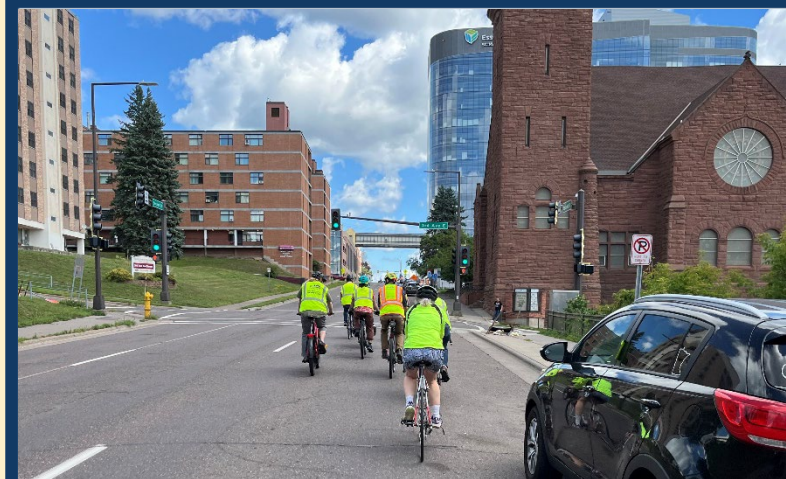
Duluth, MN – 2nd Street

Active Transportation
ACTION PLAN

THE CITY OF DULUTH MINNESOTA

January 2026



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DEPARTMENT OF TRANSPORTATION

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Learn more:

www.dot.state.mn.us/active-transportation-program

Consultant Team

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Executive Summary

The Active Transportation Action Plan is the result of a six-month collaboration from June to December 2025. A diverse Local Planning Team came together to set direction, co-create strategy, and lead listening sessions, a walk audit, bike audit, and action planning workshop, and gather public input through an online map and survey.

The Action Plan serves as a living guide. It establishes clear, evidence-based, and action-oriented priorities to guide future investments in making walking and bicycling safer and more accessible. The Plan identifies priority improvements along 2nd Street in Duluth.

Taking steps towards a more walkable and bikeable city takes more than simply building sidewalks, trails, and marked crosswalks. It depends on sustained and coordinated changes to programs, policies, and everyday practices. Education, encouragement, enforcement, and ongoing evaluation are essential to improving safety and increasing walking and biking for people of all ages and abilities.

This Plan builds on existing plans, community input, observed conditions, and lessons learned from peer communities. Together, these elements inform as set of practical recommendations that help the City of Duluth strengthen implementation, align internal processes, and support a long-term shift toward a safer, more welcoming 2nd Street.

PLAN VISION

A vibrant and distinctive 2nd Street that welcomes the growing number of residents and institutions along the corridor, accommodates multimodal travel, and encourages people of all ages and abilities to walk, bike, and roll by providing safe, comfortable, and convenient active transportation facilities year-round.

GOALS

- Safety
- All Ages & Abilities
- All Modes
- All-Season Use
- Equity
- Corridor Aesthetics

Executive Summary

WHERE WE ARE - OUR STREET TODAY

The 2nd Street corridor in downtown Duluth serves an important function for freight movements, emergency vehicle access, and evacuation purposes and as a redundancy route. It is less comfortable for people walking, rolling, bicycling, and taking transit along and across the street due to sidewalk gaps, a lack of dedicated bicycle facilities, driveway conflicts, and high car traffic speeds and volumes.

WHERE WE'RE GOING - OUR STREET TOMORROW

This plan identifies near-, medium-, and long-term projects at locations along the corridor. Near-term solutions include demonstration projects to temporarily close sidewalk gaps and evaluate crossing improvements. Lessons learned from demonstration projects can be applied to medium- and long-term projects including quick-build semi-permanent projects and an eventual roadway redesign and reconstruction.

IMPLEMENTATION NEXT STEPS - PUTTING OUR WHEELS IN MOTION

There are multiple actions the City of Duluth can take within the first 100 days of plan adoption, as well as over the next one, three, and five years. The City will track progress around infrastructure equity and safety, community experience and use of biking and walking improvements, and capacity and implementation readiness.

Executive Summary

Twenty-four residents contributed to the plan via an online survey.

- 54% of respondents said they walk, bike, or roll along or across 2nd St multiple times a week.
- 83% of respondents said they walk, bike, or roll along or across 2nd St for commute to school/work.
- 58% of respondents described themselves as Interested but Concerned bicyclists, 21% as Enthused and Confident, 17% as Strong and Fearless, and 4% as No Way, No How.
- The top way that respondents would choose to improve 2nd St for travel by walking, biking, or rolling was adding protected bike lanes.

Sixteen residents contributed 44 pins to the online map.

"Fluid driving with speeds above posted signs makes crossing 2nd Street near impossible to do safely."

"This is the most frightening walking location along 2nd St. No signal means drivers use NB Mesaba as a freeway off-ramp, while SB Mesaba won't even stop for people crossing even when moving at 5 mph in bumper-to-bumper traffic."

"The three lane width makes crossing very dangerous for all kinds of mobilities."

"I avoid biking on 2nd even with plenty of space because the three lanes encourage high speeds and there is not any indication that bikes have a right to be there. Would love a bike lane to mirror 3rd at the least. We don't not need 3 travel lanes!"

"The Essentia parking garage is poorly designed for visibility. Cars exiting the parking garage have to pull out blocking the sidewalk and putting the front of their car in the lane of traffic just to be able to see oncoming traffic on 2nd St."

Executive Summary

Four listening sessions were held with stakeholder agencies and community groups.

- County Property Management session with the Saint Louis County Deputy Director of Property Management
- Housing and Unsheltered Housing session with representatives from the Duluth Housing and Redevelopment Authority and Union Gospel Mission
- Session with representatives from Essentia and the Duluth Transit Authority
- Bike Advocacy session with residents representing Vibrant Streets Duluth

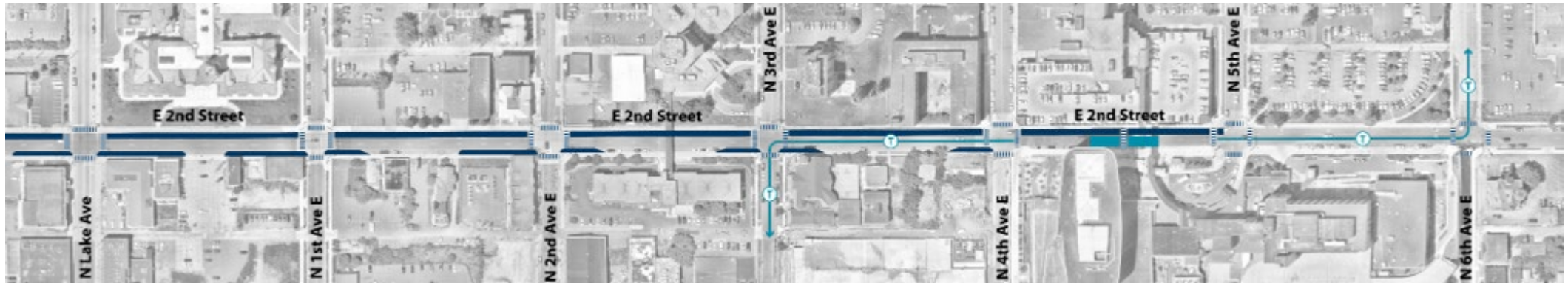
Themes from these conversations include:

- Unsafe driver behavior and vehicle speed
- Crossing 2nd St was a barrier to north-south connections and destinations
- There is an opportunity to add green space and shade to the corridor
- Midblock crossings of 2nd St are common
- Winter maintenance and snow clearance on sidewalks is a challenge
- While population growth and activity expansion on the corridor are expected, the current street design is not supportive of future uses

Executive Summary

Active Transportation Recommendations

Public input and technical analysis informed the development of active transportation improvements that maintain the commuter and emergency functions of 2nd Street. Key improvements include the conversion of an underused general travel lane to a physically separated active transportation space, curb extensions to shorten crossing distances, and enhanced mid-block crossings at key locations.



Introduction

SECTION 1

Why an Active Transportation Action Plan?

WALK . BIKE . ROLL .

What is active transportation?

Why is Active Transportation Action Plan important?

What is the community context for undertaking this work?

The Duluth – 2nd Street Active Transportation Action Plan serves as a roadmap for making improvements to the 2nd Street corridor to create a safer and more convenient environment for people walking and biking.

The Plan uses the term ***walking*** and ***pedestrian*** broadly to include people of all ages and abilities walking or rolling, including people who travel by foot, use wheelchair, stroller, or other assisted mobility device. The term ***bicycling, biking*** and ***bicyclist*** broadly refer to people of all ages and abilities riding bicycles both human-powered and electric-assisted, including devices adapted for use by people with disabilities.

Centering active transportation users, the most vulnerable users, in street design ensures that streets provide safe options for everyone, regardless of transportation choice. **A connected, safe and comfortable streetscape means all people have equitable access and opportunity to contribute to a vibrant, age-friendly and healthy city.**

Why Active Transportation Matters

EQUITY

Owning a new car costs roughly **$12,182 per year** (AAA, 2023). This is a sharp increase from 2022 when the average yearly cost was $10,728. Car ownership should not be a requirement for getting around safely and efficiently.

AAA Newsroom. (2023, August 30). *Annual new car ownership costs boil over $12K*. AAA. https://newsroom.aaa.com/2023/08/annual-new-car-ownership-costs-boil-over-12k/

ENVIRONMENT

Minnesota must **reduce** transportation related greenhouse gas emissions by **80%** and vehicle miles travelled by **20%** by 2050 to reach its climate goals.

Active transportation networks reduce dependence on driving to get around. Less driving provides a two-fold benefit—cleaner air and reduced impact on our global climate.

Minnesota Department of Transportation. (n.d.). *Minnesota Walks: Statewide Pedestrian System Plan*. https://www.dot.state.mn.us/minnesotawalks/index.html

ECONOMY

Active transportation means business; it stimulates local economies through job creation, tourism and business development.

People biking make **more frequent trips** than people driving, spending more money at local businesses.

Cortright, J. (2009). *Walking the walk: How walkability raises home values in U.S. cities*. CEOs for Cities. https://nacto.org/docs/usdg/walking_the_walk_cortright.pdf

Schmitt, A. (2012, December 5). *Cyclists and pedestrians can end up spending more each month than drivers*. Bloomberg. https://www.bloomberg.com/news/articles/2012-12-05/cyclists-and-pedestrians-can-end-up-spending-more-each-month-than-drivers

Why Active Transportation Matters

HEALTH & WELLBEING

Active transportation **as part of everyday travel** is as effective as structured workouts for improving health. Active commuting is associated with a **11% reduction** in cardiovascular risk.

American Public Health Association. (2010). *The hidden health costs of transportation*. https://www.apha.org/-/media/files/pdf/topics/transport/apha_active_transportation_fact_sheet_2010.pdf

SOCIAL CONNECTION

"**Humans are social creatures**—we live in community. Individual health and wellbeing is intricately tied to the health of our communities and our interactions with others."

Active transportation provides us more opportunity to interact with our neighbors and community.

Taking Charge of Your Health & Wellbeing. (n.d.). *How do our social networks affect wellbeing?* University of Minnesota. https://www.takingcharge.csh.umn.edu/how-do-our-social-networks-affect-wellbeing

HAPPINESS

Researchers at the University of Minnesota have found **bicycling** to be the **happiest form of transportation.**

University of Minnesota. (2018, August 20). *The happiest mode of transportation? That would be cycling*. University of Minnesota. https://twin-cities.umn.edu/news-events/happiest-mode-transportation-would-be-cycling

How the Plan was Developed

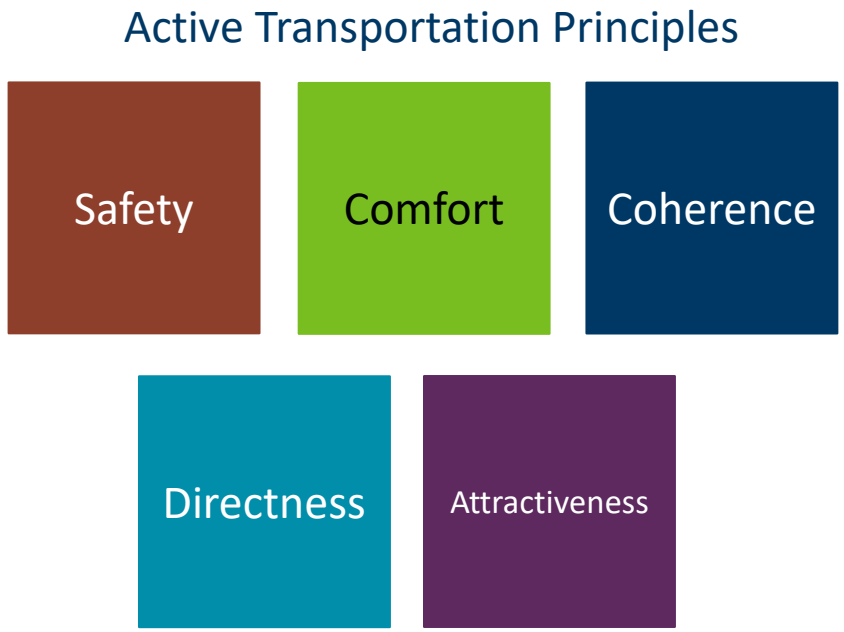
The Active Transportation Action is the result of a collaborative process led by the Duluth – 2nd Street Active Transportation Committee. The committee came together to host and participate in:

- **Walking and bicycle audits to assess existing conditions**
- **Action Planning Workshop to define active transportation routes and connections**
- **Online engagement through virtual meetings and use of interactive mapping tools and survey to collect community input**
- **Listening sessions with stakeholder groups and community organizations**

The Plan builds on existing plans and policies, community and committee participation and evidence-based state and national best practices to identify an active transportation network and action steps to guide future investments in making walking and bicycling safer and more accessible for all.

The City of Duluth received planning assistance to develop this Plan, funded by the Minnesota Department of Transportation (MnDOT) Active Transportation Program. The Active Transportation Program aims to increase the number of people walking and biking to destinations.

Plan Guiding Concepts



Foundational to the Plan are several interrelated concepts and approaches:

- **Complete Streets:** A guiding policy and approach to planning, designing implementing and maintaining streets so they are safe, comfortable and inviting for all transportation users, especially the most vulnerable: people who walk or bike for any reason, including people with disabilities or low incomes, children, older adults and people of color.
- **Safe System Approach:** Traffic-related serious injuries and deaths can be reduced and eliminated. A Safe System Approach focuses on efforts to effectively design for all people and manage vehicle speeds by design through proactive and proven street safety treatments.
- **Active Transportation Principles:** The principals of safety, comfort, coherence, directness and attractiveness and the unique needs of active transportation users informs approaches to network and street design.
- **Transportation Equity:** Policy, design and practices in the built environment and transportation system have led to inequities for underserved communities, especially low-income, people with disabilities and Black, Indigenous and People of Color. Advancing transportation equity requires having a better understanding of how the transportation system, services and decision-making processes help or hinder the lives of people in underserved communities. It also requires underserved communities share in the power of decision-making through engagement and design processes.

Complete Streets

Complete Streets is an approach that integrates people and place in the planning, design, construction, operation and maintenance of streets. A Complete Streets policy helps ensure a comprehensive and connected multimodal transportation system that prioritizes safety over speed, more equitably balances the needs of different modes and supports local land uses, economies, cultures and natural environments.

Complete Streets look different from street to street, place to place. There is no "standard," rather a holistic and context sensitive approach is taken to address the unique needs of users and characteristics of place. For example, to make biking safer, more accessible and inviting, a "collector" or "arterial" street might include buffered or separated bike lanes to account for higher traffic speeds and volumes. On a neighborhood residential street, people biking and driving might share the lane and mix due to the low traffic speeds and volumes. Over 40 cities and counties in Minnesota have adopted Complete Streets policies as of 2023.

MnDOT's Complete Streets Policy

"MnDOT must follow a complete streets approach in all phases of planning, project development, operation and maintenance activities."

One of the four policy goals is to **"increase bicycling and walking as a percentage of all trips."**

The policy states districts should give higher priority to opportunities to address identified user needs on projects that meet the following criteria:

- **Equity:** Have a higher proportion of people with disabilities, people of color, older adults, children or low-income
- **Mode Shift:** Have a higher probability of increasing the number of people walking, biking or taking transit
- **Safety**: Addresses a significant safety issue for vulnerable users
- **Connectivity:** Addresses a gap or barrier created by prior transportation investments
- **Plan Alignment:** Are identified in a local or regional plan

Transportation Users and Vulnerability

Transportation user's risk level, or vulnerability, for serious injury or death when involved in a motor-vehicle related collision.

User	Description	Relative Vulnerability
	**Pedestrian.** People of all ages and abilities who walk or use assisted mobility devices like wheelchairs, scooters, skateboards or strollers.	**High.** Due to the speed and mass of vehicles, people walking are the most vulnerable. Safety of the most vulnerable users must be a priority as they are most at risk.
	**Bicyclist.** People of all ages and abilities who ride bicycles both human-powered and electric-assisted, including devices adapted for use by people with disabilities.	**Medium-High.** Less vulnerable than people walking, but more vulnerable than people driving. There is a broad range of age, comfort, experience and speed among bicyclists, which affects the needs and designs for projects.
	**Transit.** People who ride transit. Transit users often walk or bike to/from transit stops.	**High.** People taking transit have a similar level of vulnerability as people walking or biking.
	**Drivers.** People who drive personal vehicles, inclusive of all drivers and trip types.	**Low.** People driving are less vulnerable than people walking and biking because of the relative safety provided by a vehicle (e.g., seatbelts, airbags).
	**Freight.** People who drive freight/delivery vehicles.	**Low.** People driving freight vehicles are less vulnerable than people walking and biking because of the relative safety provided by a vehicle.

Table adapted from *MnDOT Complete Streets Handbook*

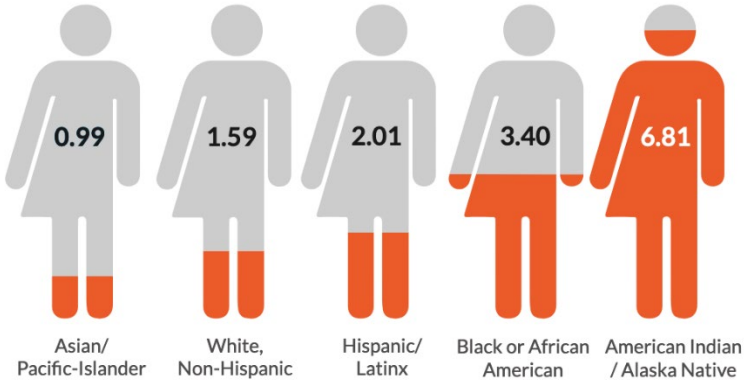
Safety is Not Shared Equally

Traffic-related crashes that kill and injure people are a serious transportation equity and public health concern. Minnesota is seeing a rising share of crashes involving people walking and biking that result in fatal and serious injuries. Nationwide, the number of people struck and killed by drivers while walking increased 45% over the last decade (2010-2019) (MnDOT 2020 Sustainability and Public Health Report).

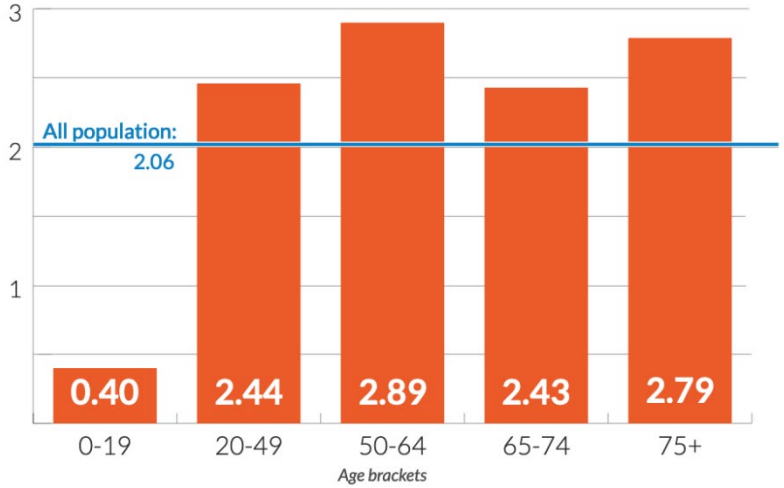
State and national trends show that speed-related crashes have increased. There are differences in equitable access and safety outcomes for all users of the transportation system. Active transportation users are the most vulnerable, specifically older adults, people walking in low-income communities, and American Indian/Alaskan Native, Black/African American, and Hispanic people are at greater risk of being severely injured or killed due to a motor vehicle while walking.

Complete Streets and Safe System Approach can help calm traffic, reduce speeds and improve predictability of movement of all transportation users, especially at crossings and intersections. As a result, streets become safer for all.

U.S. Pedestrian deaths per 100,000 by race & ethnicity (2018-2022)



U.S. Pedestrian fatalities per 100,000 by age (2018-2022)



Source: Dangerous by Design, Smart Growth America, 2024

Safe System Approach

More communities and agencies, including Minnesota Department of Transportation (MnDOT) and U.S. Department of Transportation/Federal Highway Administration (USDOT/ FHWA), are following the Safe System Approach to traffic safety, which aims to eliminate fatal and serious injuries for all road users, including the most vulnerable users – people walking, bicycling and rolling.

The Safe System Approach focuses roadway safety efforts on ways to effectively:

1. **Design for the people in the system**
2. **Manage vehicle speeds by design**
3. **Employ proactive tools to manage risks across an entire roadway network, especially for the most vulnerable users**
4. **Foster integrated, collaborative and coordinated action**

> "[MnDOT] can prevent traumatic life-altering, costly crashes by focusing on creating low-speed environments in population centers and around other destinations where people are likely to walk [and bike]."
>
> - Statewide Pedestrian System Plan

Learn more about the Safe System Approach:
https://www.transportation.gov/NRSS/SafeSystem

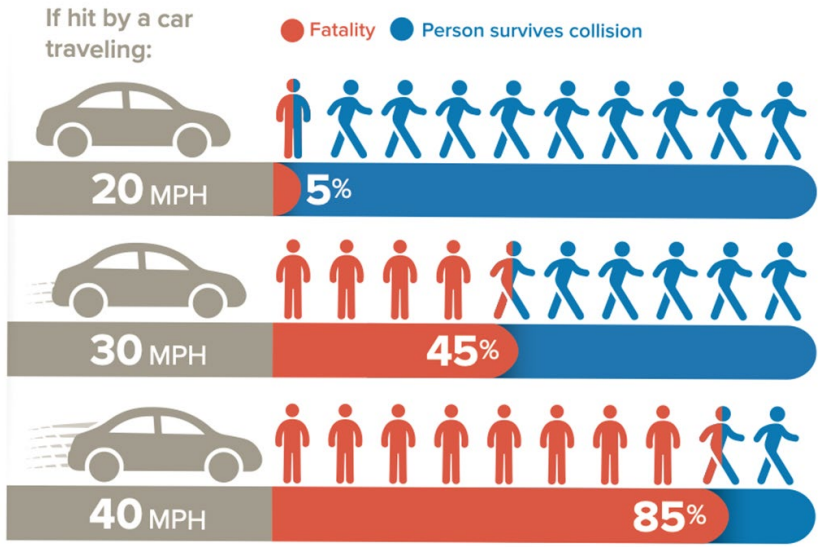
Making Safety a Priority Over Speed

Active transportation users are the most vulnerable transportation user. Reducing driver speeds directly improves the safety of streets and sense of place.

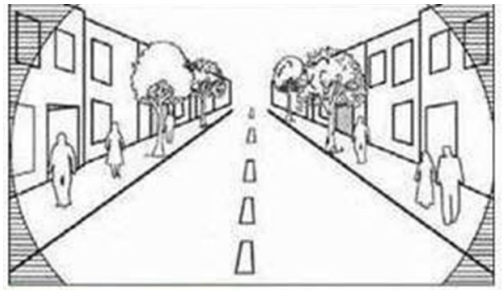
Why Speed Matters

The negative impact of motor vehicle travel speed on crashes that involve people walking and biking is well documented. For example, a person walking has a 95-percent chance of surviving the crash if struck by a person driving at 20 miles per hour (mph). The chances of survival decrease by almost 50 percent when the person driving is traveling only 10 mph faster at 30 mph. **Communities throughout Minnesota are working Toward Zero Deaths as part of the statewide initiative to achieve zero traffic-related serious injuries and deaths, believing they are unacceptable and preventable.**

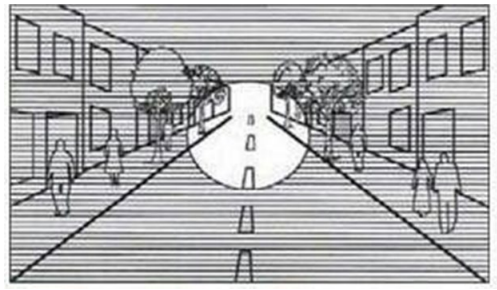
Lower speed streets better support businesses by increasing visibility. At lower speeds, drivers can see more of their surroundings and have more time to react, stop for people crossing, yield to people parking and unparking and to avoid potentially fatal crashes.



National Traffic Safety Board (2017) Reducing Speeding-Related Crashes Involving Passenger Vehicles. Available from: https://www.ntsb.gov/safety/safety-studies/Documents/SS1701.pdf



Field of vision at 15 MPH



Field of vision at 30 to 40 MPH

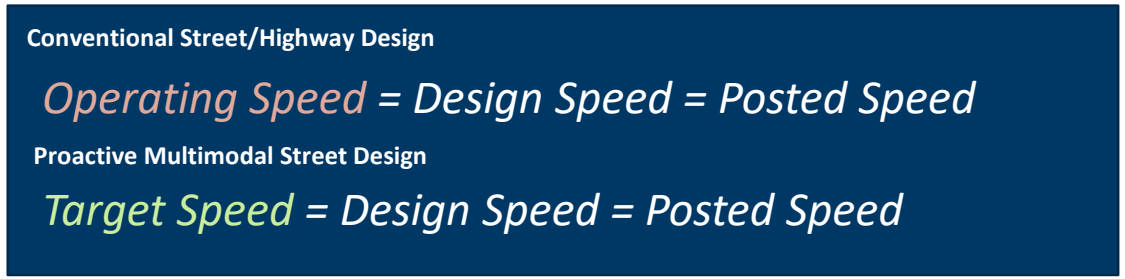
Designing for Safe Speeds

Street Design Influences Behavior

The design of streets directly influences behavior. Most motorists drive to match the "design speed" of the road, using cues such as lane width, street texture, the distance between buildings, street trees, other edge features and sight-line distances rather than solely relying on the posted speed limit. In turn, **streets should be designed to promote safety by taking a proactive design approach to ensure lower "target" speeds—the speed drivers *should* be going.**

Historically, roadways have been designed by observing the operating speed of the majority of drivers and designing the street for that speed. This has resulted in design speeds that are often higher than the posted speed due to wide turn radii, wider travel lanes, clear zones and more.

Today, more communities are using "target speed," a proactive approach to multimodal street design, by first identifying the speed they would like drivers to go and then implementing street design treatments to ensure the operating speed of motorists is the target speed. This convention **helps ensure vulnerable users like people walking and biking are considered equitably in the design of the roadway**.



Adapted from NACTO.org

A lower target speed, and thus posted speed, is a key characteristic of streets in walkable, bikeable, mixed use, neighborhoods and commercial areas.

This Action Plan provides starter recommendations on how to start to bring the design speed more in line with safer target speeds of 20-25 mph through narrower lane widths, streetside landscaping, modern roundabouts and other traffic calming tools to create a safer and higher quality environment for all.

Read more on target speed: https://nacto.org/publication/urban-street-design-guide/design-controls/design-speed/.

Level of Quality

In the past, streets were designed to meet a certain level of service for people driving, often prioritizing higher traffic speeds. It's time to focus on a different value: level of quality.

Streets designed to support the safety and comfort of people walking and biking, not only create places where people want to be, they also more safely and efficiently manage vehicle traffic. The pictures (on right) are all the same by functional classification, arterials.

A people and place focused street design that supports all transportation users are a win-win for all.

AUTO FOCUSED

PEOPLE & PLACE FOCUSED

Active Transportation Principles

To provide transportation choice, equity and encourage active trips, routes must be:

SAFE
Does the route minimize risk of injury and danger (both traffic and personal safety)?

COMFORTABLE
Does the route appeal to a broad range of age and ability levels and are there user amenities (e.g., places to sit, protection from the weather)?

COHERENT
How easy is it to understand where to go? How to navigate a crossing or an intersection? How connected is the network?

DIRECT
Does the route provide direct and convenient access to destinations?

ATTRACTIVE
Is the route green, well-maintained and celebrate local identity?

These Active Transportation Principles are founded in a Safe System approach. The significance of each principle may vary from route to route and from person to person. For example, people walking or biking to the grocery store often prioritize directness whereas people out for a recreational bike ride value attractiveness and comfort more than a direct route. Regardless of trip type, safety is critical for all users, especially when ensuring children and elders have safe routes to school, parks and other places they want to go.

Who Are We Designing For?

People walking and biking have unique needs. This Plan seeks to center active transportations users and their needs in future street improvements to ensure all people have safe and reliable access to the places they want and need to go.

People Walking: Everyone is a pedestrian at some point in their day because every trip begins and ends with walking. Walking is a key component of successful public transit, supports vibrant business districts and healthy people, reduces carbon footprint and contributes to safer neighborhoods by putting more eyes on the street.

An average of **22% of all trips** taken within communities are **less than one mile** – a distance that takes the typical person 15 to 20 minutes walking (National Housing Travel Survey, 2017). To encourage more walking trips, it is critical that pedestrians are prioritized in transportation projects and streets are made more welcoming, accessible and safer.

Basic Movement: People in motion require 3-4 feet for strolling width. This accounts for movement such as arm or baggage swing, swaying, pushing a stroller or using a walker. It does not account for people passing one another, moving around or over obstacles.

Who Are We Designing For?

Social Movement: Two people in motion require more strolling width for walking with others and socializing (6 feet).

A 6-foot sidewalk provides minimum space for children to walk in a group.

The landscape boulevard or strip (grass) provides added comfort by creating greater separation between children walking and people driving. The added benefit: kids can be kids, spilling over into a protected space.

Graphic by Terra Soma, LLC

Who Are We Designing For?

People Biking: Biking is a key component of successful business districts, healthy people, carbon reduction, economic vitality and safer neighborhoods.

An average of 46% of all trips taken within communities are less than three miles – a distance that takes the typical person 18 to 20 minutes biking (National Housing Travel Survey, 2017).

Lack of bike lanes and physical separation from motor vehicles, challenging intersection crossings and snow and ice are just some of the reasons why people do not feel comfortable biking today. Today, many bike facilities cater to the "highly confident" bicyclist who will ride regardless of roadway conditions and bicycle facility. Highly confident riders represent the smallest category of people willing to bike. To make biking, in all its forms, a real option for more people, the Plan establishes the need, and incremental steps, to prioritize the "interested but concerned" type of bicyclist to create a low stress, all ages and abilities network.

Many improvements that prioritize bicyclists also do the same for people walking. The strategies and actions in this plan often support or are linked to each other.

Low volume, low speed residential streets become nice shared walking and biking streets with traffic calming tools such as neighborhood traffic circles.

INTERESTED BUT CONCERNED BICYCLIST

"This is the bicyclist user profile that MnDOT typically considers when selecting a bicycle facility type."

- Minnesota Bicycle Facility Design Guide

Comfort Types of Bicyclists

Low Stress Tolerance

High Stress Tolerance

NO WAY NO HOW

33%

People will not bike out of disinterest or inability to do so.

INTERESTED BUT CONCERNED

51-56%

People in this group would like to bike more, but do not feel safe on busy streets with fast moving traffic nearby. Biking on streets with fewer and slower-moving cars, or a space separated from vehicles, would help them feel more comfortable. National research and local survey data (page/slide 49) confirm **over half of the population are interested in bicycling more often** but are **concerned about having to share the road with motor vehicles. They would like lower stress street environments to bike.**

ENTHUSED & SOMEWHAT CONFIDENT

5-9%

People who have been biking for transportation for some time. They are sometimes comfortable sharing the street with drivers but would prefer to ride on streets with bike lanes or separated paths.

HIGHLY CONFIDENT

4-7%

People who will ride regardless of roadway conditions and bicycle facility. Highly confident riders represent the smallest category of people willing to bike.

Graphic adapted from *AASHTO Guide for the Development of Bicycle Facilities*

Comfort Types of Bicyclists

Low Stress Tolerance

High Stress Tolerance

INTERESTED BUT CONCERNED

ENTHUSED & SOMEWHAT CONFIDENT

HIGHLY CONFIDENT

WHAT IS TRAFFIC STRESS?

Bicycle Level of Traffic Stress (LTS) is a way to evaluate the stress a person bicycling may feel when they ride on a road close to traffic. It assigns a stress level to streets and bikeways based on factors such as:

- Traffic speed
- Number of travel lanes
- Number of vehicles
- Frequency of on-street parking turnover
- Ease of intersection crossings
- Presence of bike lanes
- Presence of physical barrier to bike lane

LTS 1	Most children will feel safe bicycling on these streets.
LTS 2	The “interested but concerned” adult population will feel safe bicycling on these streets.
LTS 3	Streets that are tolerable to “enthused and confident” riders who still prefer having their own dedicated space.
LTS 4	High stress streets with high-speed limits, multiple travel lanes and limited or non-existent marked bikeways.

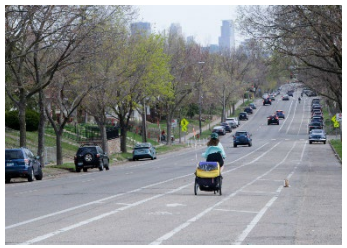
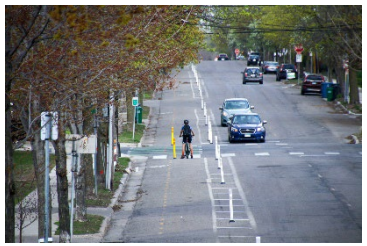
LTS LEVEL	DESCRIPTION	HIGHLY CONFIDENT BICYCLIST WILL RIDE	ENTHUSED & SOMEWHAT CONFIDENT BICYCLIST WILL RIDE	INTERESTED BUT CONCERNED BICYCLIST WILL RIDE
LTS 1	   	YES	YES	YES
LTS 2	  	YES	YES	Inviting to most adults, but demands more attention than might be expected from children
LTS 3	 	YES	Often, but more variability in level of comfort	NO
LTS 4		YES	NO	NO

Chart adapted from *MnDOT Bicycle Facility Design Guide*

Safe System: When to Mix, When to Separate?

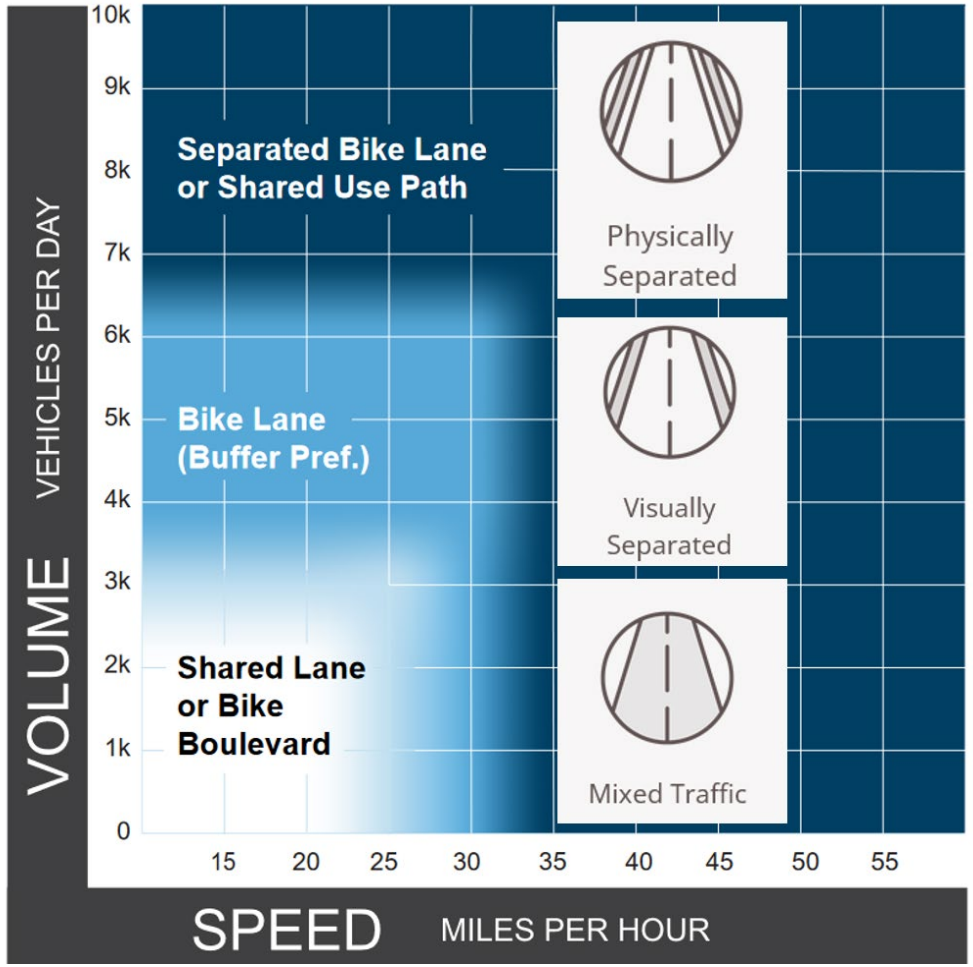


Chart adapted from *Federal Highway Administration Bicycle Selection Guide (2019)*.
Note: Chart assumes operating speeds are similar to posted speeds. If they differ, operating speed should be used rather than posted speed.

SELECTING BIKEWAY FACILITIES

A key aspect to ensure safer roads by design is **separating users in the street space**.

The **greater the vehicle speed** and the **higher the vehicle traffic,** the **greater the physical separation** needs to be between people driving and people biking (and walking).

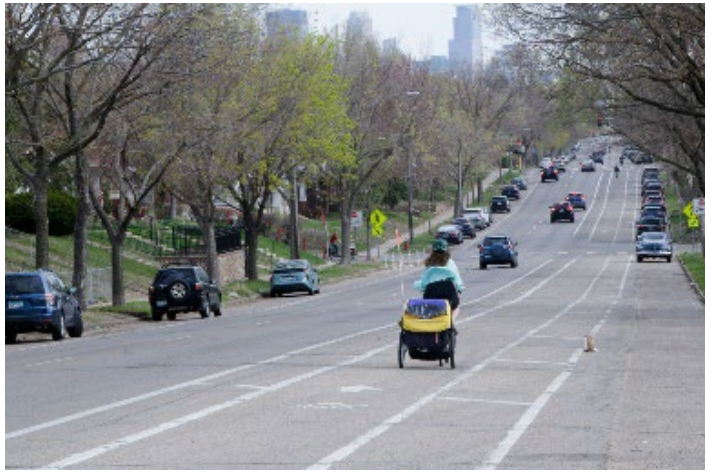
Separate and **protect people** from moving traffic when **vehicle speeds are above 20 mph**. This can be done visually with painted bike lanes or buffered bike lanes or physically with bikeways fully separated by curbs, street trees, on-street parking and more.

A **shared street environment**, where users are mixed, can be created for **people biking and driving** when **target speeds are at or below 20 mph and vehicle volumes are relatively low**. This can be true for people walking, especially in smaller cities or rural communities. This is a common environment on neighborhood residential streets.

Types of Bike Facilities

Bicycle Boulevard (traffic calmed local streets that prioritize bicycle travel)

Conventional Bike Lane



Painted Buffered Bike Lane (buffer can be on parked car side, travel lane side or both)

Two-Way Cycle Track (also called protected bike lane or separated bikeway)

One-Way Cycle Track

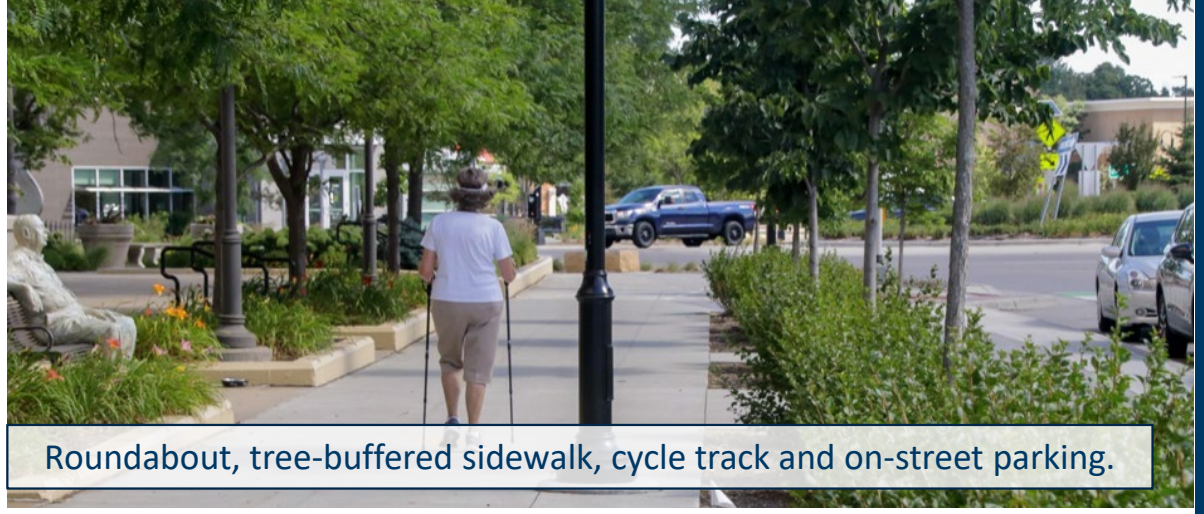
Shared Use Path (also called a paved multiuse trail, some may also be a sidepath)

Putting It Together

Streets that are safe for people walking and biking reduce the frequency and severity of crashes and minimize conflicts between users.

How street space is allocated plays a large part in managing speeds and ensuring streets are safe for all users, especially the most vulnerable. For example, narrowing or removing travel lanes and/or adding curb extensions reduces the amount of time people walking are exposed to potential conflict while crossing the street. Minimizing the crossing distance reduces the amount of time a motorist must stop while waiting for someone to cross. Narrowing and/or removing travel lanes also allows space to be reallocated for bike lanes, buffered bike lanes, fully separated paths or wider sidewalks. Installing intersection treatments like modern roundabouts or neighborhood traffic circles help manage speeds and are proven safety countermeasures, reducing the occurrence and severity of crashes.

Streets that are complete put people first and become even greater community assets. They are places where people want to walk and bike, rather than places where people can walk and bike if they must. In turn, more people choose to walk and bike.



Roundabout, tree-buffered sidewalk, cycle track and on-street parking.

Chicanes provide traffic calming and space for native vegetation.

Neighborhood traffic circle in winter.

Vision, Goals

SECTION 2

Plan Vision

VISION

A vibrant and distinctive 2nd Street that welcomes the growing number of residents and institutions along the corridor, accommodates multimodal travel, and encourages people of all ages and abilities to walk, bike, and roll by providing safe, comfortable, and convenient active transportation facilities year-round.

Plan Goals

GOALS

- **Safety:** Follows street design best practices to provide dedicated facilities for multimodal travel, utilizes traffic calming measures to lower vehicle speeds, enhancing safety so all road users can comfortably travel along and across the corridor.
- **All Ages & Abilities:** Creates a comfortable and convenient network that prioritizes the most vulnerable roadway users, improving community access and safety.
- **All Modes:** Right-sizes the corridor to serve pedestrians and households without a motor vehicle, adds dedicated bicycling facility to address latent demand for biking, acknowledges 2nd Street's role as a key corridor in Duluth's topography, streamlining efficiency of corridor movement and better serving all modes as population along corridor grows.
- **All-Season Use:** Plans for maintenance throughout all seasons, ensuring reliable active transportation options year-round.
- **Equity:** Prioritizes high equity-scoring communities, extending benefits of an enhanced corridor to people of all ages, abilities, and resource levels.
- **Corridor Aesthetics:** Uses public art and green infrastructure to beautify corridor, frames the unique westward viewshed, attracting people to the transformed street.

Our Street Today

SECTION 3

What is it Like to Walk and Bike? Policy Framework

CORRIDOR SNAPSHOT

The 2nd Street corridor includes public services, new construction and historic reuse residential developments, and a major healthcare complex. As an arterial, the corridor serves an important function for freight movements, emergency vehicle access, evacuation purposes, and as a redundancy route. It is less comfortable for people walking, rolling, bicycling, and taking transit along and across this downtown street.

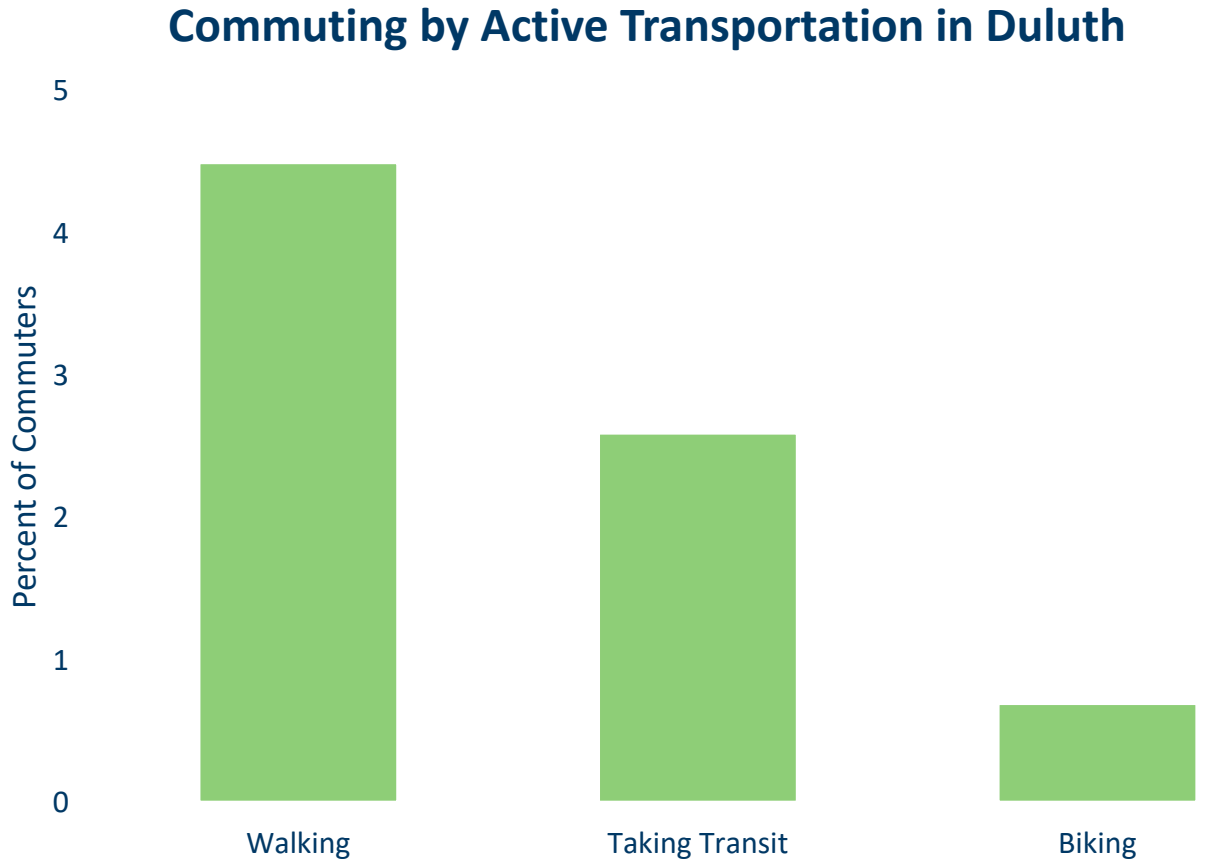
While existing sidewalks provide walking routes to many destinations along the corridor, sidewalk gaps, driveway conflicts, minimal shade, and high car traffic speeds and volumes make walking and rolling feel uncomfortable and unsafe. There are not dedicated facilities for bicycles, forcing people to ride in mixed traffic or on sidewalks. This can make bicycling feel uncomfortable and unsafe.

EXISTING PLANS & POLICIES

The **Active Transportation Action Plan** supports and is informed by the following existing plans and policies:

- Imagine Duluth 2035: Comprehensive Plan (2018)
- Duluth-Superior Area Bicycle Transportation Plan (2025)
- Sustainable Choices 2050: Duluth-Superior Long-Range Transportation Plan (2024)
- Connecting Duluth: 2010 Comprehensive Bicycle Assessment
- Duluth Climate Action Work Plan 2023-2027

How are we moving today?



4.5% Walk

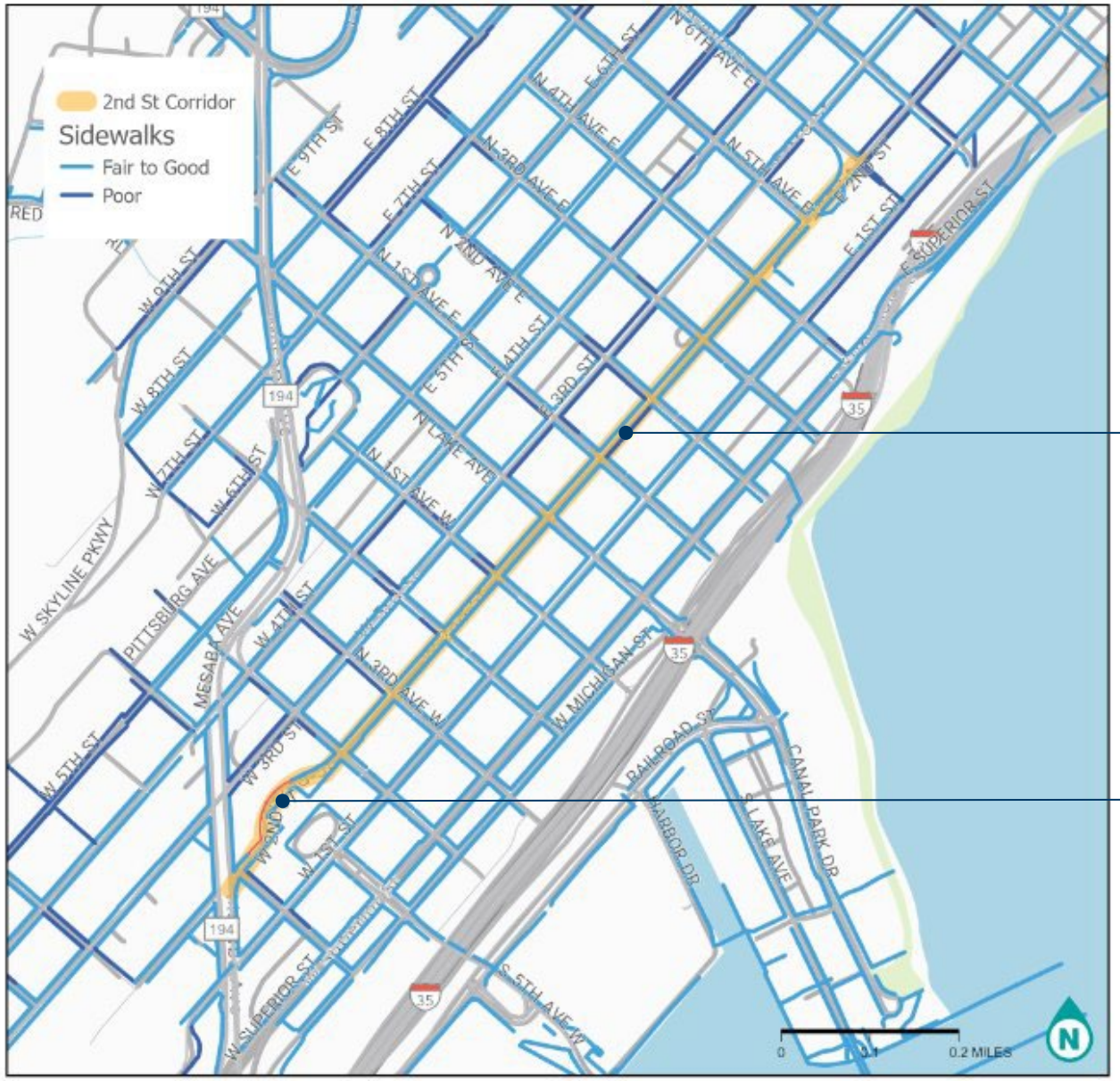
In Duluth, 4.5 percent of commuters walk to work compared to 2.5 percent statewide. ACS, 2019-2023

0.7% Bike

0.7 percent of commuters bike to work compared to 0.5 percent statewide. ACS, 2019-2023

2.6% Transit

2.6 percent of commuters take transit to work compared to 2.1 percent statewide. ACS, 2019-2023



Existing Pedestrian Facilities Map

Some sections of sidewalk are in poor condition, showing uneven and cracking pavement, overgrown vegetation, and differed maintenance.

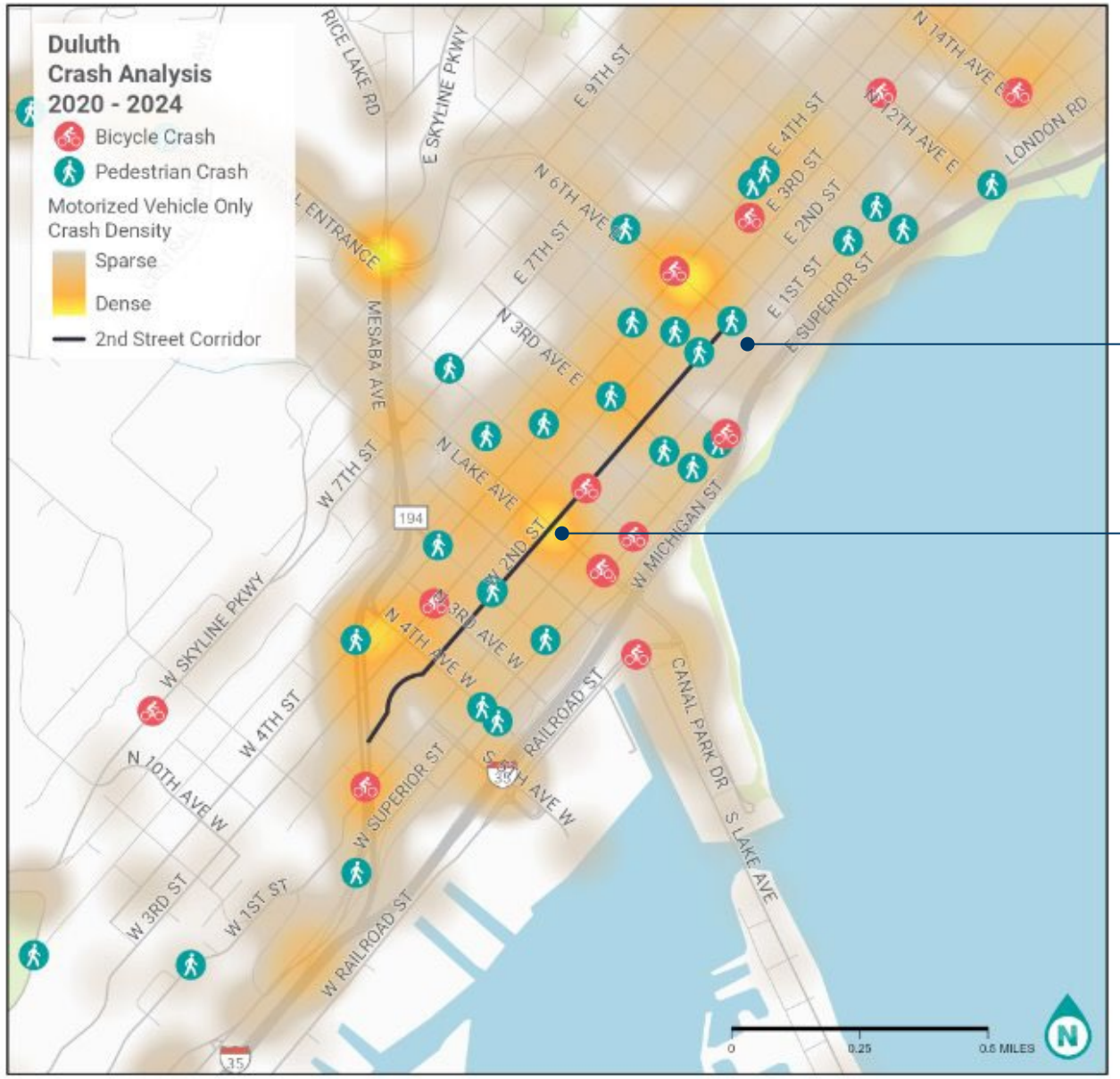
There is a sidewalk gap between Leijona Apartments and the Motor Pool Building at the west end of the corridor.

Existing Bicycle Facilities Map

A future bike facility is planned for 5th Avenue East and 6th Avenue East is identified as a future study route.

The 2nd Street corridor is identified as a future study route, with an existing parallel bike lane on 3rd Street.

Mesaba Avenue is a barrier to bicycle connectivity at the west end of the corridor.



Safety Map: Crashes

Recent pedestrian crashes and high pedestrian volumes at the east end of the corridor underscore the need for improvements.

A higher density of crashes is apparent in the middle of the corridor at Lake Avenue.

Safety Map: Speeds

This speed data, derived from Replica, highlights where higher speed (greater risk) driver behaviors are more frequent. These areas are opportunities for improved traffic calming and greater vulnerable road user protection.

Excessive vehicle speeds at the east end of the corridor pose safety concerns near where many pedestrians cross at Essentia Hospital.

Excessive vehicle speeds on side streets pose safety concerns for users crossing at intersections along 2nd Street.

Excessive vehicle speeds add to the difficulty of crossing Mesaba Avenue.

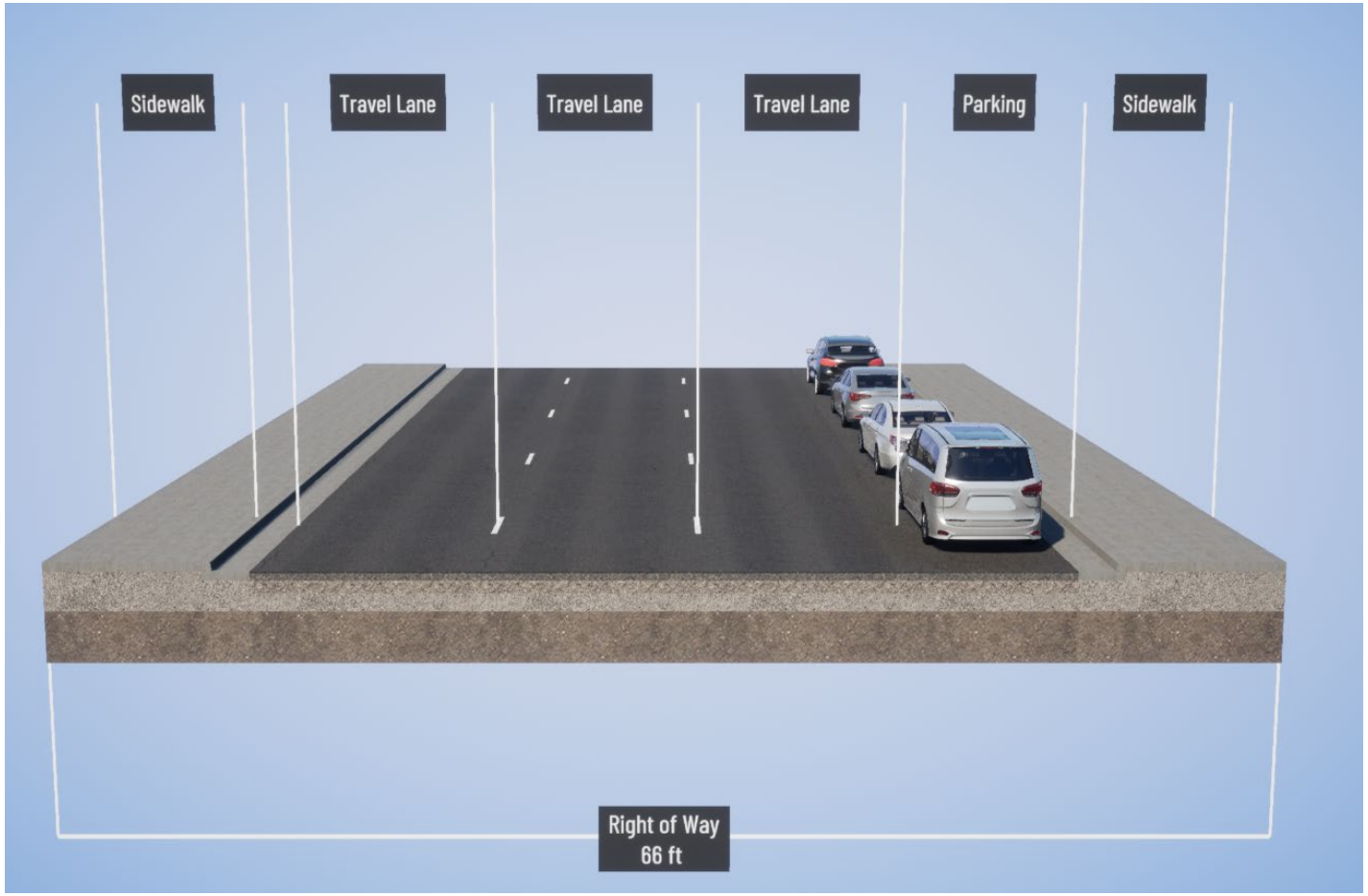
Transportation Equity & Key Destinations Map

The Equity Score shown here was developed as a part of MnDOT's Priority Areas for Walking analysis, updated in 2025. Data shows areas where there are higher concentrations of people who are likely to rely on walking for transportation.

The middle section of the corridor has the highest equity score, underscoring the need for quality active transportation improvements.

Many of the destinations that make 2nd Street a human services corridor are found where medium to high equity scores exist.

Existing Conditions



Typical Cross Section

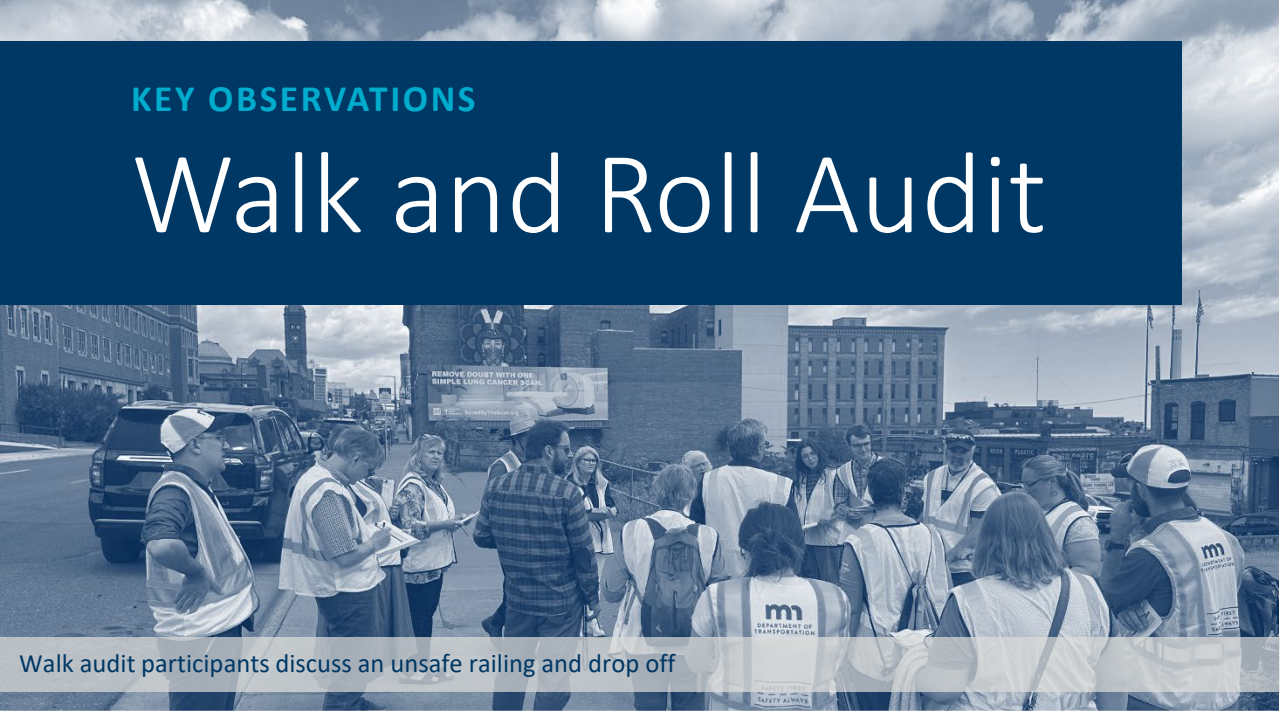
(Conditions vary and dimensions shown are approximated. Exact widths to be determined in a future design stage)

Conditions Observed

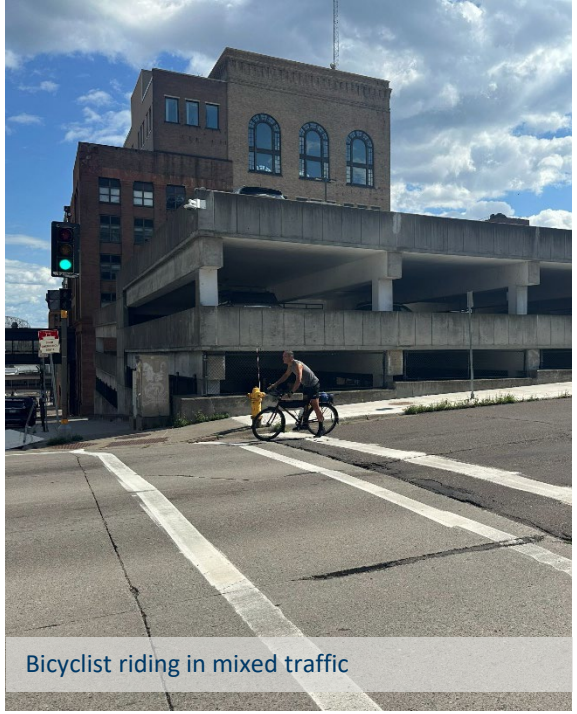
- Very wide sidewalks with no street trees and limited shade, with some sidewalk gaps
- No dedicated bike facilities (bicyclists observed riding in mixed traffic and on sidewalk)
- Mostly parallel line crosswalks, many fading, with observed midblock crossings at each end of the corridor
- Missing accessible pedestrian signals, some malfunctioning pedestrian signals, and many intersection quadrants out of ADA compliance
- Three wide one-way through lanes with parallel parking on the south side of the corridor. Left turns for bicyclists require difficult transition across three lanes of traffic

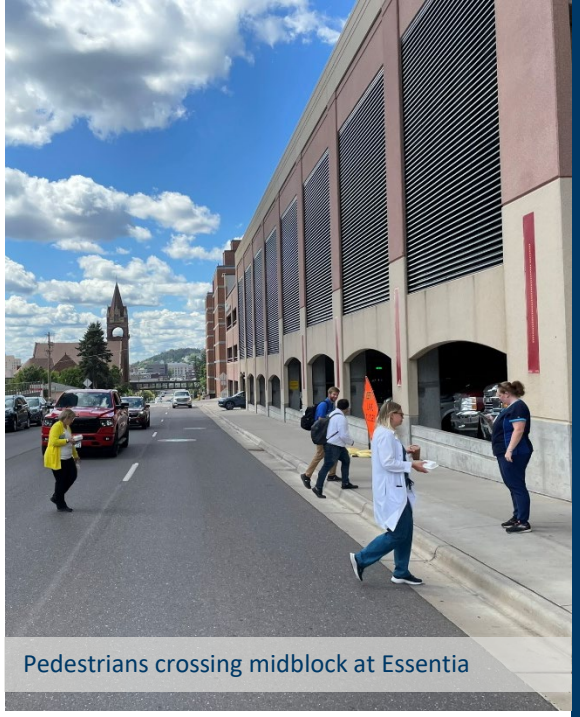
KEY OBSERVATIONS

Walk and Roll Audit



Walk audit participants discuss an unsafe railing and drop off


Bicyclist riding in mixed traffic

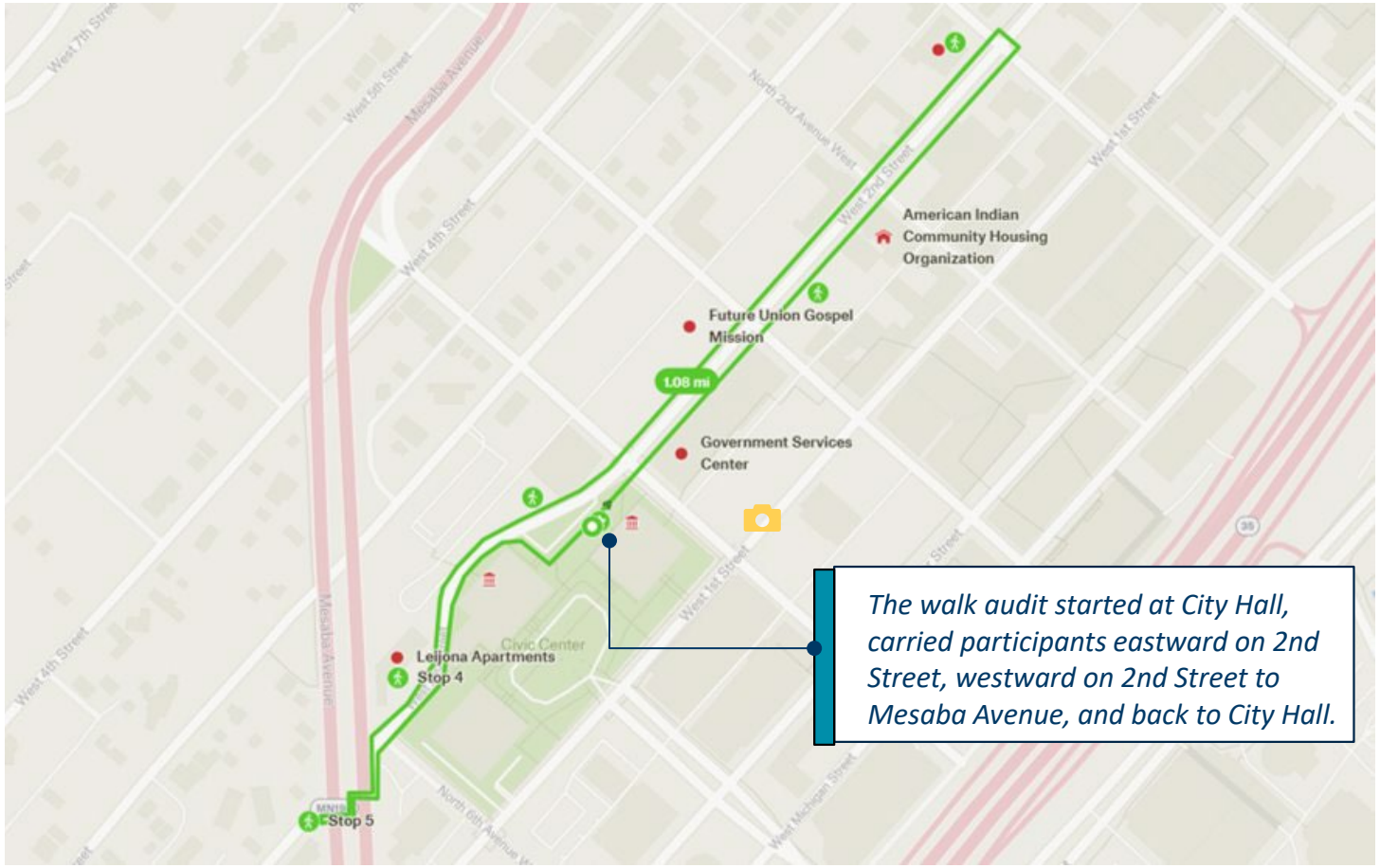

Pedestrians crossing midblock at Essentia


Participants walking near 4th Avenue West


Steep slopes at the Mesaba Avenue crossing

Audit participants crossing Mesaba Avenue

Walk Audit

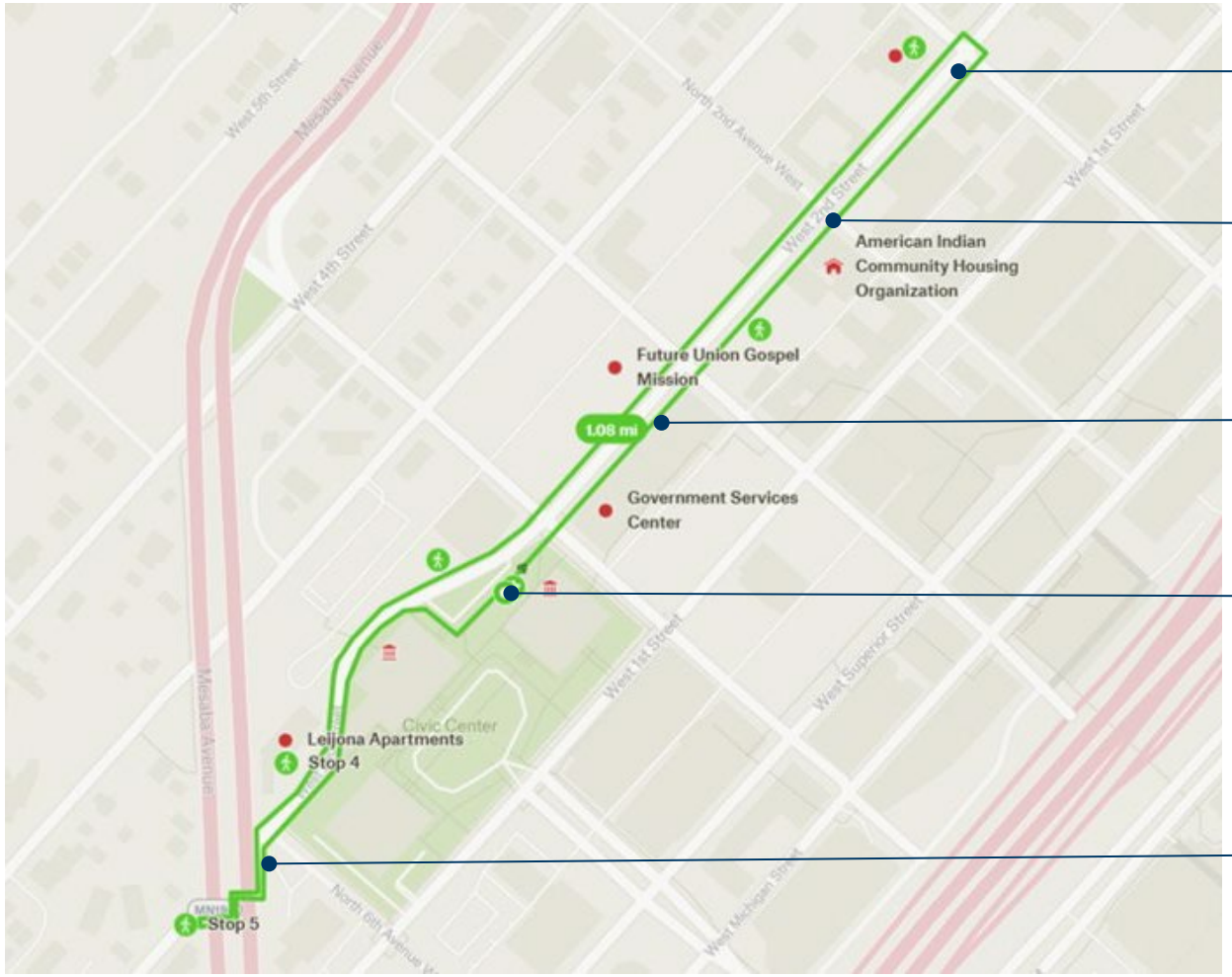


- August 26, 2025
- 1-mile walk with five stops
- 19 participants

Walk audits are powerful tools for engagement, bringing together people with diverse perspectives and experiences – from city staff and elected leaders to community members – to:

- Observe and deepen understanding of how pedestrians experience a street
- Tap into people's knowledge of place
- Learn from the physical built environment
- Engage in meaningful dialogue

Walk Audit Summary | **Barriers and Opportunities**



Participants noted the beauty of the corridor in historic buildings, east and westward viewsheds, and views of the lake at intersections.

No street trees and buffer space means pedestrians are exposed to the sun and adjacent vehicle traffic.

Participants noted that they felt somewhat protected by parked cars on the south side of the street and had concerns about turning vehicles and vehicles entering and exiting driveways and parking garages.

Steep grades at intersections, missing accessible pedestrian signals, and differed sidewalk maintenance made wheelchair mobility difficult.

Participants found navigation around the Courthouse and Mesaba Avenue to be especially difficult, due to sidewalk gaps, sidewalk condition, limited crossing infrastructure, and high traffic volumes.

Key Observations: Walk Audit

WALK AUDIT

The City has made strides in active transportation in the past few years, most notably with the Superior Street demonstration and reconstruction projects and the Cross City Trail. The reconditioning of nearby 3rd Street included a buffered bike lane, which provides a neighboring example for improving active transportation on 2nd Street.

Sidewalks along 2nd Street are generally over 8 feet wide, though a desire for greater separation from fast-moving traffic was overheard at the Walk Audit. Sidewalk gaps exist at the west end of the corridor. Some audit participants reported feeling unsafe near parking ramp driveways and intersections. Drivers were observed running red lights or stopping in the crosswalk on 2nd Street. Some participants shared that pedestrians will cross in between pedestrian signals or midblock, due to the perceived unpredictability of drivers.

KEY FINDINGS

Road Design

Participants felt that the roadway was designed foremost for moving vehicle traffic, rather than for active transportation or an inviting public realm.

Vehicle Traffic

Participants felt that vehicle traffic in through lanes, driveways, and side streets was fast-moving and unpredictable and dissuaded them from wanting to walk the corridor.

Key Observations: Walk Audit

WALK AUDIT KEY FINDINGS, CONTINUED

Sidewalk Gaps

Sidewalk connectivity at the west end of the corridor is limited, leaving navigating east-west routes around the Courthouse difficult and unsafe.

Accessibility

Participants who used the wheelchair felt that pavement unevenness, sediment buildup, and non-compliant slopes especially challenging.

Crossing Gaps

Crossings were missing near sidewalk gaps and where pedestrians currently cross midblock near the Government Services Building and Essentia.

Intersection Challenges

Fading crosswalk markings, malfunctioning pedestrian signals, poor accessibility, and non-yielding drivers made crossings challenging.

Key Observations: Walk Audit

WALK AUDIT KEY FINDINGS, CONTINUED

Pedestrian Comfort & Safety

No street trees, minimal street furnishings, surface parking lots, driver behavior, vehicle traffic speeds, and frequent opportunities for vehicle-pedestrian conflicts diminished comfort and safety.

Contextual Factors

Steep drop-offs, railings with large gaps, unmaintained sections of sidewalk, overgrown vegetation, and surface parking lots are all factors that discourage pedestrians from using the corridor.

Looking Forward

Participants noted that the roadway did not reflect the development that is happening along the corridor and that it needs to adjust to match this future context and new users.

Seasonal Challenges

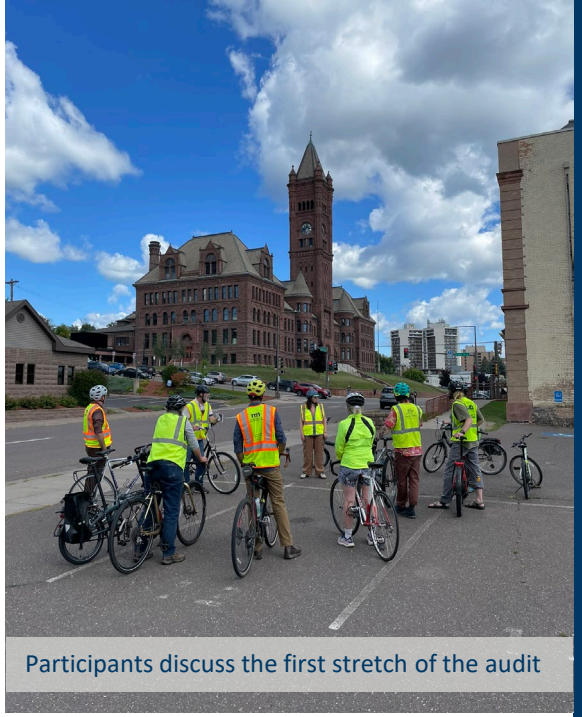
Snow storage, snow removal practices, sediment buildup, and greater unpredictability of car movements in winter due to icy streets pose additional barriers for pedestrians.

KEY OBSERVATIONS

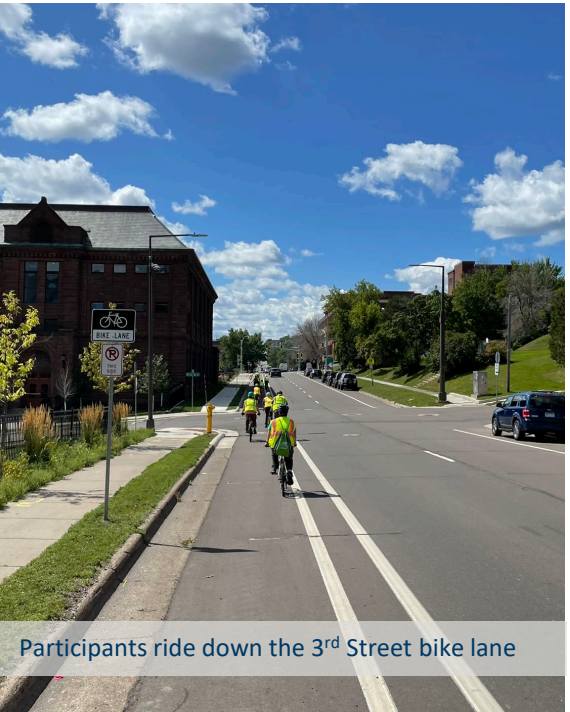
Bike Audit

Bike audit participants cross three lanes of traffic to turn left at 5th Avenue East near Essentia

Participants wait through a light cycle to cross.



Participants discuss the first stretch of the audit



Participants ride down the 3rd Street bike lane

Participants stop at an intersection on 3rd Street

Bicyclists take the far right through lane with traffic passing on the left and parked cars to the right

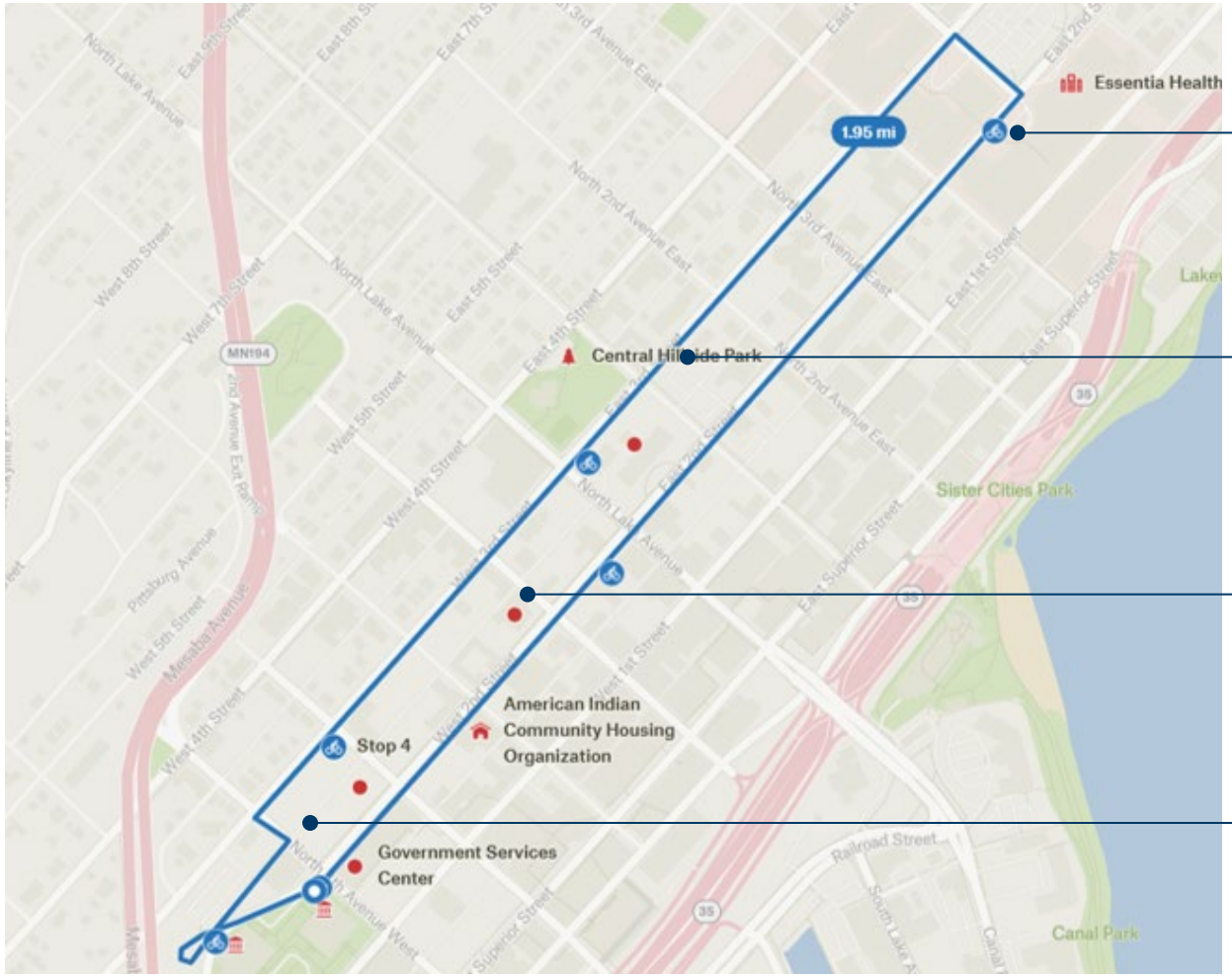
Bike Audit

- August 26, 2025
- 2-mile bike with five stops
- 11 participants

Bike audits are powerful tools for engagement, bringing together people with diverse perspectives and experiences—from city staff and elected leaders to community members— to:

- Observe and deepen understanding of how bicyclists experience a street
- Tap into people's knowledge of place
- Learn from the physical built environment
- Engage in meaningful dialogue

Bike Audit Summary | **Barriers and Opportunities**



Participants had to balance looking over their shoulders and signaling to cross three lanes of traffic with looking forward to vehicles entering and exiting parking ramps and to pedestrians crossing midblock near Essentia Hospital.

Participants found the buffered bike lane on 3rd Street preferable to riding in mixed traffic on 2nd Street. Some participants noted that bicyclists will sometimes avoid climbing the hill to 3rd Street for westbound travel, instead choosing to ride on the sidewalk on 2nd Street, which suggests a two-way bikeway is warranted.

The City's topography makes bicycling in winter months especially difficult. Participants shared that ascending and descending side streets is difficult and that pedestrians, bicyclists, and vehicles often slide through intersections when conditions are slippery.

Participants found that connectivity near the west end of the corridor is limited for bicyclists and that wayfinding could help with navigation.

Key Observations: Bike Audit

BIKE AUDIT

The City has made strides in active transportation in the past few years, most notably with the Superior Street demonstration and reconstruction projects and the Cross City Trail. The reconditioning of nearby 3rd Street included a buffered bike lane, which provides a neighboring example for improving active transportation on 2nd Street.

Dedicated bicycle facilities are absent on 2nd Street, though the corridor is identified as a future study route. At the east end of the corridor, 6th Avenue East is also identified as a future study route and a bike facility is planned for 5th Avenue East. Audit participants reported that although a westbound bike lane exists on 3rd Street, bicyclists sometimes choose to ride on sidewalks along 2nd Street for westbound travel rather than climbing the hill to take 3rd Street. Participants shared that 2nd Street felt uncomfortable for biking, due to the absence of dedicated bicycle facilities, mixed traffic riding, high vehicle speeds and volumes, and potential for conflicts with parked and turning vehicles.

KEY FINDINGS

Road Design

Like walk audit participants, bicyclists felt that the roadway was designed foremost for moving vehicle traffic, rather than for active transportation.

Vehicle Traffic

Participants felt that riding in mixed traffic with vehicles was uncomfortable and dangerous, especially where bicyclists were required to cross traffic for left turns.

Key Observations: Bike Audit

BIKE AUDIT KEY FINDINGS, CONTINUED

Conflict Points

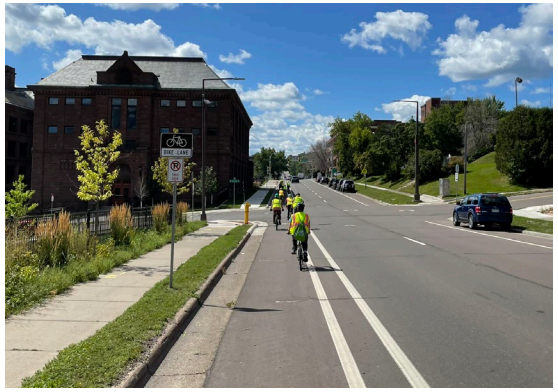
Potential conflicts with parked cars, vehicles entering and exiting driveways and parking ramps, and side street traffic added to the amount of potential vehicle-bicycle conflicts.

Challenging Topography

Steep north-south slopes discourage bicyclists from using one-way facilities and make transitions to and from side streets challenging, especially in winter months.

Bicyclist Comfort & Safety

No dedicated bicycle facilities or bicycle amenities, high vehicle traffic speeds, and frequent opportunities for vehicle-bicycle conflicts diminished comfort and safety.



Seasonal Challenges

Snow storage, snow removal practices, snow and ice buildup in on-street bicycle facilities, and greater unpredictability of drivers pose additional barriers for bicyclists in winter months.

Key Observations: Bike Audit

BIKING AUDIT KEY FINDINGS, CONTINUED

Intersection Challenges

Participants shared that bicycle movements at intersections were difficult, due to no bicycle facilities, no clear directional striping, no bicycle signals, starting and stopping in mixed traffic, changing lanes across vehicle lanes, unpredictable driver behavior, unpredictable pedestrian movements, and added difficulties of biking in winter months.

Connectivity

Bicycle connectivity is lacking throughout the corridor, especially at the west end. While participants shared that they would use a two-way facility to access destinations along the corridor, questions remained about broader connectivity.

Online Survey Summary

Duluth AT Action Plan Survey:

Open: 8/27/2025 – 10/31/2025

10 Questions

24 Participants

54% of respondents said they walk, bike, or roll along or across 2nd St multiple times a week.

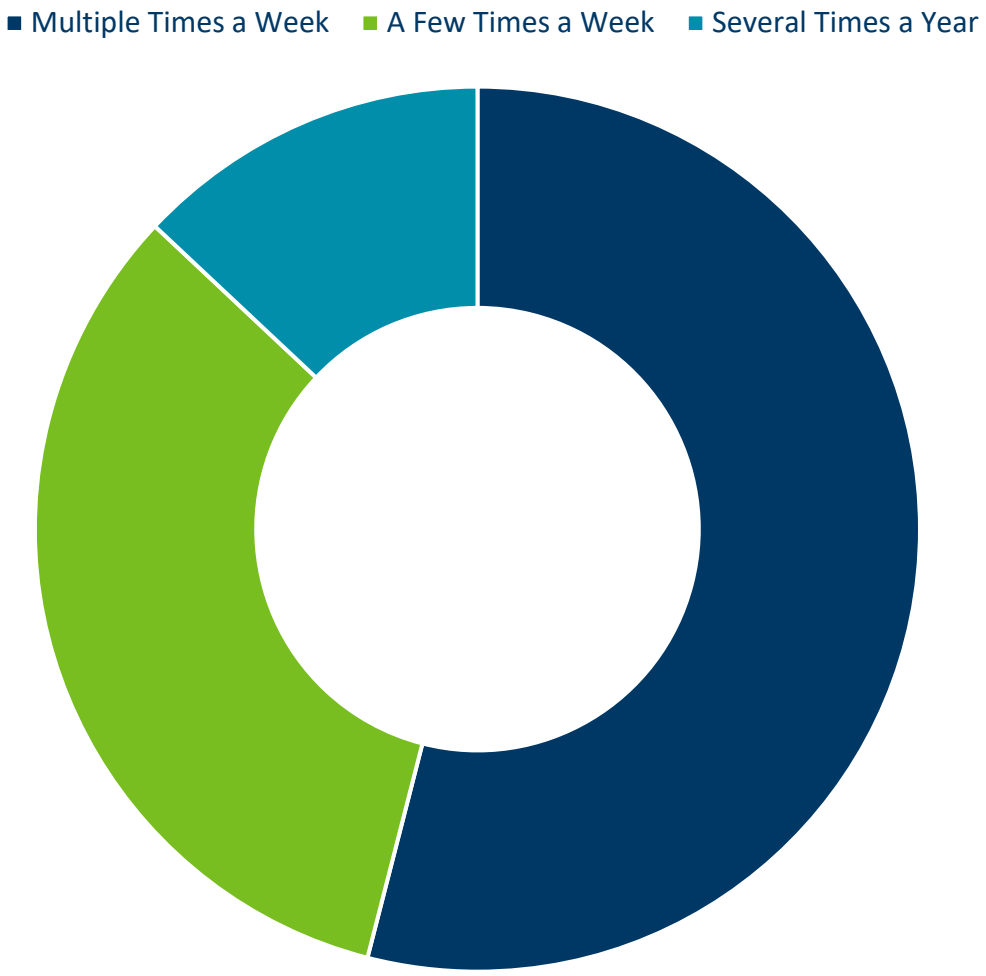
83% of respondents said they walk, bike, or roll along or across 2nd St for commute to school/work.

58% of respondents described themselves as Interested but Concerned bicyclists**, 21%** as Enthused and Confident**, 17%** as Strong and Fearless, and **4%** as No Way, No How.

The top way that respondents would choose to improve 2nd St for travel by walking, biking, or rolling was adding protected bike lanes.

How often do you walk, bike, or roll on or across 2nd St?

Survey Results



Walking, Biking, and Rolling

Over half of survey respondents reported that they walk, bike, or roll on or across 2nd Street multiple times a week, with about a third reporting walking, biking, or rolling a few times a month.

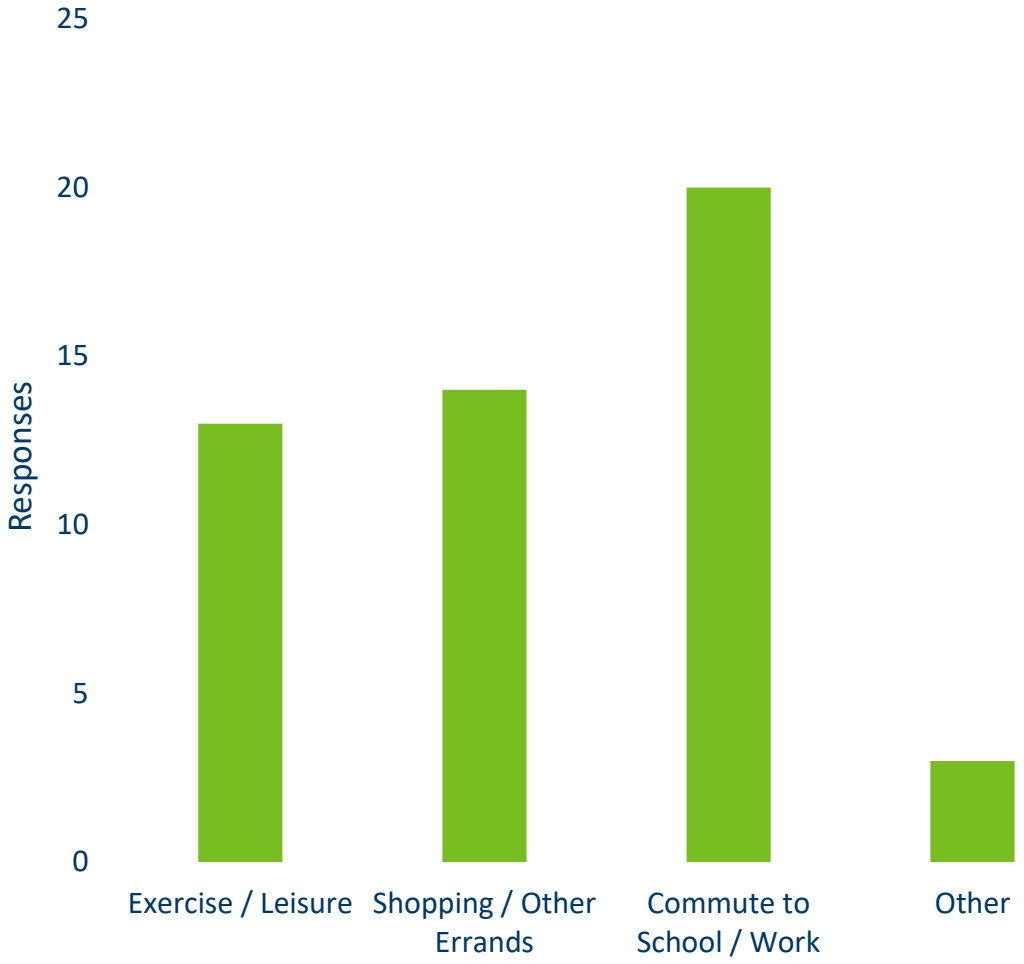
54% *Walk, bike, or roll multiple times a week*

33% *Walk, bike, or roll a few times a month*

13% *Walk, bike, or roll several times a year*

Why do you walk, bike, or roll in Duluth?

Survey Results



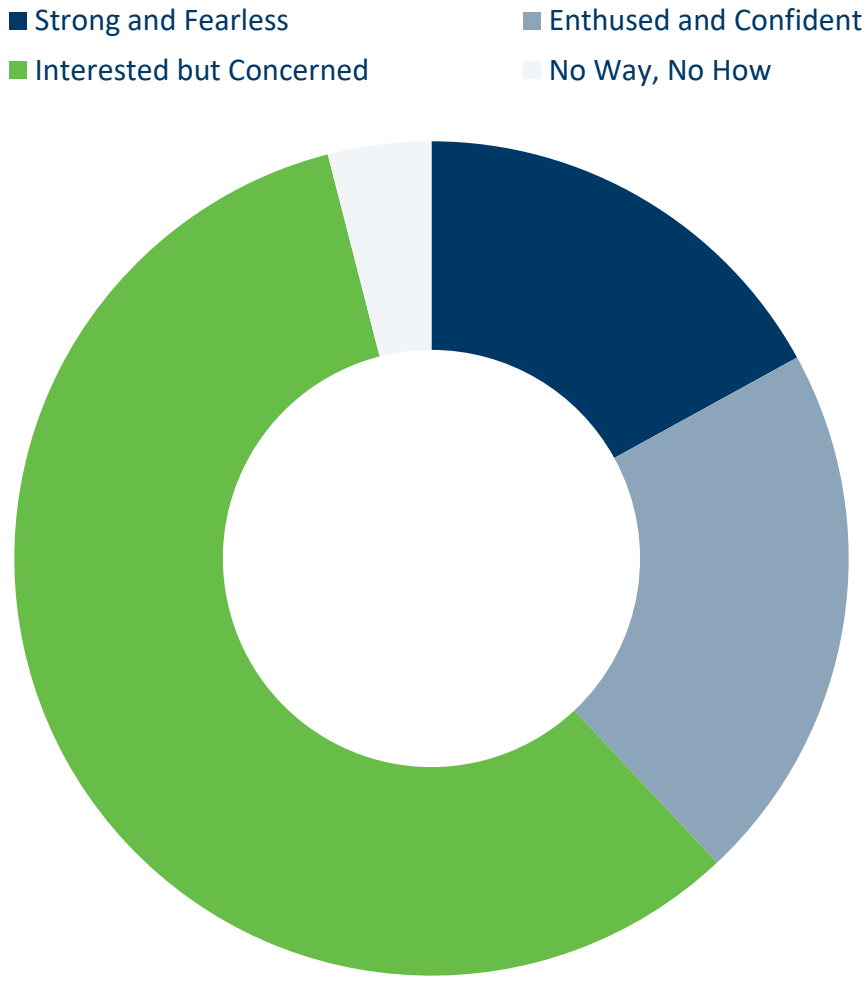
40%

of respondents say they walk, bike, or roll to commute to school and/or work.

Many respondents walk, bike, or roll to commute to school and/or work, for exercise and/or leisure and shopping or other errands.

Which of the following most often describes you as a cyclist?

Survey Results



Bicyclist Comfort

Most respondents reported feeling "Interested but Concerned" as bicyclists. As opposed to "Strong and Fearless" bicyclists, most respondents are not willing to bicycle if high-quality bicycle lanes and trails do not exist, meaning most respondents would not use 2nd Street today.

- ***17%*** *are Strong and Fearless Bicyclists*
- ***21%*** *are Enthused and Confident Bicyclists*
- ***58%*** *are Interested but Concerned Bicyclists*
- ***4%*** *are No Way, No How Bicyclists*

Online Interactive Map Summary

Open: 8/27/2025 –10/31/2025 | 44 Comments | 84 Visitors

1. *“There should be a marked cross walk between Essentia and the Green Ramp. Most patients/families do not take the time to walk to the crosswalk on 5th Ave E.”*

2. *"The three lane width makes crossing very dangerous for all kinds of mobilities. One car that that does the right thing and stops for walkers or rollers often is inadvertently creating an even more dangerous situation as vehicles in the other two lanes typically do not stop. This applies here and at all intersections in the corridor.*

3. *"I avoid biking on 2nd even with plenty of space because the three lanes encourage high speeds and there is not any indication that bikes have a right to be there. Would love a bike lane to mirror 3rd at the least. We don’t not need 3 travel lanes!"*

4. *"Bikers waiting at light must either take a driving lane or block the shoulder motorists use as a turn lane."*

5. *"All along 2nd St, the sidewalk on the uphill side is generally just very scary to walk on because there is no on-street parking lane to buffer it and the cars are zooming by literally inches from the edge of the sidewalk."*

6. *"There is very limited bike parking downtown."*

7. *"What’s going on here! The sidewalk ends without warning, forcing people on foot to cross with fast moving vehicle traffic coming around the curve..."*

8. *"This is the most frightening walking location along 2nd St. No signal means drivers use NB Mesaba as a freeway off-ramp, while SB Mesaba won’t even stop for people crossing even when moving at 5 mph in bumper-to-bumper traffic...There should not be a continuous right at 2nd Street, because drivers won’t even slow down at this crossing."*

Community Conversations Summary

Topics: Pedestrian and bicyclist safety, Driver behaviors, Winter maintenance, Corridor use

Driver behavior

Unsafe driver behaviors was raised as a concern, including inconsistent driver yielding at crosswalks, drivers rolling into crosswalks, and "catching the greens." Concerns about driver speed were also raised.

Sense of safety

Some participants avoided taking trips on the 2nd St corridor, even by car. Participants shared that crossing 2nd St felt dangerous and was a barrier to north-south connections and destinations. Bicyclists also shared that they did not feel safe riding on the corridor.

Green space

Participants welcomed opportunities for greening on the corridor and felt that it currently feels sterile and exposed, with little shade.

Midblock crossings

Pedestrians often crossed 2nd St midblock. Some participants shared that they crossed against pedestrian signals because it felt safer than relying on drivers to yield.

Winter maintenance

Participants shared that snow removal and storage is a common challenge, and that snow needs to be moved quickly to a dedicated place, since wherever it ends up will be fairly static until spring. Snow also tends to pile up in ADA parking stalls on the south side of 2nd St, hindering access.

Reflecting current and future use

Participants anticipate population and activity growth on the corridor (e.g. Essentia envisions developing a multimodal center on the north side). Though the neighborhood is being used for multimodal purposes, participants felt that the street design did not reflect/support those uses.

Active Transportation Today

Gaps, Strengths and Opportunities for Action

EXISTING NETWORK

The sidewalk network is generally connected with a few gaps but could be in better condition to improve user functionality and comfort. 2nd St currently does not have a dedicated bicycle facility. Midblock crossings and intersections were raised as a concern for both pedestrians and bicyclists.

SAFETY

There were numerous bike and pedestrian crashes on the 2nd St corridor, as well as a concentration of vehicle crashes at the Lake Ave intersection. Engagement participants reported feeling unsafe walking and biking along the corridor.

EQUITY AND CONNECTIVITY

There are many key destinations along 2nd St, including city buildings and Essentia Health. There is a high concentration of people more likely to depend on active transportation on the east and south sides of the study corridor. 2nd St is also connected to numerous planned future bike facilities in the downtown.

Community Input Insights ➡

- Concerns about safety for pedestrians and bicyclists, especially when crossing
- Concerns about driver behavior on the corridor – speeding and inconsistent stopping at lights

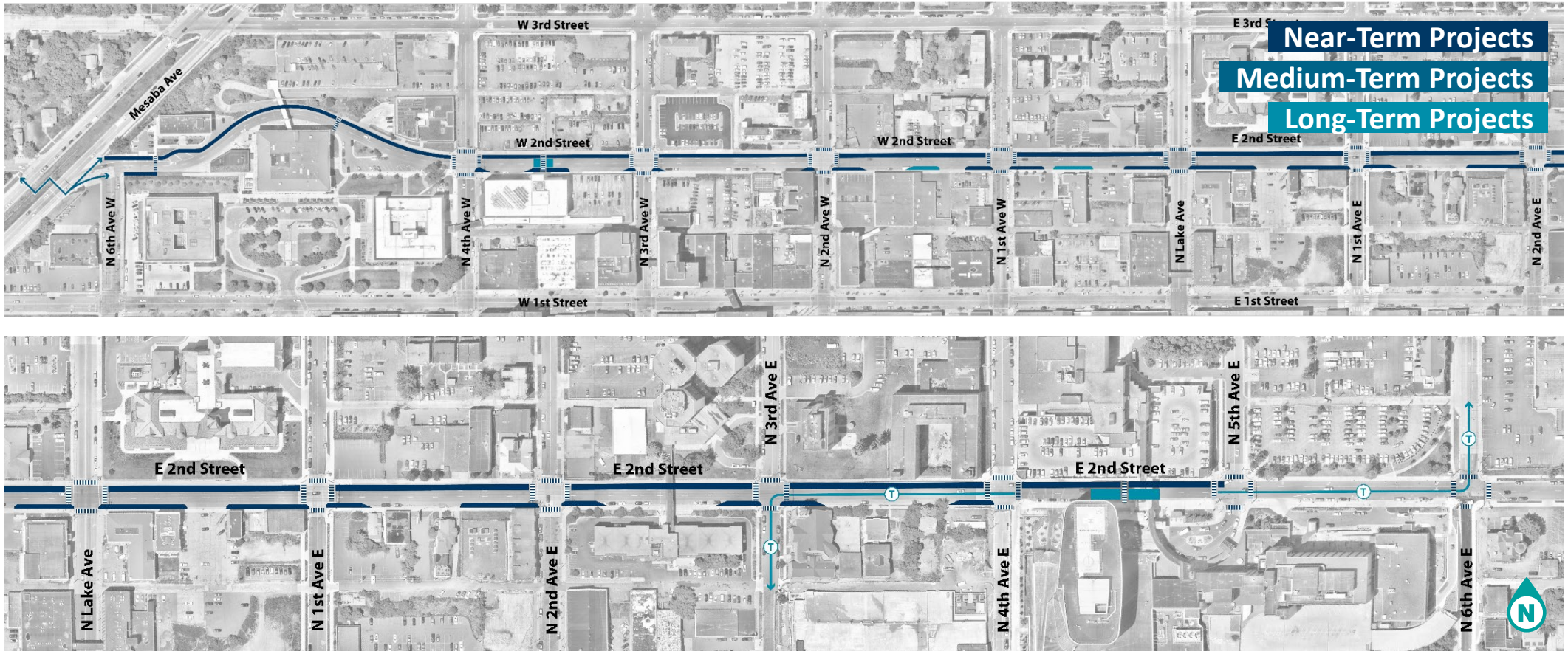
Opportunities for Action ➡

- Dedicated, protected bike facilities along 2nd St
- Traffic calming or road reallocation to encourage safer driver behavior

Where We're Going - Our Street Tomorrow

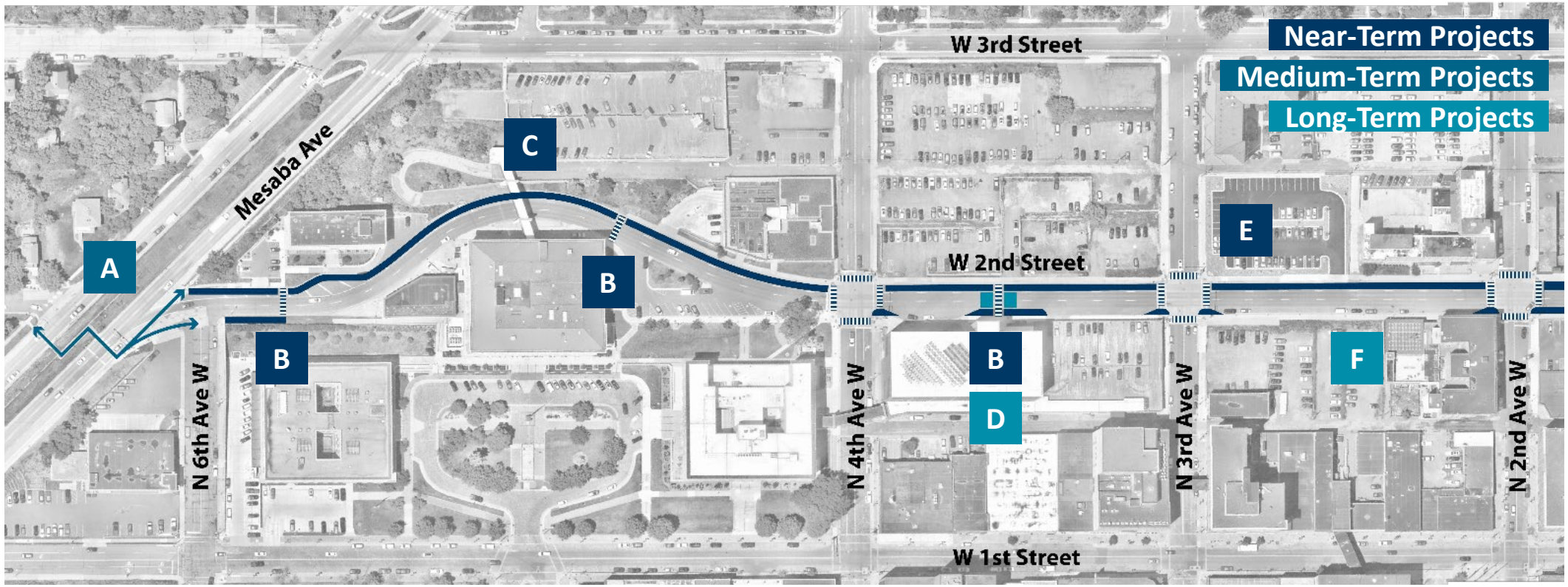
SECTION 4

Active Transportation Priority Projects | **2nd Street Corridor - Overall**



Note:
The following active transportation recommendations maintain the commuter and emergency functions of 2nd Street as an important arterial within the City street network.

Active Transportation Priority Projects | **Mesaba Ave to N 2nd Ave W**



A *Implement Mesaba Ave intersection improvements.*

B *Add midblock crossings at Leijona Apartments, Motor Pool, and Government Services Building.*

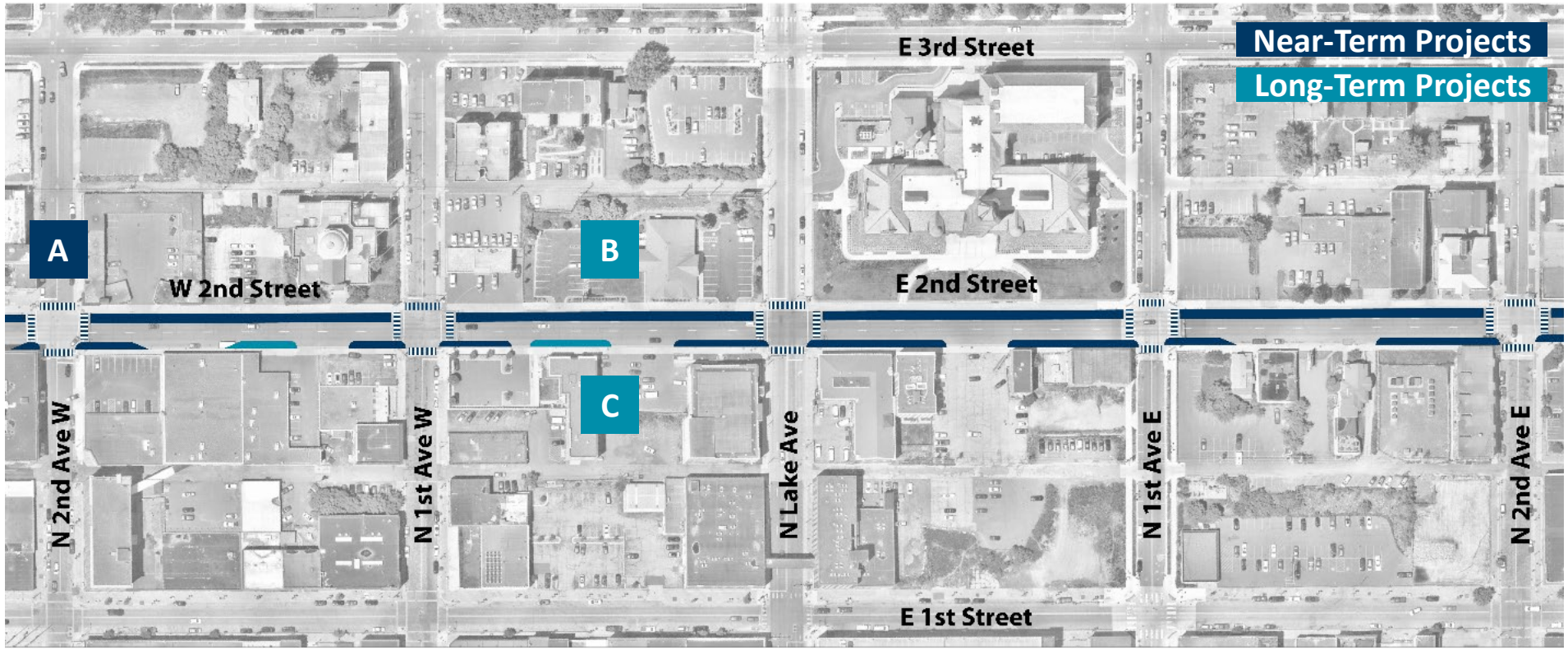
C *Convert outside lane to temporary protected on-street shared use path to close sidewalk gap.*

D *Raise demonstration midblock crossing.*

E *Convert outside lane to protected two-way bikeway between 4th Ave W and 5th Ave E.*

F *Evaluate demonstration projects and completely redesign and rebuild roadway.*

Active Transportation Priority Projects | N 2nd Ave W to 2nd Ave E

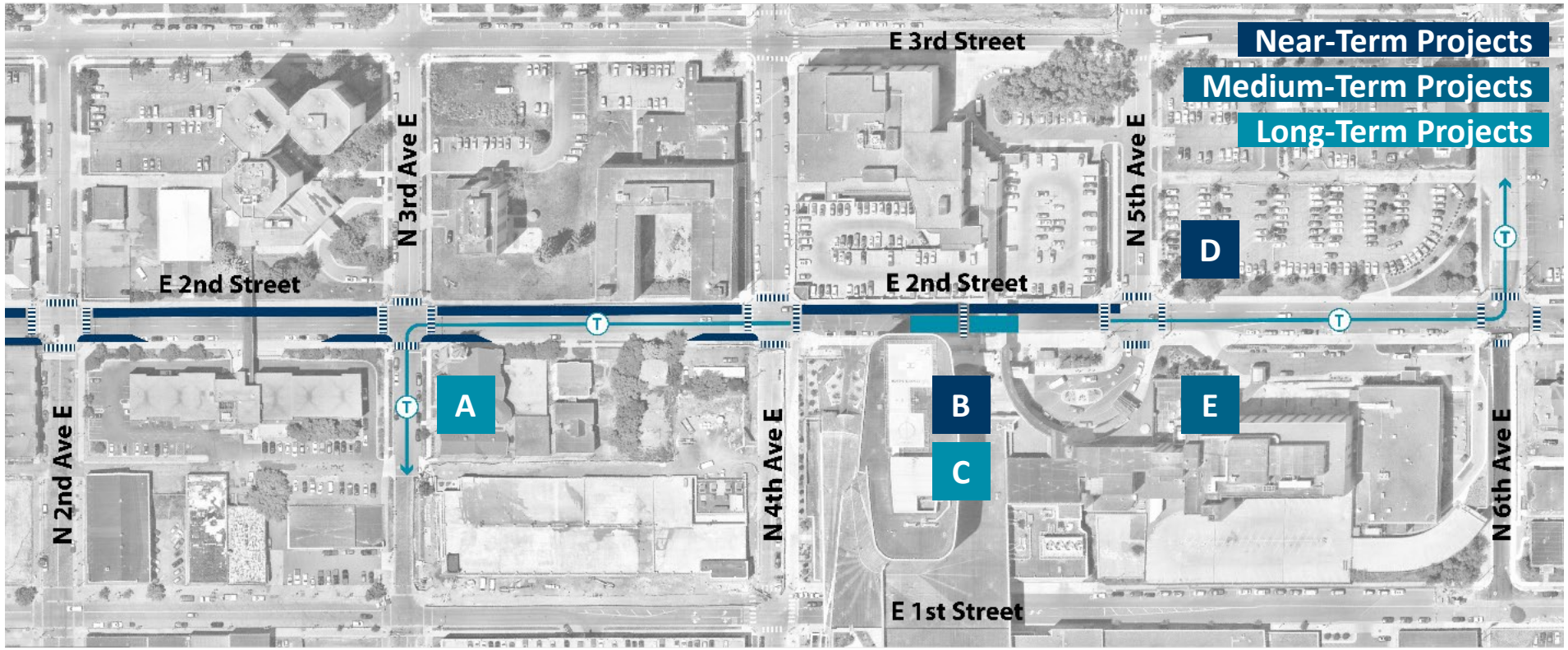


A *Install high visibility crosswalks and updated pedestrian and bike signals at all intersections. Install curb extensions at intersections. Develop wayfinding and interpretive signage for the corridor.*

B *Explore installation of planters in curb extensions near-term. Evaluate and incorporate street trees, boulevard plantings, and green stormwater infrastructure into long-term redesign of roadway.*

C *Evaluate curb extensions and parking demand to incorporate long-term opportunities for furnishing zones, green stormwater infrastructure, and parklets.*

Active Transportation Priority Projects | N 2nd Ave E to N 6th Ave E



A *Incorporate bus service plans into long-term redesign of roadway.*

B *Add midblock crossing at Essentia Hospital.*

C *Raise demonstration midblock crossing, consider using a wider speed table or raising entire block as pedestrian-focused block.*

D *Integrate two-way bikeway with future N 5th Ave E bikeway.*

E *Evaluate corridor for medium-term lighting improvements.*

Project Actions

The following are priority project actions that will support the implementation of active transportation.

Project	Action: What is being suggested?	Description: What is the project opportunity?	Action Step: What is a next step(s) to take?	Time Period
Demonstration / quick build projects **Note**: Future design processes and funding opportunities will determine exact designs, locations, and timelines for implementing demonstration and quick build projects	Convert north lane to a temporary protected on-street shared use path (SUP) west of N 4th Ave W **Note**: A protected facility is recommended, but a buffered facility could be implemented sooner given the added complexity of funding, constructing, and maintaining protected facilities	Opportunity for reallocating an underused travel lane for shared use to fill a multimodal gap at the west end of the corridor while maintaining the corridor's arterial functions; vehicle traffic speeds and volumes warrant a protected facility	❑ Identify available width and needed space for a protected on-street SUP ❑ Perform traffic study to confirm reallocation and proposed design ❑ Address crossing and transition striping, signage, and signal needs	1-2 Years (2026-2027)
	Convert north lane to protected **two-way bikeway** east of N 4th Ave W **Note**: A protected facility is recommended, but a buffered one-way facility could be implemented sooner given the added complexity of funding, constructing, and maintaining protected facilities	Opportunity for reallocating an underused travel lane for a protected two-way bicycle lane while maintaining the corridor's arterial functions; vehicle traffic speeds and volumes warrant a protected facility	❑ Identify available width and needed space for a protected bikeway ❑ Perform traffic study to confirm reallocation and proposed design ❑ Address crossing and transition striping, signage, and signal needs	1-2 Years (2026-2027)

Project Actions

The following are priority project actions that will support the implementation of active transportation.

Project	Action: What is being suggested?	Description: What is the project opportunity?	Action Step: What is a next step(s) to take?	Time Period
Demonstration / quick build projects cont. **Note**: Future design processes and funding opportunities will determine exact designs, locations, and timelines for implementing demonstration and quick build projects	Install **high visibility ped / bike crossings** at all intersections	Opportunity for upgrading existing standard crosswalks to high visibility crosswalks and adding conflict markings at intersections for the new bikeway	❑ Develop citywide standard details, where applicable ❑ Develop variance preferences, such as for brick streets	1-2 Years (2026-2027)
	Install **midblock crossings** at locations noted on the map, where pedestrians are commonly crossing today	Opportunity for implementing safer crossings where pedestrians are already crossing midblock	❑ Develop citywide standards for midblock crossings ❑ Develop quick-build option	1-2 Years (2026-2027)
	Install **curb extensions** at south quadrants at applicable intersections	Opportunity for shortening crossing distances and exploring creative use of reclaimed space, while maintaining the corridor's arterial functions	❑ Analyze parking demand to identify extension extents ❑ Develop citywide standards for curb extensions, including quick build options	1-2 Years (2026-2027)

Project Actions

The following are priority project actions that will support the implementation of active transportation.

Project	Action: What is being suggested?	Description: What is the project opportunity?	Action Step: What is a next step(s) to take?	Time Period
Demonstration / quick build projects cont. **Note**: Future design processes and funding opportunities will determine exact designs, locations, and timelines for implementing demonstration and quick build projects	Install **wayfinding and signage** along corridor	Opportunity for improving wayfinding and understanding of nearby resources and history	❑ Identify destinations and historic and cultural assets ❑ Determine signage priority locations ❑ Develop signage branding, if applicable	1-2 Years (2026-2027)
	Use **movable planters** at curb extensions and bikeway transitions for added protection and greening	Opportunity for interim greening of the corridor **Note**: Planters add complexity to roadway maintenance operations, especially in winter months, but can be helpful for traffic calming and interim greening at curb extensions and alongside protected facilities, and may be used in tandem with concrete curbs, bollards, and/or other elements	❑ Identify opportunity areas ❑ Find suitable planters and plants for harsh environment ❑ Identify steward for short-term maintenance	1-2 Years (2026-2027)

Project Actions

The following are priority project actions that will support the implementation of active transportation.

Project	Action: What is being suggested?	Description: What is the project opportunity?	Action Step: What is a next step(s) to take?	Time Period
Signal improvements	Modify **signal timing** to discourage "catching the greens"	Opportunity for adjusting signal timing to discourage speeding, while maintaining the corridor's arterial functions	❑ Identify current signal timing improvements ❑ Identify specific signal priorities	1-2 Years (2026-2027)
	Install **pedestrian and bike signals**	Opportunity for updating pedestrian signals and adding bike signals, including leading pedestrian and bike intervals to provide active transportation users advance opportunity to enter intersections	❑ Identify and prioritize pedestrian signal needs ❑ Install bike signals and determine needs for signal detection ❑ Develop citywide standards for bike signals	3-9 Years (2028-2034)
	Install **pedestrian-activated signal at Mesaba Ave**	Opportunity for improving pedestrian safety at Mesaba Ave	❑ Determine feasibility of pedestrian signal ❑ Install pedestrian signal	3-9 Years (2028-2034)

Project Actions

The following are priority project actions that will support the implementation of active transportation.

Project	Action: What is being suggested?	Description: What is the project opportunity?	Action Step: What is a next step(s) to take?	Time Period
Lighting	Install pedestrian-scale lighting in areas of need	Opportunity for improving lighting in the corridor	❑ Identify lighting priorities ❑ Develop citywide standards for pedestrian lighting, if applicable	3-9 Years (2028-2034)
Mesaba Ave redesign	Redesign Mesaba Ave intersection	Opportunity for improving Mesaba Ave intersection for pedestrians and drivers	❑ Perform internal design workshop to understand possibilities for improvement ❑ Secure funding to redesign	3-9 Years (2028-2034)
Evaluation	Evaluate demonstration projects and identify emerging solutions	Opportunity for reflecting on what's working and where to improve	❑ Track individual demonstration projects ❑ Identify areas to continues and areas to grow	3-9 Years (2028-2034)

Project Actions

The following are priority project actions that will support the implementation of active transportation.

Project	Action: What is being suggested?	Description: What is the project opportunity?	Action Step: What is a next step(s) to take?	Time Period
Full rebuild of roadway	Integrate **lessons learned** from demonstration projects	Opportunity for informing future designs with lessons learned on demonstration and quick build projects	❑ Track successes and growth areas to include in future designs ❑ Engage the public to confirm findings	10+ Years (2035-)
	Incorporate **street trees, green stormwater infrastructure (GSI), and native plantings**	Opportunity for significantly reducing impervious surface area in the corridor and providing more comfortable spaces for users	❑ Develop citywide guidelines for street greening and GSI ❑ Identify stormwater needs and opportunity areas for broader greening	10+ Years (2035-)
	Incorporate **furnishing zones, café seating, and parklets**	Opportunity for providing additional gathering spaces adjacent to sidewalks	❑ Perform parking demand study to identify areas for expanded public spaces	10+ Years (2035-)

Project Actions

The following are priority project actions that will support the implementation of active transportation.

Project	Action: What is being suggested?	Description: What is the project opportunity?	Action Step: What is a next step(s) to take?	Time Period
Full rebuild of roadway cont.	**Raise midblock crossings**, consider speed tables or raising entire blocks where appropriate	Opportunity for raising midblock crossings to further slow traffic and delineate pedestrian focus areas	❑ Determine feasibility of raising crossings ❑ Develop citywide standard details	10+ Years (2035-)
	Explore **one-way to two-way conversion** **Note**: Studies for a one-way to two-way conversion is a nearer-term action, see Planning Actions	Opportunity for converting the roadway for two-way traffic, which precludes bus service	❑ Determine feasibility and impacts of conversion	10+ Years (2035-)
	Pending two-way conversion, integrate potential **future bus service** **Note**: Studies for future bus service is a nearer-term action, see Planning Actions	Opportunity for incorporating bus service in the corridor, adding transportation options for residents, workers, and visitors	❑ Involve DTA staff in future planning and redesign efforts ❑ Determine impacts to bike facilities if contra-flow bus lanes are considered	10+ Years (2035-)

Policy Actions

The following are policy actions that will support the implementation of active transportation.

Policy	Action: What is being suggested?	Description: What is the policy?	Action Step: What is a next step(s) to take?	Time Period
Land use, development code	Review land use and development codes and make changes, if necessary, to support the vision for the corridor	Land use is a big factor in supporting trips by walking, biking, and transit. Development guidelines can prioritize compact, mixed-use development, frontage and setback requirements, ample bike parking, and minimal to no off-street parking requirements for vehicles allows active transportation (including transit) to work more effectively.	❑ Allocate City staff time to reviewing land uses and development codes impacting 2nd Street, and engaging with private developers and public stakeholders ❑ Determine changes and gaps in current code to support corridor vision ❑ Determine whether a small area plan is needed	1-2 Years (2026-2027) for analysis 3-9 Years (2028-2034) for code changes
Snow removal and maintenance policies	Refine policies as multimodal infrastructure is expanded	Duluth will expand its active transportation network, which will likely include types of multimodal facilities that do not yet exist in the City. Snow removal and maintenance policies could be refined to account for these changes, and to ensure facilities are usable and safe year-round for people walking, rolling, and biking.	❑ Engage MinneSNOWta Nice community group to understand how current policies and practices are working ❑ Refine policies	1-2 Years (2026-2027)

Program Actions

The following are program actions that will support the implementation of active transportation.

Program	Action: What is being suggested?	Description: What is the program?	Action Step: What is a next step(s) to take?	Time Period
Community engagement	Develop an engagement approach to-build community buy-in to the 2nd St vision	Building community buy-in is important for delivering street projects that respond to community needs and desires. Street projects can be challenging when new elements are introduced, especially if there are tradeoffs. It is important to help people understand the vision. This can include developing conceptual drawings. It is also important to address tradeoffs that may take place and the seasonal variation in bicycle and pedestrian activity. On-site engagement with people who are using 2nd Street should be part of the engagement strategy. Engagement strategies should be tailored to reach low-income, unhoused, elder, and youth populations on the corridor, and should be sensitive to distrust in government.	❑ Identify the key audiences for 2nd Street engagement ❑ Determine method(s) for communicating vision ❑ Update the vision to align with community feedback, if necessary	1-2 Years (2026-2027)

Program Actions

The following are program actions that will support the implementation of active transportation.

Program	Action: What is being suggested?	Description: What is the program?	Action Step: What is a next step(s) to take?	Time Period
Space activation, placemaking	Create opportunities for activating spaces along the corridor	Activating space with popups at farmers markets, street fairs, and on sidewalks is an effective way to complement infrastructure elements. The City (and partners) could also develop community art on planters, benches, and trash cans and/or recycle bins. Hiring local artists can help to build trust. Youth and job programs can also help with project development, stewardship, activation, placemaking, and outreach. Demonstration or quick build projects may also be an effective way to engage people on future ideas.	❑ Identify collaborative opportunities for activation and placemaking on 2nd St ❑ Identify funding to support pop-ups and public art projects	1-2 Years (2026-2027)
Clean and Safe Team	Engage Clean and Safe Team around upcoming changes to 2nd St	2nd St is the northern boundary of the Downtown Duluth Clean and Safe Team area. The Clean and Safe Team can be a partner in maintaining 2nd St as it is developed and as demonstration / quick build projects are implemented.	❑ Share this plan with the Clean and Safe Team ❑ Include someone from the Clean and Safe Team in the process of developing a demonstration project	1-2 Years (2026-2027)

Program Actions

The following are program actions that will support the implementation of active transportation.

Program	Action: What is being suggested?	Description: What is the program?	Action Step: What is a next step(s) to take?	Time Period
Quick build program	Develop a program for design and implementing quick build projects	The City could develop a program to design and implement quick build projects. Quick build projects allow municipalities to implement solutions quickly before full reconstructions in the future. Quick build projects are distinct from demonstration projects, which are designed to last from a few days to several weeks or months. Quick build projects are designed to last for at least a year, if not many years, use semi-permanent design elements, and address a known issue before a more permanent solution can be installed. They are less focused on engagement and evaluation of improvements than demonstration projects. For example, a quick-build project could include a separated bikeway with pre-cast curbs that are placed directly on the roadway surface. The demonstration version of the same project could be plastic bollards temporarily adhered to the pavement. The full reconstruction version of the project could be a bikeway at sidewalk level.	❑ Look to other quick build programs in the state ❑ Identify staff to coordinate and lead the program ❑ Develop a process for identifying and funding quick build priorities	1-2 Years (2026-2027)

Program Actions

The following are program actions that will support the implementation of active transportation.

Program	Action: What is being suggested?	Description: What is the program?	Action Step: What is a next step(s) to take?	Time Period
Green stormwater infrastructure program	Explore a green stormwater infrastructure (GSI) program	Many cities have developed dedicated GSI programs to guide green stormwater infrastructure projects within road right of ways. The City could expand on their current stormwater practices and begin a program to provide best management practices, standard details, suitable plant and tree selections, and dedicated staff to better integrate GSI into capital projects. The City's Sustainability Officer could coordinate and lead this effort.	❑ Look to other examples of GSI programs ❑ Identify funding sources ❑ Include public works staff in the process ❑ Consider pilot projects to test ideas and track successes	1-2 Years (2026-2027)

Practice Actions

The following are practice or agency procedure actions that will support the implementation of active transportation.

Practice	Action: What is being suggested?	Description: What is the practice?	Action Step: What is a next step(s) to take?	Time Period
Winter maintenance	Prepare to maintain active transportation infrastructure on 2nd St in the winter	Work with the City Engineer and Parks Department to understand staff time and equipment needs for maintaining proposed infrastructure on 2nd St in the winter. Part of this could be understanding design details of active transportation facilities (appropriate widths) and a second part could be identifying which maintenance equipment will be required and who will be responsible for maintenance.	❑ Engage with streets/engineering and park staff to understand current practices and areas for growth ❑ Understand what maintenance agreements are in place on 2nd St ❑ Explore City + private partnership-supported services for volunteer snow removal (e.g. Snow Angels Program) ❑ Research funding opportunities for municipal snow removal on sidewalks + bike facilities ❑ Explore how other cities are maintaining their active transportation infrastructure	1-2 Years (2026-2027)

Practice Actions

The following are practice or agency procedure actions that will support the implementation of active transportation.

Practice	Action: What is being suggested?	Description: What is the practice?	Action Step: What is a next step(s) to take?	Time Period
Design guidance	Formally adopt NACTO guidance and build local best practices while balancing MSA and other technical requirements	Rewriting street design guides can be time intensive and cost prohibitive for many communities. To support implementation of Complete Streets and this Action Plan, adopt or endorse state and national design guides to enable the use of best practices and design flexibility. Such as: • National Association of City Transportation Officials (NACTO) Urban Street Design Guide • NACTO Urban Bikeway Design Guide and Designing for Small Things with Wheels (guidance on e-bikes) • Federal Highway Administration (FHWA) Small Town and Rural Multimodal Networks • MnDOT Bicycle Facility Design Manual	❑ Review and adopt or endorse design guide(s) to be used by city staff and consultants on street projects	1-2 Years (2026-2027)
Complete Streets checklist	Develop a Complete Streets checklist to be used by public works and planning	Complete Streets checklists are used to help put Complete Streets Policies into practice. Checklists are used at the start of any project to summarize data and information about the street and surrounding land use, record details of the project and identify specific improvements that can be incorporated. See an example of a Complete Streets Checklist.	❑ Draft a Complete Streets checklist to use in support of Complete Streets Policy	3-9 Years (2028-2034)

Practice Actions

The following are practice or agency procedure actions that will support the implementation of active transportation.

Practice	Action: What is being suggested?	Description: What is the practice?	Action Step: What is a next step(s) to take?	Time Period
Interagency coordination	Improve existing planning, design, and construction coordination between agencies on capital projects	Capital projects involve a broad coalition of governmental agencies, commissions, and elected officials. Improved coordination can increase efficiency and yield positive outcomes.	❑ Identify all stakeholders in the capital project planning process ❑ Engage stakeholders to better understand areas for improving interagency coordination	3-9 Years (2028-2034)
Citywide street planting guidance	Develop citywide guidelines for street plantings	Expand the City's Urban Forestry practices to include emerging street planting typologies, such as native plants and green stormwater infrastructure plantings, and to include provisions for including street trees on reconstruction and new street projects.	❑ Engage with Urban Forestry staff to understand current practices ❑ Involve Urban Forestry throughout the process ❑ Identify emerging street planting typologies	3-9 Years (2028-2034)

Planning Actions

The following are practice or agency procedure actions that will support the implementation of active transportation.

Planning Effort	Action: What is being suggested?	Description: What is the planning effort?	Action Step: What is a next step(s) to take?	Time Period
One-Way to Two-Way Conversion Study	Planning study focused on the feasibility of a two-way conversion	There is a nearer-term opportunity to study the feasibility of a one-way to two-way conversion ahead of the long-term project of redesigning and reconstructing the roadway. This would allow the City to explore important questions, like whether a bidirectional bus route is possible on the east end of the corridor.	❑ Secure funds to study two-way conversion ❑ Meet with City staff to understand impacts, jurisdictional partners, and scope of the study	3-9 Years (2028-2034)
Future Bus Service Study	Planning study focused on adding bus service	In coordination with a one-way to two-way conversion study, there is an opportunity to explore adding bus service to the corridor ahead of a long-term redesign project. This would allow public transit components, such as bus platforms and stations, integrated bicycle infrastructure, and signalization considerations, to be implemented in future designs.	❑ Coordinate with DTA to identify planned service routes and potential stop locations ❑ Involve DTA staff in future planning and redesign efforts ❑ Determine impacts to bike facilities if contra-flow bus lanes are considered	3-9 Years (2028-2034)

State and Federal Funding for Active Transportation

In addition to local Capital Improvement Program funds, local jurisdictions may seek state and federal funding to assist with development of the active transportation network. Most programs involve applying through one of these agencies:

- Federal Highway Administration (FHWA)
- Minnesota Department of Transportation (MnDOT)
- Minnesota Department of Natural Resources (MNDNR)
- Greater Minnesota Regional Parks and Trails Commission (GMRPTC)
- Legislative-Citizen Commission on Minnesota Resources (LCCMR)

Grants are sometimes also available through organizations that support economic development and tourism, public health, and conservation and the natural environment. Private donations are popular for projects that support community recreation and well-being.

Source	Funds	Purpose
MnDOT Active Transportation Program	Infrastructure Grants, Planning Assistance, Quick Build/Demonstration Projects	Support active transportation capacity building and facilities
MnDOT Safe Routes to School (SRTS)	Planning Assistance and Boost grants	Support current SRTS plans and programs
MnDOT Safe Routes to Schools (SRTS)	Infrastructure Funds	Construct sidewalks; improve crossings on routes to schools
MnDOT (Federal funding)	Transportation Alternatives (TAP)	New pedestrian and bike facilities
MnDOT	State Aid for Local Transportation (SALT)	Highway projects
Water Quality Funding Sources	Mn Board of Water and Soil Resources	Green stormwater infrastructure (GSI) and other water quality improvement projects can have dedicated funding, often via watershed districts

Implementation Next Steps - Putting Our Wheels in Motion

SECTION 5

What can we achieve in **100 DAYS?**

- Create a detailed workplan charting out the path for reallocating roadway space and implementing improvements by the time Union Gospel Mission begins operating on 2nd Street in 2027
- Schedule regular meetings for Local Planning Team to keep up momentum, inviting additional members, including people from the Clean and Safe team and 2nd Street residents
- Begin working with MnDOT to install a pedestrian-activated signal at Mesaba Ave
- Collect "before" data for use in evaluation of improvements
- Modify signal timing to discourage "catching the greens"

What can we achieve in **1-2 YEARS?**

- Develop demonstration project:
  - Develop design and cost estimate for low-cost conversion of travel lane to buffered or protected bikeway and shared use path, mid-block crossings at UGM and Essentia, curb extensions, high visibility crosswalks, and vegetation in movable planters
  - Engage community members in process
  - Bring together stakeholders to find solutions for design, construction, maintenance, and evaluation
  - Procure funding for and install improvements
  - Plan a 2nd Street celebration in conjunction with UGM opening, incorporating corridor beautification
  - Maintain demonstration project until quick-build project is installed
  - Collect data for evaluation
- Review land use and development codes and make changes, if necessary, to support the vision for the corridor
- Develop a quick-build program to support quick-build projects on 2nd St
- Formally adopt NACTO guidance and pursue status as a U.S. City Affiliate Member

What can we achieve in **3-9 YEARS?**

- Develop quick-build project:
  - Evaluate performance of demonstration project and incorporate lessons learned
  - Identify pedestrian and bicycle signal needs, including installing leading pedestrian/bicycle intervals
  - Develop design and cost estimate for improving demonstration projects where applicable and expanding projects where possible
  - Secure funding for and construct quick-build improvements
- Identify opportunity areas for lighting improvements and install pedestrian scale lighting
- Work with MnDOT on Mesaba Avenue intersection redesign
- Develop and implement a wayfinding plan for 2nd Street
- Explore a green stormwater infrastructure (GSI) program
- Develop citywide guidelines for street plantings for use on 2nd Street
- Develop a Complete Streets checklist
- Conduct a planning study focused on feasibility of a one-way to two-way street conversion and adding bus service

What can we achieve in **10+ YEARS?**

- Develop design for full reconstruction of roadway, integrating lessons learned from demonstration and quick-build projects and maintaining the corridor's arterial and emergency roles within the City street network
    - Explore one-way to two-way street conversion
    - Explore integration of future bus service
    - Incorporate street trees, GSI, and native plantings
    - Incorporate furnishing zones, café seating, and parklets
    - Incorporate raised midblock crossings
    - Incorporate lighting
    - Incorporate projects and feedback gathered from ongoing engagement with stakeholders and the public
- Integrate reconstruction in capital plan

How Progress Will Be Measured

Measuring Progress

The Active Transportation Action Plan provides clear, practical measures to help understand whether targeted actions are working, how conditions are changing over time, and what information decision-makers need to take the next step.

Progress will be evaluated across three cross-cutting frames: **Infrastructure and Safety**, **Community Experience and Use**, and **Capacity and Implementation Readiness**. Together, these frames help track progress toward long-term outcomes using a blend of traditional active transportation measures, quality-of-experience indicators, and implementation readiness metrics.

It is a tool to monitor progress in a way that is focused, meaningful, and aligns with the Plan goals.

Forward Movement: What We Measure & Why

Measurement Frames

1. **Infrastructure & Safety**
   Tracks physical improvements, safety outcomes, and the quality of the walking and biking environment. Measures include motorists' speeds, crash trends, crossings upgraded, sidewalk gaps closed, and level-of-quality assessments.

2. **Community Experience & Use**
   Tracks how people feel, perceive, and use the street. Measures include community surveys, comfort levels, parent perceptions of kids walking/biking, and observed or counted walking/biking activity.

3. **Capacity & Implementation Readiness**
   Tracks the systems required to sustain active transportation progress. Measures include funding secured, partnerships strengthened, staff capacity built, policies updated, and stakeholder support.

These measures will help evaluate whether:

- **Projects are being delivered**
- **The public feels safer**
- **Infrastructure is improving in safety and quality**
- **Funding and partnerships are in place to advance the work**
- **Long-term goals are being met**

How Data Will Be Used

This framework is not just about collecting data. It's about using it to:

1. **Inform What We Do Next** – The data informs how to:
   - Determine where safety interventions are needed
   - Shape grant applications with strong supporting evidence
   - Guide long-term capital planning

2. **Communicate Clearly With Elected Leaders, Partners, and the Greater Community** – The data helps tell a compelling, transparent story:
   - Here's what we built
   - Here's what changed
   - Here's how residents feel
   - Here's where we need to focus next

3. **Create a Culture of Incremental, Continuous Improvement** – Regular measurement helps staff and partners:
   - Adapt approaches
   - Evaluate effectiveness
   - Celebrate wins
   - Correct course when needed

What We Can Continue Measuring Over Time

Frame	Focus	Measures
Infrastructure Equity & Safety	*Are we building and maintaining safer, higher-quality places on 2nd Street for everyone to walk, bike, and roll?*	• Vehicle speeds • Number of high-risk intersections improved • Miles of new bike/pedestrian infrastructure • Sidewalk/bike gap closures • Facility quality ratings such as level-of-comfort scores • Crash and injury trends (or proxies like driver yield rates at crossings) • Timeliness of snow clearance
Community Experience & Use	*How do people feel about the street and are they using it?*	• Public perception of safety and comfort • Parent perception of kids' ability to walk or bike • Walking and biking counts year-round • Businesses staying open, and new businesses opening on the corridor
Capacity & Implementation Readiness	*Are we resourced, supported, and structurally ready to deliver the work?*	• Funding secured (grants, capital improvement plans, state and federal dollars) • Staff capacity to implement • Updated policies • Stakeholder and partner alignment • Implementation barriers removed

Practice: How We Will Implement the Framework

To make measurement practical and sustainable:

1. **Use existing data sources first** (speed counts, crash reports, school walk/bike surveys/tallies)
2. **Add low-cost tools gradually** (speed studies, intercept surveys)
3. **Develop an annual "Second Street Progress Report" summarizing key metrics and progress**
4. **Integrate the measures into grant applications and capital planning**
5. **Revisit the framework every 2-3 years to ensure relevance**

Sample Evaluation Framework

Use the following scoring approach to track and assess annually.

Measure	Baseline	Target (x-x years)	Status	Trend
Bike Counts on 2nd Street	TBD	+20%	On track	⬆/⬇
% low-stress segments	35%	60%	Behind	⬇
Resident satisfaction	48%	65%+	On track	⊖
Grant applications submitted	0	2 per year	On track	⬆

⬆/⬇ Variation (e.g., by location, due to season)

⬆ Positive

⬇ Negative

⊖ No Significant Change

A Call to Action

COMMUNITY CHARGE

The design of 2nd Street no longer matches the street's role in the community. Together with the residents, businesses, and organizations that bring life to 2nd Street, the City of Duluth can transform the street into a vibrant and distinctive place with safe, comfortable, and convenient active transportation facilities year-round.

Throughout this planning process, we heard loud and clear that community members want to see roadway space reallocated on 2nd Street to create a safer, more welcoming place. By following a phased implementation approach, Duluth can make the change that is needed on a timeline that aligns with the transition of the west end of the street to Duluth's Human Services Corridor. These changes will save lives and prevent injuries while serving the needs of the people who will be living on and visiting 2nd Street today and into the future.

Closing thoughts from the Active Transportation Plan Committee

"Streets can be places of connection. You can connect with more people by accommodating more modes in all seasons."

"Downtown, 2nd St in particular, can only be as safe as the range of user types who feel comfortable. Day or night."

[Quote from Katie at UGM about the urgency of improving the street for the vulnerable population that will be increasingly using it]