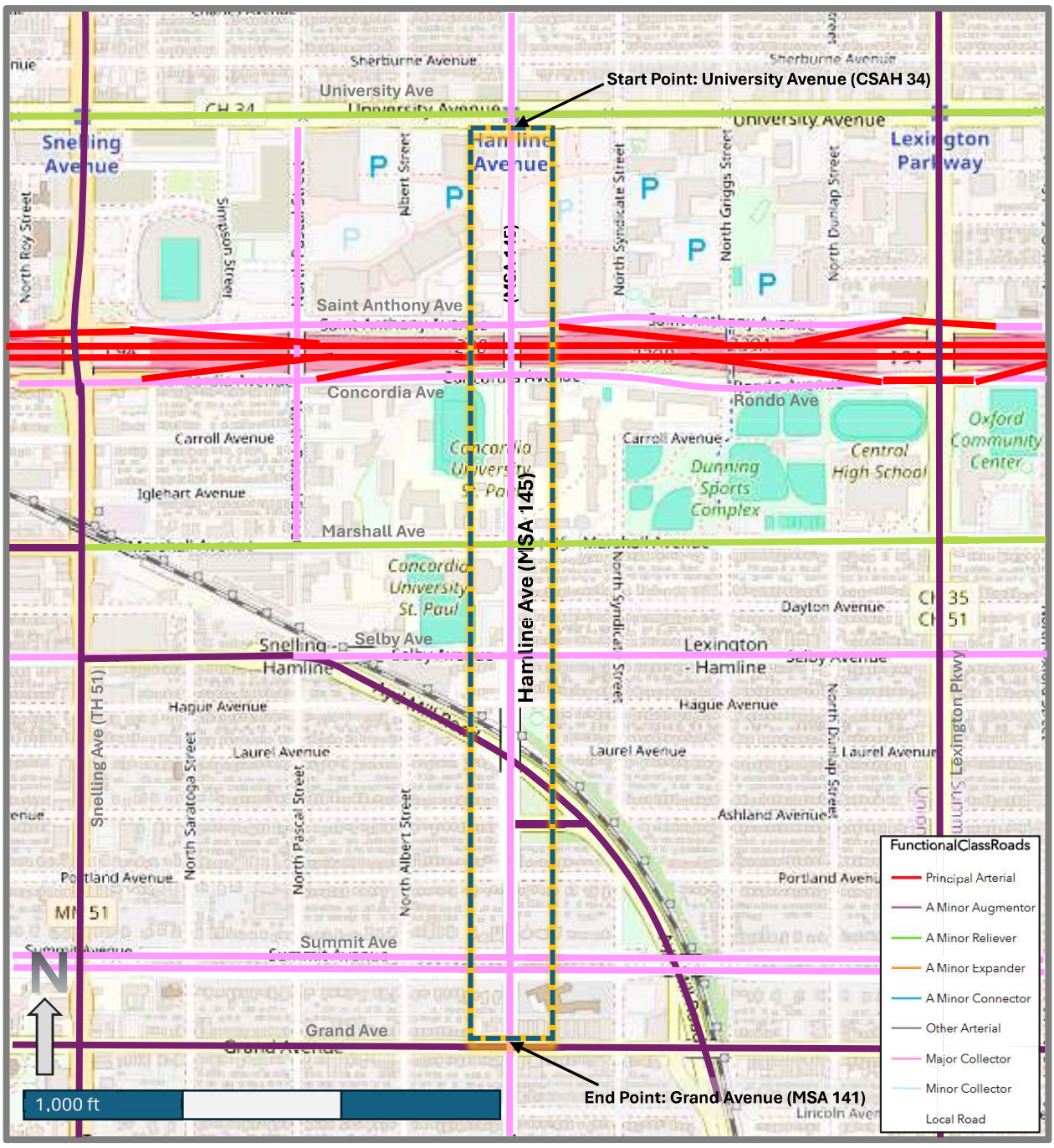
Hamline Avenue (MSA# 145) Functional Classification Change Request

Map of Requested Change Extent – fully within City of Saint Paul in Ramsey County



Regional Functional Classification Change Request Form

ID Number: *Internal Use Only*

Date of Request: *Internal Use Only*

More information about this form, details on the submission process, and contact information for Metropolitan Council staff are available at: https://metrocouncil.org/Transportation/Planning-2/Reports/Highways-Roads/Functional-Roadway-Classification/Functional-Roadway-Classification-Resources.aspx

Click here to view example responses from prior change requests.

Roadway Information

Full Roadway Name: Hamline Avenue
Roadway CSAH # N/A
Roadway MSA # 145
Roadway County Rd # N/A
Request Type: Existing Roadway

Contact Information

Agency/City/County: City of Saint Paul
Contact Person (Name, Title): David Peterson, Construction Coordinator
Phone: 651-266-9724
Fax:
Email: david.peterson@ci.stpaul.mn.us
Address: 24 W. 4th Street, 8th Fl
City: Saint Paul
State: MN
Zip: 55102

Request Information

Please indicate the current and requested classification below. Note that each request may only have one current functional class. If a roadway for a requested change is not currently a single functional class throughout its full length, please split the roadway into several requests, filling out the "Roadway Information" through "Request Information" sections for each request. The "Purpose of Change" and "Principal and Minor Arterial Requests Only" sections need to be completed only once to cover all sections of a roadway if the related requests are noted (see "Dependent Requests" below).

EXISTING ROADWAY ☒ PROPOSED ROADWAY ☐

Current Classification: Major Collector
Requested Classification: A Minor Connector
If other:

Contingent Conditions (Proposed Roadway Only): What future change will cause this alignment to change from proposed to existing? **----------**
Other / Explain:

Change Start Location: University Avenue (CSAH 34, Minor Reliever in Met Council's classification)
Change End Location: Grand Avenue (MSAS 141, Minor Augmenter in Met Council's classification)
Length of Requested Change (Miles): 1.06 mi

Dependent Requests: Requests which are connected and could not be logically approved individually are dependent requests.

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Is this a dependent request? YES ☐ NO ☒
Please provide road name(s) or ID Number(s) of dependent requests (ID Numbers are assigned by Metropolitan Council staff and may not be available if this is the first of several dependent requests):

Multijurisdictional Roadways: For requests related to a roadway which crosses or functions as a jurisdictional boundary (two cities, two counties, etc.), a letter of support is required from the neighboring city/county. For roads which function as municipal boundaries, a letter of support from the adjacent city/township, or a document showing which has jurisdiction for the segment in question, is required. Principal Arterial requests require formal resolutions of support from impacted communities.

Does this request involve other jurisdictions? YES ☒ NO ☐
If "yes" please attach letter(s) of support.

Click here to view example letters of support from prior change requests.

Is this a Principal Arterial request? YES ☐ NO ☒
If "yes" please attach formal resolution(s) of support.

Click here to view example resolutions of support from prior change requests.

Purpose of Change: Please briefly describe why the request is needed (900 words or less).
The City of Saint Paul wishes to submit an application for Hamline Avenue in the regional solicitation's roadway modernization category in 2026, which requires Hamline to be designated a minor arterial. The City requests this change between Grand Avenue and University Avenue for the following reasons:

- Traffic Volume – ranging from ~7400 ADT north of Grand Ave to 15,800 near I-94 and more than 14,000 between I-94 and University. Pre-Covid counts in the blocks adjacent to I-94 were greater than 19,000 ADT.
- Missing Regional Connection – Hamline is part of a regional connection in the principal arterial system between I-94 and I-35E. Ayd Mill Rd connection provides the link to I-35E, and Hamline is one of two roads that provide access to I-94. This surface street connection via Hamline/Snelling (TH 51)-Selby and Ayd Mill is necessary due to a missing freeway connection.
- Redevelopment - Superblocks around Allianz Field (United Village) and between Pascal and Hamline Aves are experiencing redevelopment which will result in greater traffic generation on area roads, including Hamline. Redevelopment will continue for several years on these blocks, and additional redevelopment may occur along University Ave.
- Economic Development – Hamline Avenue links to important commercial and cultural districts, including Grand and Summit Avenues, Concordia University, Target's Midway store, the United Village area, and University Avenue.

Hamline is part of the city's Common Cent sales tax program, whereby residents authorized the city to raise a local sales tax and put those revenues toward reconstructing a number of critical corridors in Saint Paul. This is an important program for revitalizing major streets throughout the city. It is important that sales tax funds leverage additional dollars to ensure that funding is available to complete all work in the 20-year reconstruction program. Enabling Hamline Avenue to be eligible for the regional solicitation would help the overall Common Cent program to be successful.

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In its current condition, Hamline is in serious need of reconstruction and design modernization. It is one of the last two-way, four-lane roads the city operates. These roads are notorious for safety issues, and the city has heard concerns from Concordia University for years about the challenges students have crossing Hamline to travel between campus facilities. Pedestrian traffic is high around Target's Midway store, and pedestrian volumes will likely increase with the United Village redevelopment and the superblock between Pascal and Hamline north of I-94. Pedestrians will be using area roadways, including Hamline Avenue. Finally, Hamline is included on the city's Bicycle Plan for future implementation of a separated bikeway. The reconstruction of Hamline that will be facilitated with regional solicitation dollars help realize that design. In short, the city envisions a truly multimodal, complete street connecting University Avenue to Grand Avenue. The reclassification of Hamline is one part of making that vision a reality.

Typical Roadway Characteristics: Please provide the following information to support the request.

Existing Intersection Treatments: *What types of intersections are present on the segment? (Examples: signalized, stop-controlled, single-lane roundabout, etc.)*
Signalized intersections at: Grand Avenue, Summit Avenue (two signal systems), Ashland Avenue (connection point to Ayd Mill Road), Selby Avenue, Marshall Avenue, Concordia Avenue, St. Anthony Avenue, and University Avenue. Specialized transit signal accommodations exist at University Avenue (for Green Line LRT) and Selby Avenue (B Line BRT).

Local neighborhood side streets are stop-controlled.

Posted Speed: *What is the current posted speed limit on the segment?*
25 mph

Existing Annual Average Daily Traffic (AADT) and Year: *What is the traffic volume on the segment based on the most recent data and when was the information collected? (This data is available for many roadways through MnDOT's Traffic Mapping Application: https://mndot.maps.arcgis.com/apps/webappviewer/index.html?id=7b3be07daed84e7fa170a91059ce63bb*)

Grand to Summit

- 8,548 ADT (10/2018, City of Saint Paul)

Summit to Ashland

- 7,402 ADT (6/2023, City of Saint Paul)
- 6,611 ADT (2023, MnDOT)

Ashland to Selby

- 13,882 ADT (5/2024, City of Saint Paul)
- 13,371 ADT (2023, MnDOT)

Selby to Marshall

- 12,725 ADT (1995, City of Saint Paul – most recent available)

Marshall to Concordia

- 15,758 ADT (5/2024, City of Saint Paul)

- 14,744 (2024, MnDOT)

Concordia to St. Anthony (I-94 bridge segment) – No Counts Available

St. Anthony to University
- 14,294 ADT (5/2024, City of Saint Paul)
- 13,218 ADT (2024, MnDOT)

Estimated Future AADT and Year (Optional): *What traffic volumes are projected for the segment and when will they be reached? (Sources of this information may include recent comprehensive or transportation plans)*

Projected Growth is considered very limited in Saint Paul and along the corridor in general. South of I-94, growth is anticipated to be 0%. North of I-94, based on current and anticipated redevelopment around the Allianz Field site (Stadium Village area) and the retail superblock between Pascal and Hamline Avenue, growth is conservatively estimated to be 0.5%.

		Year	1	5	10	15	20
	Growth Rate	**2024**	**2025**	**2029**	**2034**	**2039**	**2044**
St. Anthony to University	0.50%	14,294	14,365	14,655	15,025	15,404	15,793
Marshall to Concordia	0%	15,758	15,758	15,758	15,758	15,758	15,758

*Counts are based on 2024 City of Saint Paul counts conducted in May 2024.

Source of Estimated Future AADT: *How were projected traffic volumes calculated and/or what was the source of this data? (Local comprehensive plan, transportation plan, etc.)*

The zero percent growth assumption comes from the MnDOT Office of State Aid for Local Transportation, 2025 County Screening Board Data for Ramsey County (https://mdl.mndot.gov/items/m18024).

The conservative growth rate assumed north of I-94 is based on engineering judgment and relates to current redevelopment activities and future redevelopment potential at and near the north end of the corridor, where empty lots and retail areas will be put back into use over the 20-year horizon of the traffic growth analysis.

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Required Attachments

1. **MAP (All Requests):** Please attach an 8.5”x11” map of the requested change in PDF format. Please include all appropriate labels and highlight the roadway in question. Submitted maps must include:

   - North arrow
   - Scale
   - Start and end points of the requested segment
   - Boundaries and labels for requesting community and surrounding communities
   - County boundaries and labels
   - Existing functional classification for surrounding roadways

   Note: Map process may be incorporated directly into online submission form. If separate online map application, change text above to reflect submission of auto-generated maps. If original maps are requested, should discuss list of required map elements suggested above.

2. **LETTERS OF SUPPORT OR DOCUMENTATION OF REQUESTED SEGMENT JURISDICTION (Cross-Jurisdictional Requests Only):** See above.

3. **RESOLUTIONS OF SUPPORT (Principal Arterial Requests Only):** See above.

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Principal and Minor Arterial Requests Only

Criteria: Describe how the requested change to a roadway functional classification complies with the criteria below. The following resources provide additional background information on the concepts addressed through these criteria.

Federal Highway Administration - *Highway Functional Classification Concepts, Criteria and Procedures (2023)*
https://www.fhwa.dot.gov/planning/processes/statewide/related/highway_functional_classifications/index.cfm

Metropolitan Council 2040 Transportation Policy Plan - *Appendix D: Functional Classification Criteria and Characteristics, and MnDOT Access Guidance:*
https://metrocouncil.org/Transportation/Planning-2/Key-Transportation-Planning-Documents/Transportation-Policy-Plan/The-Adopted-2040-TPP-(1)/Final-2040-Transportation-Policy-Plan/2040-TPP-Appendix-D-Functional-Class.aspx

Place Connections: ***How does the roadway connect regional job concentrations, local centers, and freight terminals?*** (500 words or less)

Hamline Avenue connects to a growing commercial and job concentration area along University Avenue and the Green Line Light Rail corridor, where significant redevelopment has been taking place in recent years, as well as currently. It provides a transportation linkage from St. Paul neighborhoods south of the Ayd Mill Road grade separated road and rail corridor to I-94, and thereby to regional job concentration centers in Downtown Minneapolis, Downtown Saint Paul, and near the University of Minnesota, as well as points beyond. Hamline provides a regional connection between two major arterial regional corridors – I-94 and I-35E, via Ayd Mill Road, and to multiple regional job and commercial destinations as a result. The intersection of Hamline and University is designated a Neighborhood Node in Saint Paul's 2040 Comprehensive Plan. Neighborhood Nodes are compact, mixed use areas that provide shops, services, neighborhood-scale civic and institutional uses, recreational facilities and employment close to residences.

Spacing: ***Does the roadway comply with recommended roadway spacing guidelines for principal/minor arterials? (Click here to view spacing guidelines)*** (500 words or less)

Yes. The TPP recommends spacing between 0.5-1.0 mile between minor arterials within urban community destinations. Hamline is 0.5 mile from both Snelling Avenue (TH 51) and Lexington Avenue (CSAH 51).

System Connections & Access Spacing: ***Does the roadway provide access to multiple roadways of lower classification? How is access managed for connecting roadways?*** (500 words or less)

Yes. Access to Hamline from most neighborhood (local) side streets is stop-controlled. Intersections along this corridor are signalized at Grand Avenue (minor arterial), Summit Avenue (major collector), Ashland Avenue (minor arterial), Selby Avenue (major collector), Marshall Avenue (minor arterial), Concordia Avenue (major collector), St. Anthony Avenue (major collector), and University Avenue (minor

reliever).Hamline also has multiple access points from private driveways and public alleys.

Trip-Making Service: ***How does the roadway serve long-distance trips with minimal delay (for principal arterials) or trips of moderate length at a somewhat lower level of mobility (for minor arterials)?*** (500 words or less)

Hamline provides north-south access between Pierce Butler Route (CSAH 33) in the Hamline-Midway neighborhood and Montreal Avenue (TH 51) in the Highland Park neighborhood of Saint Paul. It is one of a handful of north-south roads in this area that provide access across barriers including Summit Avenue, Ayd Mill Road, and Interstate-94. It also provides access between the I-94 corridor and I-35E via Ayd Mill Road (via the Ashland Avenue intersection). This is an important regional connection in the principal arterial network. Hamline allows for minimal delay in that it has no stop-controlled intersections, versus local north-south streets which typically have a stop sign every two blocks.

Mobility vs. Land Access: ***How does the roadway balance vehicle- and person-throughput with providing access to adjacent land uses?*** (500 words or less)

Hamline is well-integrated into its surrounding area, with at-grade access at virtually every intersecting roadway, as well as multiple public and private alley and driveway access points. Hamline crosses a number of busy corridors (e.g. Grand Avenue, Marshall Avenue, University Avenue) where intersections are signal-controlled, limiting the general free flow of traffic along Hamline, which would be undesirable for a busy, urban street. Hamline is signed as a 25-mph roadway and is designed to encourage these types of safe speeds in the city.

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Minor Arterial Impacts:

Does this request impact the Minor Arterial Sub-Designation? YES ☒ NO ☐
If "yes" please provide the following attributes based on Transportation Policy Plan (TPP) Appendix D, Table D-4: http://metrocouncil.org/Transportation/Planning-2/Key-Transportation-Planning-Documents/Transportation-Policy-Plan-(1)/The-Adopted-2040-TPP-(1)/Final-2040-Transportation-Policy-Plan/2040-TPP-Appendix-D-Functional-Class.aspx)

Use: Augmentor – supplements the principal arterial system in more densely developed or redeveloping areas.
Location: Urban center and urban community designation
Trip Length: 1.06
Problem Addressed: Re-designation of Hamline Avenue as an A-Minor Arterial (Augmentor) would allow Hamline Avenue to become eligible for consideration in the Met Council's Regional Solicitation process in the Roadway Modernization category. In terms of volume and purpose, Hamline Avenue appears to fit the definition well of an A-Minor Augmenter in the area where the redesignation is requested. It is a busy roadway providing important linkages within the regional transportation system, as well as connections to local and regional job concentrations and commercial areas.

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---------- ***Committee Staff ONLY***----------

Staff Recommendation:

Consent Approval: -------
Technical Correction: -------
Staff Recommendation:
MnDOT Consent: YES ☐ NO ☐ Comments:
Potential Issues:

Impacts of Change: Describe the impact of this change on functional classification percentages in the jurisdiction and the plan for maintaining balance (300 words or less). [Information required for MnDOT Change Request Form]

Change Tracking:

TAC Planning Record of Decision:	Date:
TAC Record of Decision:	Date:
TAB Record of Decision (PA ONLY):	Date:
MnDOT Notification:	Date:
Geography Recorded: -------	*Date:*
Previous Action ID:	*Date:*