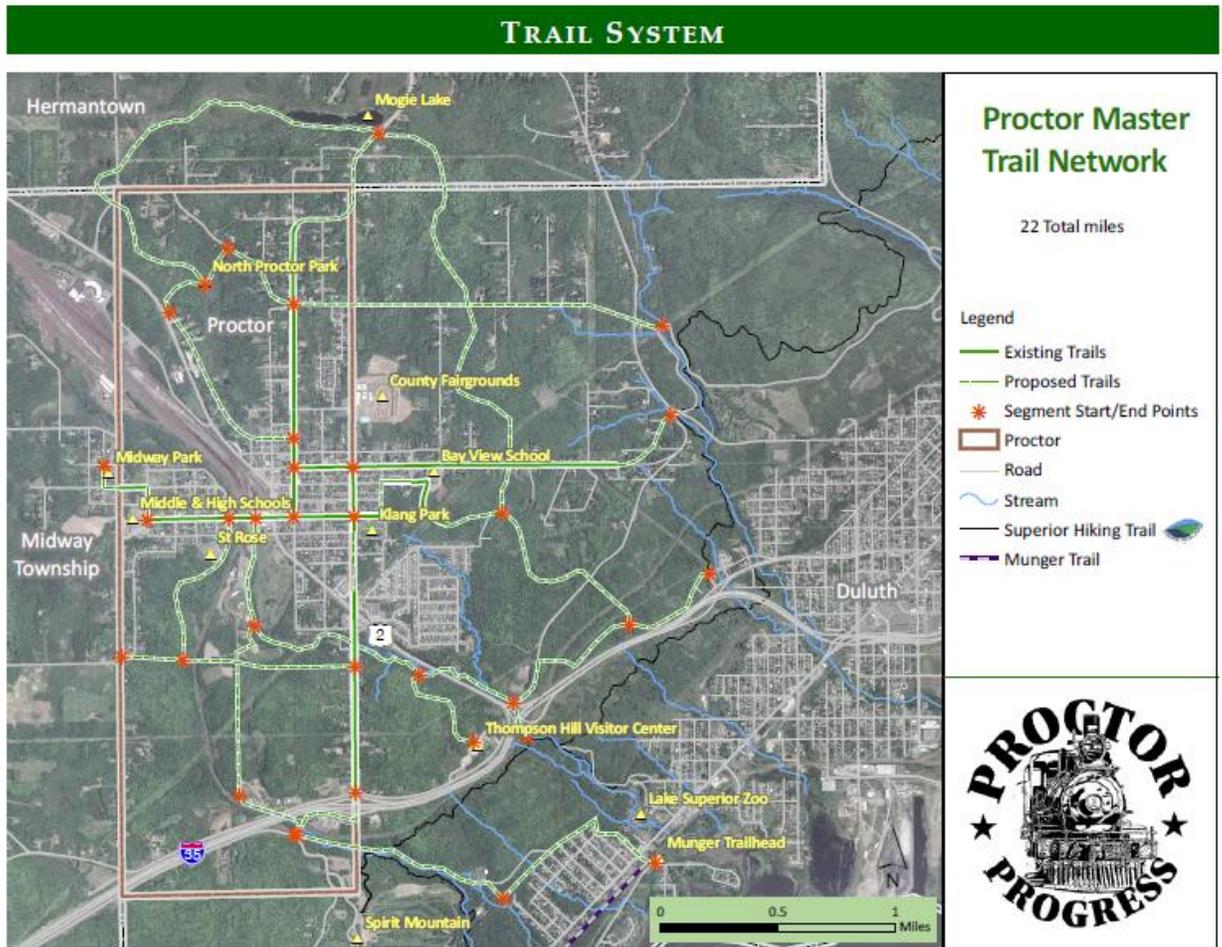
**Summary & Issues Raised**

The Master Trail Plan assesses existing conditions and needed improvements to the city’s trail multi-use system, with the goal of developing a network of trails connecting neighborhoods, schools, parks, natural areas, businesses, and regional destinations. The network as outlined would serve both recreational and transportation uses. Trails identified within the plan include natural surface (7mi), paved (5mi), and on-road facilities (7mi). The Plan outlines trail-specific issues, such as logistic challenges of crossing barriers (roadways and rail), shared alignment with snowmobile trails, and locations of steep grades.

**Objectives**

The Plan assesses the existing trail network while outlining action steps towards building a system of trails connecting neighborhoods, natural areas, community assets, and regional attractions.

Figure 2: Proctor Master Trail Network



**Priority Projects**

Table 3 includes lists trails along with recommended improvements which can be found in the Master Trail Plan. For brevity, only trail names are included in Table 3 with the recommended improvement timeline (short-, medium- and long-term timescales).

Table 3: Priority Projects for the Proctor Master Trail Plan	
<b>Short Term (0-5yrs)</b>	
a.	Proctor Connector Trail from Proctor Community Center to Munger Trailhead (paved multi-use)
b.	Bay View Trail from Old Hwy 61 to Boundary Ave (hiking) (unpaved)
c.	Central Walkway Trail from Proctor High School to Klang Park (roadway/sidewalk)
d.	Kirkus Street Trail from Ugstad Rd to S. Boundary Ave (roadway/sidewalk)
<b>Mid-Term (5-10yrs)</b>	
a.	Western Proctor Trail from 2 <sup>nd</sup> St to Kirkus (paved multi-use)
b.	North Proctor Trail from Old Hwy 2 to St. Louis River Rd (multi-use unpaved)
c.	Thompson Hill Spur Trail from Kingsbury Creek Trail to Thompson Hill Visitor Center (hiking) (unpaved)
d.	Boundary Ave Trail from Skyline Parkway to Vinland/5 <sup>th</sup> St (roadway/sidewalk)
e.	Lavaque Rd & 2 <sup>nd</sup> Ave Trail from Central Walkway to Perimeter Trail (roadway/sidewalk)

f. Skyline Parkway at I-35 Trail from S. Boundary Ave to Mountain Dr (roadway/sidewalk)
g. Vinland St/5 <sup>th</sup> St Trail from 2 <sup>nd</sup> Ave to Skyline Parkway (roadway/sidewalk)
<b>Long-Term (10+yrs)</b>
a. Old Highway 61 Trail from 68 <sup>th</sup> Ave West to Hwy 2 (paved)
b. Kingsbury Creek Trail (hiking) (unpaved)
c. Perimeter Trail from Bay View Trail to North Proctor Park (hiking) (paved)
d. Midway Connector Trail from Midway Park to Proctor High School (roadway/sidewalk)
e. Old Hwy 2 & 7 <sup>th</sup> St Trail from North Proctor Trail to 2 <sup>nd</sup> Ave (roadway/sidewalk)
f. St. Louis River Rd Trail from North Proctor Trail to Skyline Parkway (roadway/sidewalk)

The Master Trail Plan also identifies potential funding sources for trail projects. Note that some funding categories have shifted since this plan was drafted.

- Transportation Enhancements
- Lake Superior Coastal Program
- Legislative Council on Minnesota Resources
- Safe Routes to School (SRTS)
- MN DNR—Trails & Waterways Programs
- Community Development Block Grants (CDBG)
- National Highway System

**Implementation Strategies**

- The City of Proctor should assume the role of lead agency in pursuing trail improvements.
- Identify necessary trail amenities including signage, lighting, and support facilities.
- Identify a single entity to be responsible for trail maintenance.
- All identified trails in the plan included recommended improvements, categorized into short-, mid-, and long-term timelines (Table 2).

**D. Proctor Comprehensive Plan “2020 Vision” (2010, Transportation Section)**

[Link to Plan](#)

**Vision Statement**

In 2020, Proctor is a safe, family-oriented, and sustainable community rich with railroad heritage and strong community values. Proctor has small town charm with access to big city conveniences, offers a wide range of recreational opportunities, a vibrant downtown business district, cultural amenities for all ages, and excellent schools.

Figure 3: Proctor Comprehensive Plan Transportation Map



**Summary & Issues Raised**

The transportation section of Proctor’s 2020 Vision Comp Plan outlines goals, strategies, and action steps towards updating Proctor’s transportation design and infrastructure. Focus is given towards multi-modal accessibility, sidewalk network construction and repair, regional

partnerships, and repairing/replacing older infrastructure while filling gaps in the transportation network.

Vision 2020 and a supportive public survey note concerns around providing transportation infrastructure that facilitates safe, health-promoting travel for all ages and abilities. Primary challenges include the need for city-wide bike and pedestrian infrastructure and programming, including sidewalks, bike lanes, multi-use trails, Safe Routes to School, and streetscaping improvements throughout downtown. Additionally, there is a need for greater multimodal regional connectivity while expanding transit service and route options. The Comp Plan calls for the City to proactively plan for and schedule public infrastructure projects in future growth areas, such as around Kirkus Street. While undertaking these efforts, Vision 2020 notes that Proctor should create and advertise a uniform, long-term transportation goal. A recurring theme through Vision 2020 was the need for greater public visioning and communication about the future of the Proctor.

**Objectives**

Create a safe, efficient, flexible, and sustainable transportation system servicing the needs of both residents and visitors.

Table 4: Priority Projects for the Proctor Comprehensive Plan
Fill gaps in local sidewalk infrastructure.
Build and improve regional trail and bike route connections:
a. Paved trail between Hwy 2/Boundary Ave to Downtown Proctor
b. Kirkus Street Area to Downtown Proctor
Work with Duluth Transit Authority to improved bus frequency within the City.
Increase efficient and convenient, walkable local linkages, including:
a. Hwy 2/Boundary Ave to Downtown
b. Kirkus Street area to Downtown
c. Residential development and area schools
Streetscaping enhancements to Proctor’s gateway corridors:
a. 2 <sup>nd</sup> Street between Downtown Proctor and the High School/Middle School complex
b. US Hwy 2
c. Boundary Ave
d. N 2 <sup>nd</sup> Ave
Update transportation signage and wayfinding, especially along main corridors.

**Implementation Strategies**

- Index and monitor infrastructure conditions and needs including sidewalks, trails, and roadways, creating a maintenance and replacement plan.
- Implement Proctor’s SRTS study plan.
- Set aside right-of-way and/or easements within subdivision process for new trails and explore using *park land* designation for trails.
- Install safe bike markings and infrastructure along designated routes
- Work with local and regional groups and businesses to provide adequate bike parking and storage facilities.
- Inventory existing street signs, creating a replacement plan and schedule

E. **St. Louis County Roadway Safety Plan (2012)**

**Vision Statement**

Reduce severe crashes (those involving fatalities and serious injuries) by documenting at-risk locations, identifying effective safety improvement strategies and better positioning the county to compete for available safety funds.

**Summary & Issues Raised**

Part of the statewide highway safety planning process, the St. Louis County Roadway Safety Plan describes the connection to safety planning at the national, state, regional, and county levels. The Plan carries a description of safety emphasis areas, identifies high priority and low-cost strategies, documents specific locations of safety concern, and highlights a recommended budget of nearly \$11 million to address specific safety concerns. All recommendations are consistent with federal and state standards. Recognizing the varying shelf life of transportation plans, it is also recommended that the Safety Plan is periodically updated (an update to this plan is currently underway as of spring 2020). While no issue locations were identified within the City limits of Proctor, the plan recommends continued coordination within and around Saint Louis County roadway planning, and further safety education.

**Objectives**

Identify actionable safety improvements for priority roadways within the County, towards the goal of creating a safer network in St. Louis County.

**Priority Projects**

No priority projects were identified within the Proctor city limits. Segments of CSAH 11 and CSAH 14 are noted in the Plan; the identified segments end at the Proctor city limit (Tables 5 and 6).

**Table 5: St. Louis County Priority Rural Highway Segments, Road Departure Incidents**

St. Louis County High (Road Departure) Priority Rural Highway Segments													
Rank	Corridor	Route #	Start	End	Length	ADT	ADT Range	RD Density	Access Density	Curve Critical Radius	Density	Edge Risk	Totals
1	15.01	CSAH 15	USTH 53	CR 223	8.1	875	*	*	*	*	*	*	*****
2	11.01	CSAH 11	CSAH 13	Proctor CL	2.0	1,150	*	*	*	*	*	*	*****
3	20.01	CSAH 20	CSAH 4	McKinley CL	6.3	1,098	*	*	*	*	*	*	*****
4	24.02	CSAH 24	CR 115	CR 426	9.4	1,036	*	*	*	*	*	*	*****
5	96.01	CSAH 96	CSAH 132	CSAH 97	3.0	1,000	*	*	*	*	*	*	*****
6	12.02	CSAH 12	Duluth CL	CSAH 3	6.1	622	*	*	*	*	*	*	*****
7	9.01	CSAH 9	USTH 53	CSAH 4	9.3	2,490	*	*	*	*	*	*	*****
8	65.02	CSAH 65	CSAH 5 (N)	Start Gravel	1.7	45	*	*	*	*	*	*	*****
9	13.01	CSAH 13	CSAH 3	MNTH-194	10.1	5,738	*	*	*	*	*	*	*****
10	89.02	CSAH 89	Duluth CL	CSAH 56	1.1	4,750	*	*	*	*	*	*	*****

**Table 6: St. Louis County Priority Highway Segments, Head On Incidents**

St. Louis County High (Head On) Priority Rural Highway Segments													
Rank	Corridor	Route	#	Start	End	Length	ADT	ADT Range	Access Density	Curve Critical Radius Density	% No Passing	Severe Head On Crash	Totals
1	13.01	CSAH	13	CSAH 3	MNTH-194	5.0	980	*	*		*	*	*****
2	88.01	CSAH	88	MNTH 1	MNTH 169	2.9	2,152	*	*	*	*		*****
3	11.01	CSAH	11	CSAH 13	Proctor CL	2.0	2,950	*	*	*	*		*****
4	24.02	CSAH	24	CR 115	CR 426	6.1	4,710	*	*	*	*		*****
5	96.01	CSAH	96	CSAH 132	CSAH 97	10.2	1,930	*	*	*	*		*****
6	73.01	CSAH	73	Carlton CL	CSAH 45	.7	870	*	*	*	*		*****
7	48.05	CSAH	48	CSAH 43	CSAH 15	9.7	710	*	*	*	*		*****
8	12.02	CSAH	12	Duluth CL	CSAH 43	9.4	710	*	*	*	*		*****
9	651.01	CNTY	651	CSAH 77	End	8.7	1,300	*	*	*	*		*****
10	37.02	CSAH	37	CSAH 10	CSAH 44	7.2	415	*	*			*	***

**Implementation Strategies**

A total of 53 specific strategies are outlined within the Plan, which in turn are distilled into the County Critical Strategies of *Education, Engineering, and Enforcement*. Focus areas within these three strategies cover concerns of Seat Belts, Intersections, Alcohol/Drug Use, Head-On Collisions, Young Drivers, and Road Departures.

Because no priority roadways identified in the plan exist within Proctor city limits, there are no Proctor-specific strategies outlined in this Plan. However, lessons and best practices can be pulled from the Plan, particularly those of improving public education of safe driving behavior, improving roadway engineering and design, and where applicable, increasing enforcement for bad driving behaviors.

**F. Proctor Hermantown Munger Trail Spur Master Plan (2015)**

[Link to Plan](#)

**Vision Statement**

The Proctor-Hermantown Munger Trail Spur will be a regional destination trail linking the communities of Proctor and Hermantown to the Munger State Trail, and Duluth’s trail network.

**Summary & Issues Raised**

The *Trail Spur Master Plan* outlines details and recommendations for a 16mi long, 10-ft wide paved trail connecting Proctor and Hermantown to the Willard Munger State Trail. Both the 2007 Proctor Master Trail Plan and the 2010 Hermantown Trails Master Plan called for the connective trail, which would serve 13,000 residents across the two cities. The trail is envisioned as traversing natural areas in corridors separated from vehicular traffic to the maximum extent possible. Intended users include walkers, hikers, runners, recreational and commuter bicyclists, rollerbladers, and cross-country skiers. The Plan outlines and evaluates four route scenarios, while presenting a preferred route based on public input and route analysis (Figure 4).

Hermantown and Proctor City Councils voted in 2015 to approve the trail spur. Hermantown proposed a .5% sales tax increase to help fund portions of the trail.

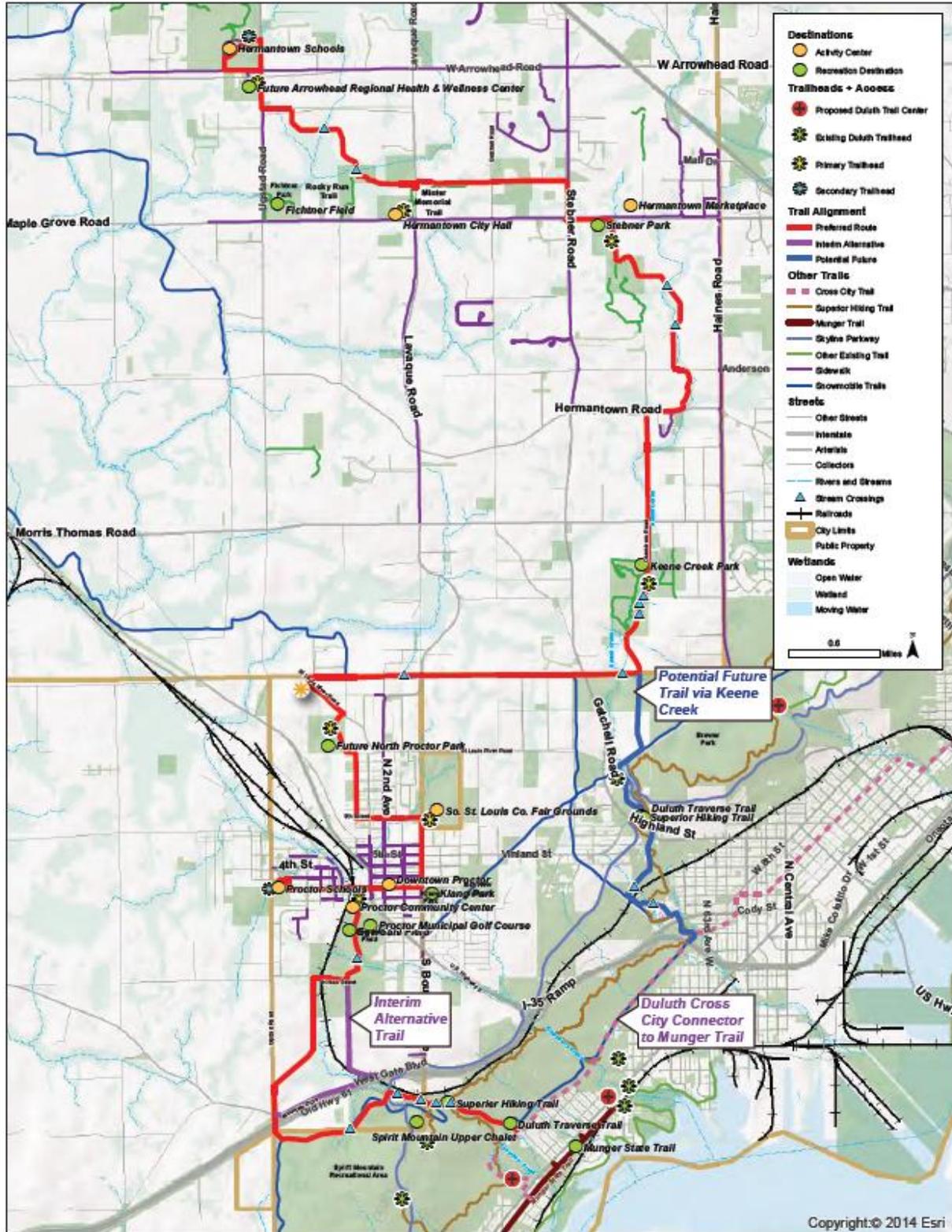
Planned trailheads in Proctor include:

- Future North Proctor Park
- South St. Louis County Fair Grounds
- Proctor Schools Campus
- Proctor Community Center

**Objectives**

Evaluate and propose a preferred paved, regional trail route connecting Proctor to Hermantown and the Munger State Trail. The trail should maximize connections between people and destinations. A full trail feasibility and design assessment was completed as part of this objective.

Figure 4: Proctor Hermantown Munger Trail Spur Proposed Alignment



**Table 7: Priority Projects for the Trail Spur Master Plan**

A connective trail spur between Proctor and Hermantown, via the Munger State Trail

**Implementation Strategies**

- *Land Protection (Acquisition)*: A plan is outlined for both public and private land acquisition, identifying specific land, acquisition strategies, and estimated acquisition costs.
- *Ecological and Resource Stewardship*: Mitigate environmental impacts of trail construction, maintain rural/suburban character, preserve natural features and habitats.
- *Phasing*: Construction phasing should consider location, connection to destinations (schools), and leverage segments with existing public land ownership/easements.
- *Management & Operations*: Collaborative management between Hermantown and Proctor Public Works, and other entities. Full annual maintenance cost estimated at \$154,730/yr (not including replacement costs).
- *Research Plan*: Participate in Greater Minnesota Regional Parks and Trails Commission’s research initiatives.
- *Preliminary Cost Estimates*: Preferred route cost estimated at \$11.25M (2015 dollars, not including acquisition costs).
- *Funding*: Diverse funding approach needed and led by each city.

**G. Proctor Transportation Report (2015)**

[Link to Plan](#)

**Vision Statement**

The Transportation Report provides a summary and assessment of existing and future conditions as they relate to transportation issues in Proctor, MN.

**Summary & Issues Raised**

The Report outlines existing transportation conditions for Proctor’s commuters, expected growth locations, roadway conditions, sidewalks, transit usage, and active transportation. At the time of the report, the majority of traffic and infrastructure needs were located along major city routes including Hwy 2, N Boundary, 2<sup>nd</sup> Ave, 2<sup>nd</sup> St, and 4<sup>th</sup> St. Forecasted growth was primarily expected in southern Proctor along Old Hwy 61/Frontage Road. There were relatively few transportation safety concerns or active transportation users, however future transportation improvements were recommended to utilize a multi-modal lens. The Report recommended that future infrastructure projects utilize cross-agency collaboration and strategic investments while mindfully addressing both future demand and existing maintenance requirements.

**Objectives**

Provide a summary and initial assessment of suggestions for promoting transportation efficiency and access to and through Proctor.

<b>Table 8: Priority Projects for the Proctor Transportation Report</b>
New access and street connections to Old Hwy 61/Frontage Road to support anticipated development and growth adjacent I-35 and in southern Proctor.
Bus stop and connectivity enhancements at the Boulevard/Grove and 4 <sup>th</sup> St/9 <sup>th</sup> Ave stops. Many other stops lack adequate sidewalk conditions.
Sidewalks connecting Hwy 2 & Boundary Ave
Traffic signalization and infrastructure enhancements to support pedestrian crossings at Boundary & Hwy 2.
Create an inventory of roadway pavement conditions in order to prioritize maintenance and capital improvement needs.
Continue to pursue the Proctor Hermantown Munger Trail Spur (as noted in Trail Spur Study).

**Implementation Strategies**

- Mindful planning of transportation infrastructure along Old Hwy 61 to promote multimodal access and support anticipated growth in southern Proctor adjacent I-35.
- Work with MnDOT and City of Duluth to address sidewalk gaps, insufficient signalization.
- Synchronize underground utility and infrastructure improvements with roadway repair/reconstruction.
- Conduct annual consultation with state, county, and regional entities around maintenance plans for roadways in/around Proctor and align project timelines.
- Continue dialogue with MnDOT around safety monitoring for crash and ped/bike safety, particularly along Hwy 2.
- Explore and further study development of intercity active transportation route network(s).

**H. Minnesota Design Team Visioning Design Boards (2015)**

[Link to Plan](#)

**Vision Statement**

The Minnesota Design Team Visioning Design Boards provides a visual assessment and summary of key focus areas for improvements in Proctor’s built form.

**Summary & Issues Raised**

The Minnesota Design Team is a collaborative group of design professionals who work with Minnesota communities on short-term design charrettes and visioning sessions. The Design Team worked with Proctor residents and stakeholders to identify specific areas in which to improve the future of Proctor development, design, connectivity, and efficiency. The 24 boards span topics such as transportation, housing, public utilities, and funding. A full list of public survey responses also provides public perceptions of and desires for the future of Proctor. While the Boards provide just a snapshot of public feedback, they demonstrate an expressed desire for transportation in Proctor to shift towards a proactive model of maintenance and planning, while filling gaps in the existing sidewalk & trail network, and establishing pedestrian-scale streetscaping throughout downtown.

**Objectives**

The Boards identify and visually highlight specific city-wide improvement strategies for the City of Proctor. The boards act as a collection of public input and desires, rather than a report of a single area of focus.

Table 9: Priority Projects for the Minnesota Design Team Boards
Downtown improvements along Hwy 2 and 3 <sup>rd</sup> Ave:
a. Gateway entry points
b. Streetscaping and crosswalk enhancements
c. Public realm improvements including small plazas throughout downtown
Plan for and guide future growth at the I-35 interchange and frontage road.
Prioritize safe multi-modal infrastructure along 2 <sup>nd</sup> St to connect residents to the Middle and High School
Connections to Bay View Elementary.
Improve regional connections to West Duluth.
Leverage the Munger Trail and other recreation trails to encourage connectivity and active transportation.
Promote access to trails and bus lines as part of neighborhood revitalization strategies.
Pursue the Proctor Hermantown Trail Spur.
Work to identify, prioritize, and schedule road maintenance and improvements.

### Implementation Strategies

- Outline and share a unified vision, priorities, and messaging for Proctor.
- Develop private/public partnerships and collaboration when pursuing infrastructure projects.
- Identify and pursue alternative revenue sources, particularly for public infrastructure maintenance and repair.
- Continue coordinating with regional partners.
- Designate and pursue improvement districts, particularly those within downtown Proctor.
- Foster a range of local leaders and ownership of the community.

## I. Proctor Comprehensive Plan (2016)

[Link to Plan](#)

### Vision Statement

Proctor will provide a safe, efficient transportation system built for multiple modes of transportation, connections to local and regional destinations that enables safe and healthy travel options while promoting equity for all socioeconomic backgrounds of Proctor citizens.

### Summary & Issues Raised

The transportation section of the Proctor Comprehensive Plan provides a high-level summary of existing and future transportation network demands and expectations. Future transportation demand was anticipated to increase along the City's major through-roadways: I-35, Old Hwy 61, 2nd Avenue, and U.S. Hwy 2. The planned Proctor-Hermantown Munger Trail Spur will also provide much needed recreational and active transportation needs in the community. Of particular note is the high-level of Proctor residents who leave the city for work (91%) and that the majority of them (81.6%) drive alone - possibly supporting an expressed desire to increase regional transit connectivity. In general, while transportation at the time of the plan was fairly good in terms of efficiency, there is much area for opportunity, particularly regarding local and regional multimodal connectivity.

### Objectives

Multiple complimentary objectives were outlined in the Comp Plan, all under the goal of creating a safe, efficient, and multimodal transportation systems that serves all residents and visitor of the City.

Table 10: Priority Projects for the Proctor Comp Plan	
Fill gaps in existing sidewalk network, utilizing semi-permanent means as necessary	
Priority 1:	
a.	Hwy 2, between Boundary Ave to 1 <sup>st</sup> St
b.	West side of Boundary Ave, from Hwy 2 to 9 <sup>th</sup> St.
c.	North of Proctor High School including segments of 3 <sup>rd</sup> St, 4 <sup>th</sup> St, N 9 <sup>th</sup> St, and S Ugstad Rd.
Priority 2:	
a.	N 3 <sup>rd</sup> Ave, north of 6 <sup>th</sup> St
b.	7 <sup>th</sup> St
c.	9 <sup>th</sup> St
d.	N 2 <sup>nd</sup> Ave, from Hwy 2 to 5 <sup>th</sup> St.
e.	Segments around Proctor High School, including 1 <sup>st</sup> St, S Ugstad Rd, N 9 <sup>th</sup> St, and N 8 <sup>th</sup> St
Monitor intersections, particularly 2 <sup>nd</sup> Street and US Hwy 2, for future improvements	
Create a “Living Streets” policy (complete streets)	
Develop a program to identify and prioritize road maintenance and improvements in partnership with County and State	
Work with the Duluth Transit Authority to promote public transit usage and growth.	

### Implementation Strategies

- Index and monitor infrastructure conditions and needs including sidewalks, trails, and roadways, creating a maintenance and replacement plan.
- Create partnerships with St. Louis County and MnDOT towards coordinating transportation and utility improvements.
- Explore creation of development requirements, necessitating connectivity of new projects.
- Review existing transportation and mobility access, particularly for those with mobility challenges, and create subsequent action plans as needed.
- Continue developing relationships and project collaboration with the Duluth Transit Authority and Arrowhead Transit towards promoting future transit projects within Proctor.
- Connect existing and new community destinations with the City’s sidewalk and trail system(s).
- Explore designating pedestrian space on roads without sidewalks via paint and/or other barriers to provide safe area for pedestrians and further connect overall sidewalk system.
- Creating a ‘Living Streets’ (complete streets) policy to provide for multi-modal street designs when completing improvement projects.
- Collaborate with Proctor Public Schools and support safety enhancement projects in Safe Routes to School planning efforts.

### J. Proctor Safe Routes to School Plan (2017)

[Link to Plan](#)

#### Vision Statement

By 2022, the Proctor Schools Safe Routes to School (SRTS) team envisions an environment in Proctor Public Schools where walking and biking are embedded into curriculum, viewed as “cool” and enjoyable, and prioritized for the sake of students’ wellness and safety.

### Summary & Issues Raised

The SRTS Plan aims to identify strategies to further the cause of SRTS for Proctor students – improved safe connectivity and access to area schools. The Plan seeks to achieve goals in five areas: Education, Encouragement, Enforcement, Engineering, and Evaluation. The infrastructure and program recommendations are intended to be implemented by 2022. SRTS strategies generally seek to address issues of safe connectivity between students and their schools, while promoting active lifestyles and student health. In Proctor, the focus of physical infrastructure is recommended to be prioritized along routes that connect to Bay Elementary, and Proctor High School/ Al Jedlicka Middle School.

### Objectives

The plan envisions Proctor Schools communities to be models for other school communities by progressing toward a safe and comfortable transportation network, and by utilizing both grants and sustainable funding sources to promote total accessibility and wellness for all members of the Proctor Schools communities.

Table 11: Priority Projects for the Proctor Safe Routes to Schools Plan
Increase safety and enforcement of safe transportation practices, and drop-off/pick-up of students at all schools.
Provide facilities that accommodate and encourages students to walk and ride bikes to school.
Accommodate student walking and biking needs by improving infrastructure at/along:
a. 5 <sup>th</sup> St/Vinland St Corridor
b. 9 <sup>th</sup> Ave/4 <sup>th</sup> St/Ugstad Rd
c. Bay View School Forest Trails
d. Boundary Ave
e. Hwy 2 Corridor
f. Orchard St
g. 2 <sup>nd</sup> St
Pursue the Proctor Hermantown Trail Spur
Establish residential roadway design recommendations to calm traffic and promote multi-modal mobility.

### Implementation Strategies

- Increase safe walking and biking education, while providing needed resources to students and teachers/SRTS leaders.
- Adopt policies that promote safe student transportation logistics including drop-off/pick-up and school parking.
- Revise the City’s code to address safety needs of pedestrians and bicyclists of all ages, particularly those regarding yielding right-of-way and expressing the intent to design multi-modal transportation corridors.
- Identify and allocate funding towards targeted infrastructure projects towards promoting safe walking and biking corridors.

- Establish an evaluation plan to monitor and assess program impacts, adjusting strategies as needed.

#### IV. Summary

The plans reviewed in this analysis show consistent themes that should remain central as part of the Proctor Transportation Plan vision and messaging moving forward. To reiterate the themes identified in Section II of this past plans review, there appears to be consensus among plans for:

- Consistent messaging and vision;
- Improved multi-modal transportation;
- Coordination with regional partners; and
- A systematic and clear approach for transportation infrastructure prioritization and maintenance.

These themes will be carried forward throughout the Proctor Transportation Plan process. They will be confirmed and improved with the assistance of local agencies and community stakeholders to form a strong foundation for Proctor's future transportation system that is visionary, implementable and has real community buy-in.