HENNEPIN COUNTY

PUBLIC WORKS BUSINESS LINE

TRANSPORTATION DEPARTMENT

POLICIES FOR COST PARTICIPATION BETWEEN HENNEPIN COUNTY AND OTHER AGENCIES FOR COOPERATIVE HIGHWAY PROJECTS

AS ADOPTED ON FEBRUARY 7, 2012

INTRODUCTION

The attached policies for cost participation will be used by Hennepin County to determine appropriate funding levels for cooperative highway projects with the Minnesota Department of Transportation, municipalities and other agencies.

Cost participation policies were originally established by Hennepin County in 1978. These policies were revised in 1993, 1999 and 2011.

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HENNEPIN COUNTY

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POLICIES FOR COST PARTICIPATION BETWEEN HENNEPIN COUNTY AND OTHER AGENCIES FOR COOPERATIVE HIGHWAY PROJECTS

I. PURPOSE

To establish policies for determining appropriate division of cost participation to be used by Hennepin County in funding cooperative roadway, traffic signal and bridge construction projects with the Minnesota Department of Transportation, municipalities and other agencies.

II. SCOPE

The establishment of cost policy is consistent with Minnesota Statutes, Sections 162.17, 373.01, 471.59 and Amendments.

III. GENERAL POLICIES

- A. The basic premise is that the County pays for costs peculiar to County needs and municipalities pay for costs peculiar to municipal or local needs.
- B. The County may limit its participation to items eligible for reimbursement with County State Aid Highway (CSAH) funds, notwithstanding the specific policies contained in this document. However, the County will not request CSAH funds for project costs assigned to the municipality as a result of the approved cooperative construction agreement, in order not to preclude the municipality from using its Municipal State Aid funds for those project costs.
- C. A greater degree of County participation is afforded municipalities having a population of less than 5,000 because of the function of the County roadways in these areas. It is generally true that these roadways are of greater benefit to County-wide users and of less benefit to local users than is the case for roadways in more urbanized areas. In addition, this would be a form of compensation for the absence of direct State Aid allocations to these municipalities; notwithstanding the present County program of Aid to Municipalities under 5,000 population.

III. GENERAL POLICIES - continued

- D. It is recognized that there may be occasional differences between these policies and written participation policies of the Minnesota Department of Transportation. In those cases, participation will be negotiated by the County Engineer.
- E. When federal aid highway funds are utilized on a County highway project, this policy will be applied to the federal participating items and will be shared proportionally with the municipality. In the event federal or state grant funds are made available to a project on a lump sum basis, the County will determine the items for which those funds will be utilized.

IV. DEFINITIONS

5,000 and Over: A municipality of 5,000 population or more.

<u>Accident Severity Factor:</u> One element of the County's Traffic Signal Ranking System. This factor is used to measure the relative severity of accidents by differentiating between property damage and personal injury accidents in terms of cost.

Bikeway: A bicycle route, bicycle path, or bicycle lane.

- 1. Bicycle Route. A roadway or shoulder signed to encourage bicycle use.
- 2. Bicycle Path. A bicycle facility designed for exclusive or preferential use by persons using bicycles and constructed or developed separately from the roadway or shoulder.
- 3. Bicycle Lane. A portion of a roadway or shoulder designed for exclusive or preferential use by persons using bicycles. Bicycle lanes are to be distinguished from the portion of the roadway or shoulder used for motor vehicle traffic by physical barrier, striping, marking, or other similar device.

County: Hennepin County.

<u>County Engineer:</u> The County Engineer of Hennepin County or a designated representative.

Municipality: Any municipality or township within Hennepin County.

<u>Permanent Traffic Signal:</u> A traffic control signal system normally consisting of metal signal poles with mast arms and underground electrical systems with conduit, cable and handhole installations.

<u>Priority Factor:</u> A number which reflects the sum of the traffic volume factor, the accident susceptibility factor, and the accident severity factor in the County's Traffic Signal Ranking System.

IV. **DEFINITIONS** - continued

<u>Routine Maintenance:</u> Simple, small-scale activities, usually requiring minimal skills or training, associated with regular (daily, weekly, monthly, etc.) and general upkeep against normal wear and tear.

<u>Storm Sewer:</u> A drainage system usually consisting of one or more pipes connecting two or more drop inlets. The purpose is to convey surface runoff water from the inlets to an acceptable outlet.

<u>Street and Pedestrian Lighting:</u> All components normally installed for the purpose of street, and where present, sidewalk/trail illumination.

<u>Standard Specifications:</u> Minnesota Department of Transportation Standard Specifications for Highway Construction, latest edition and/or supplement thereto.

<u>State Aid Manual:</u> Manual published by the Minnesota Department of Transportation outlining State Aid policies and procedures.

State Highway: A highway under jurisdiction of the State of Minnesota.

<u>Temporary Traffic Signal:</u> A traffic control signal system normally consisting of wood poles with signal indications suspended on span wires and overhead electrical systems, or used mast arms and poles taken from other locations.

<u>Trunk Line:</u> Main conveyor of storm sewer system.

Under 5,000: A municipality or township under 5,000 population.

<u>Utilities:</u> Water, heating, electric, storm sewer, gas, sanitary, telephone, cable TV, telegraph, street lighting, fiber optics, etc.

V. ROADWAYS

The County's participation in roadway projects will be as follows:

A. Right of Way Under 5,000 5,000 and Over

100%

50%

The County will not participate in right of way for parking lanes requested by a municipality.

The County's percentage of participation in retaining walls and appurtenances constructed in lieu of right of way will be the same as for right of way. Routine maintenance shall be a municipality responsibility. Wall reconditioning/replacement costs shall be split at the same percentage as the original installation unless a

V. ROADWAYS - continued

municipality's population either rises above or falls below 5,000 between initial construction and subsequent reconditioning/replacement.

Right of way required for wetland mitigation and for surface water retention basins will be at the same participation ratio as the remainder of the project even if the locations of these facilities are not contiguous to the project.

B. Grading

Under/5,000 and Over

100%

C. Surfacing

Under/5,000 and Over

100%

The County will not participate in surfacing of parking lanes requested by a municipality.

D. Storm Sewer

The County's participation is based on the State Aid formula as defined in the State Aid Manual.

The following formula determines the percent eligibility for State Aid funds for trunk storm sewer and catch basins and leads. The formula allows for some contributing drainage areas outside of the State Aid right of way that still results in 100% eligibility for State Aid funds for the storm sewer system. The County's participation in State Aid eligible storm sewer costs (including trunk lines, catch basin/leads, and water quality/retention structures and basins) within the logical touchdown limits of the County highway will be at the percentage in the Cost Participation Summary below. The County will not participate in any portion of the drainage system not eligible for State Aid funding. Storm sewer cost participation for frontage roads shall be determined by the County Engineer.

Routine maintenance of catch basins and leads, and trunk lines serving the County roadway only shall be a County responsibility. Routine maintenance of trunk lines serving areas beyond the County roadway shall be a municipality responsibility.

State Aid Eligibility Formula

% Eligible = 25% + {(State Aid Right of Way Area) (F) / Total Drainage Area} x 100%

F = 1.0 when the area outside State Aid R/W is predominately hard-surface (such as a commercial district)

F= 2.0 where the area outside State Aid R/W is predominately residential

V. ROADWAYS - continued

Cost Participation Summary

	Cost Participation Summary		
	1. State Aid Eligible Under 5,000 5,000 and Over	100% 50%	
	2. Non-State Aid Eligible Under /5,000 and Over	0%	
E.	Concrete Sidewalk		
	New – Under/5,000 and Over	25%	
	Replacement - Under/5,000 and Over	State Aid Eligibility or 100% Whichever is Less	
	Maintenance of sidewalk shall be a municipality responsib	ility.	
F.	Concrete Curb and Gutter (New or Reconstructed) Concurrent with County Construction Project		
	Urban/Suburban Typical Section Under 5,000 5,000 and Over	75% 50%	
	Rural Typical Section* Under 5,000 5,000 and Over *Curb and gutter used to minimize project impacts	100% 100%	
C		y on Decemptory at add	
G.	Concrete Curb and Gutter and Sidewalk for Medians (New Concurrent with County Construction Project	100%	
Н.	I. Concrete Driveway Entrances (New or Reconstructed) Concurrent with County Construction Project		
	Under 5,000 5,000 and Over	75% 50%	

I. Municipal Utility Relocation or Reconstruction

1. Initial installation performed without a permit or not in compliance with a County permit.

Under/5,000 and Over

0%

V. **ROADWAYS** - continued

2. Relocation, reconstruction, improvement, or replacement of unserviceable existing facilities (County Engineer shall determine if existing facility is serviceable or unserviceable).

Under/5,000 and Over

0%

3. Relocation necessitated because of addition of parking lane requested by the municipality.

Under/5,000 and Over

0%

4. In-kind relocation required solely because of County construction procedures. Under/5,000 and Over 100%

5. Adjustment of existing utility structures to accommodate elevation changes at the street surface. This includes items such as adjusting manhole castings and valve boxes. Lateral extension of utility appurtenances such as hydrants, water service valves, etc. required by the road construction are not included in this category unless they are required solely due to the addition of a parking lane requested by a municipality.

Under/5,000 and Over

0%

J. Private Utility Relocation or Reconstruction

Utility is located outside County right of way and/or public purpose easement
Under 5,000 100%
5,000 and Over 50%

Utility is located within County right of way and/or public purpose easement Under/5,000 and Over 0%

K. Noise Walls/Barriers/Mitigation Fences Under 5,000

5,000 and Over

100% of State Aid Eligibility 50% of State Aid Eligibility

The County will share as indicated with a municipality in the cost of noise wall/barrier construction and for fences constructed in lieu of noise walls/barriers. The cost of aesthetic features not eligible for State Aid funding shall be the responsibility of the municipality.

Routine maintenance shall be a municipality responsibility. Noise wall/barrier reconditioning/replacement costs shall be split at the same percentage as the original installation unless a municipality's population either rises above or falls below 5,000 between initial construction and subsequent reconditioning/replacement. The reconditioning/replacement of fences constructed in lieu of noise walls shall be the responsibility of the municipality, unless a separate agreement is made with the property owners.

VI. TRAFFIC SIGNAL SYSTEMS

As traffic volumes increase, the County is being faced with an expanding number of intersections where traffic signals are warranted in accordance with the Manual on Uniform Traffic Control Devices. Installation of marginally warranted traffic signals reduces the efficiency of moving traffic on the County highway system and consumes construction and maintenance funds more appropriately used on higher priority needs. The County must, therefore, be more selective in terms of which traffic signals are installed and the extent of County participation. The County has developed a Traffic Signal Ranking System which reflects traffic volumes and accident susceptibility and severity. This system will be utilized to determine priorities for new traffic signals (both temporary and permanent). As a general policy, the County will not normally install, or allow to be installed, traffic signals at intersections with a priority factor of less than 30. In addition, some elements of County participation may vary depending upon the factors in the Traffic Signal Ranking System.

Municipalities under 5,000 normally will not be required to participate in costs for traffic signal systems.

The County's participation in traffic signal projects with the Minnesota Department of Transportation, municipalities 5,000 and over and other agencies will be as follows:

A. Permanent Traffic Signal System Installations

The County will not normally install, or allow to be installed, traffic signals at intersections with a priority factor of less than 30.

At locations where traffic signals are warranted and have a priority factor of 30 or more in the County's Traffic Signal Ranking System, the construction costs shall be pro-rated as follows. The construction costs include all of the control equipment and standards, signal heads and related items, but does not include the costs of interconnect cable, conduit, and handholes necessary to coordinate traffic signals between intersections. These interconnect costs will be 100% County cost.

1. No Trunk Highways involved:

Two legs of the intersection or less are County roadways.

State Aid Eligibility or 25% Whichever is Less

Three legs or more of the State Aid Eligibility or intersection are County roadways 50% Whichever is Less

2. Trunk Highways involved:

County participation shall be calculated as follows: County cost share x (number of County legs ÷ total number of legs) x 50% If no leg is city/private the County will pay 100% of the County share.

VI. TRAFFIC SIGNAL SYSTEMS - continued

B. Reconstruction of Existing Traffic Signal Systems

Where existing traffic signals are upgraded by installation of a new system, the County's share shall be twice that shown in Paragraph A of Section No. VI.

C. Temporary Traffic Signal Installations

The County prefers that permanent traffic signals be installed initially wherever feasible. In the event that permanent traffic signals are not feasible, the following cost participation policies apply for temporary traffic signal installations:

- The costs for temporary traffic signals installed only for traffic control during construction of a County project shall be paid 100% by the County.
- The municipality will pay the full cost of a temporary traffic signal and will not receive any credit for those costs when a permanent traffic signal is installed if, at the time the temporary traffic signal is installed, the accident severity factor is less than 10 or the priority factor is less than 40.

The following shall apply to temporary traffic signals where the accident severity factor is greater than or equal to 10 and the priority factor is greater than or equal to 40:

- For those temporary traffic signal projects with an accident severity factor greater than 19 or priority factor greater than 49, the municipality will receive credit for 75% of the temporary traffic signal cost when the permanent traffic signal is installed.
- For those temporary traffic signal projects with an accident severity factor of 10-19 or a priority factor of 40-49, the municipality will receive credit for 50% of the temporary traffic signal cost when the permanent traffic signal is installed.
- D. Electrical power shall be furnished by the municipality. Source of power, including transformer, shall be provided by the municipality.
- E. Maintenance for all traffic signals on County roadways shall be furnished by the County when the County is the road authority.
- F. The entire cost of necessary equipment, installation and maintenance of any traffic signal emergency preemption equipment will be borne by the municipality.
- G. Costs for County furnished equipment such as, but not limited to, controller cabinets, mast arms, poles, etc. will be apportioned the same as the traffic signal installation/reconstruction costs.
- H. When street lighting is integral to the traffic signal pole, the cost will be included with installation.

VII. BRIDGES

The County's participation in bridge projects will be as follows:

Under/5,000 and Over

Negotiation by County Engineer

VIII. LIGHTING

Under/5,000 and Over

50% of State Aid Eligible Costs

The County will not participate in the installation of new street lighting as long as the lighting adequately lights the County highway. The County will participate in the installation of pedestrian level lighting along sidewalks/trails if street lighting does not adequately light them or if the pedestrian level lighting can adequately light both the street and sidewalks/trails. Lighting shall become the property of the municipality. Participation in the relocation or reconstruction of existing street lighting will be on the same basis as for municipal utility relocation or reconstruction (see Paragraph I. of Section No. V.).

IX. BIKEWAYS AND MULTIPLE USE TRAILS

The County's participation will be as follows:

A. Bicycle lanes on the highway Under 5,000 and Over

100%

B. Off highway bikeways/multiple use trails New- Under 5,000 and Over Replacement- Under 5,000 and Over

50%

100%

Hennepin County encourages the increased use of bicycles as a means of transportation. To that purpose, it will incorporate bicycle lanes or routes within the highway corridor when feasible and when the bicycle incorporation has logical utility.

Routine maintenance of off highway bikeways and multiple use trails will be the responsibility of the municipality.

X. LANDSCAPING

The County will participate in landscaping to the extent of allowable State Aid participation at a rate consistent with Section XVII. of this policy. The County will not participate in irrigation system costs.

Landscape materials installed shall become the property and maintenance responsibility of the municipality.

XI. UNDERGROUNDING OF OVERHEAD UTILITIES IN VEHICLE RECOVERY ZONE

As a means of enhancing the safety of the roadside, the County will share equally with the municipality in the State Aid eligible cost of undergrounding of overhead utilities in vehicle recovery zones as established in the State Aid Rules to a maximum amount consistent with Section XVII. of this policy.

XII. MULTI-MODAL SUPPORT

To the extent eligible for State Aid reimbursement, the County will share equally with the municipality in the cost of transit shelters, benches, hard paved surfaces at transit shelters and stops, and bicycle racks to provide options for travelers along the corridor. The furnishings shall become the property of the municipality

XIII. ENGINEERING

The County's participation in engineering includes design costs which are costs incurred prior to the award of the contract and contract administration costs which are costs incurred subsequent to the award of contract.

A. Design and/or Contract Administration performed by the County and based on the municipality's share of contract construction.

Under/5,000 and Over

*Negotiation by County Engineer

B. Design and/or Contract Administration performed by the municipality and based on the County's share of contract construction.

Under/5,000 and Over

*Negotiation by County Engineer

XIV. LUMP SUM, PRO-RATA ITEMS

Proposal forms carry lump sum bidding requirements for the items of Mobilization (2021) and Traffic Control (0563).

Field Office and Field Laboratory (2031) are not, strictly speaking, lump sum pay items. However, their general characteristics are such as to require that they be handled the same as Mobilization. A municipality shall be charged a pro-rata share of the above items. Proration shall be based on a percentage factor applied to the cost amounts chargeable to

^{*} Based on current Hennepin County costs.

XIV. LUMP SUM, PRO-RATA ITEMS - continued

the County and the municipality for other construction items. Mobilization, Field Office and Field Laboratory, and Traffic Control are construction items and shall be subject to the negotiated percentage charge for engineering.

XV. INVOICE AMOUNT COMPUTATION

After bids have been received and a contract awarded, and also upon completion of construction, the unit prices shall be substituted for the estimated unit prices/quantities and the percentage ratio established originally shall be recomputed.

XVI. UTILIZATION OF TAX INCREMENT FINANCING

This policy has been included to address the use of Tax Increment Financing on County projects by municipalities. Tax Increment Financing limits expansion of the tax base for new development and, thereby, limits the availability of additional County Property Tax funding which might be used on the County highway system.

The County's participation in a project where Tax Increment Financing is utilized by a municipality will be as follows:

At the time a municipality is requested to approve the preliminary plans for a project, the municipality must identify, by resolution, whether it intends to use Tax Increment Financing for any portion of the project cost. If the municipality elects to use Tax Increment Financing from any Economic Development District for any portion of the project cost, municipal participation will be 50% of the total engineering and construction cost and 100% of the right of way cost for any portion of the project within that municipality.

XVII. ROADSIDE ENHANCEMENT PARTNERSHIP PROGRAM

The Roadside Enhancement Partnership Program has been incorporated into these policies and governs only those projects which are along County road corridors within municipalities located entirely within the Metropolitan Urban Services Area on December 8, 1998 and have been funded from the "Highway Enhancement" element of the 1999 Capital Budget which was established by the County Board of Commissioners on December 8, 1998 (Resolution No. 98-12-701R1).

County highway corridors in municipalities located wholly within the 1999 Metropolitan Urban Services Area (MUSA) were developed during an era when community interest and focus was on the accommodation of the automobile. As a result, those corridors tended to lack aesthetic roadside features and produced somewhat stark conditions with little visual appeal or consideration for mixed use, i.e. intermodal. The goal of the Roadside Enhancement Partnership Program is to enhance the roadside environment of such County highway corridors and bolster community support, in terms

XVII. ROADSIDE ENHANCEMENT PARTNERSHIP PROGRAM - continued

of both acceptance and financial assistance, for projects intended for such enhancement. In addition, the program is intended to increase traveler awareness that such corridors are under the jurisdiction of the County, but are also intended to support the economic viability and sustainability of the communities and neighborhoods through which they traverse.

Program Objectives:

The Roadside Enhancement Partnership Program objectives are to:

- remove unsightly roadside features
- establish the roadway as a good neighbor
- make a positive impression on roadway users
- increase motorist awareness that the road is a County highway
- improve safety for all types of travelers
- promote multi-modal use of the corridor

Program Prioritization for County Funding:

Enhancements Which Improve Corridor User Safety

It is important to improve corridor user safety for motorists, bicyclists, pedestrians and transit patrons as an element of a streetscape enhancement. When municipalities and community organizations develop corridor enhancement programs, the financial incentive offered by the partnership program will focus first on improvements which promote safety. Examples of safety improvements which may also be defined as enhancements to the streetscape include:

- undergrounding of utilities when poles lie within vehicle recovery zones
- construction of off-road bicycle paths which will remove bicyclists from the roadway
- construction of sidewalk where safety of pedestrian traffic, existing or projected, necessitates such action
- installation of transit stops to define locations for patrons and provide shelter from the elements
- installation of street and/or pedestrian lights

Enhancements Which Promote Multi-Modalism

In order to improve modal options available to citizens, the partnership program will provide financial incentive for improvements which offer an alternative to single occupancy vehicles as streetscape enhancements are developed. Examples of multimodal improvements include:

- installation of transit shelters, benches and hard surface paving
- construction of bikeways and multiple use trails
- construction of sidewalks
- installation of bicycle racks

XVII. ROADSIDE ENHANCEMENT PARTNERSHIP PROGRAM - continued

Roadway Beautification

Although projects which promote corridor user safety and multi-modalism are of higher priority within the context of corridor enhancement, improvement of a corridor's visual aesthetic remains a strong priority of the partnership program. The partnership program is intended to restore an aesthetic appeal to the roadside and restore the County road corridor as a "good neighbor" within the community. Examples of roadway beautification elements include:

- planting materials and appurtenances which support their viability (does not include irrigation)
- installation of vertical elements (bollards, banner poles, etc.)
- installation of streetscape materials to establish a theme consistent with area architecture (does not include irrigation)

Screening/Separation of Adjacent Properties

Occasionally, it is necessary to screen abutting properties from a roadway corridor as a means of enhancing the visual aesthetics of the area. Separation of properties from the corridor may also serve to improve corridor user safety (fences separating parking lots from pedestrian ways).

Increase Awareness of County Highway Jurisdiction

In order to improve public awareness of the existence of a road as a County highway, the partnership program will provide a financial incentive for improvements which recognize the County's presence. Examples of elements which increase public awareness include:

- monuments at municipal entries which recognize the County
- roadway/roadside signage which identifies the road as a County route

Ownership/Maintenance of Improvements

The partnership program anticipates that municipalities will become owners of and will be responsible for the maintenance of enhancements financed by the County.

Partnership Program Funding Levels

County funding under the partnership program is not intended to further write down municipal cost participation if funding for these items is provided elsewhere in this policy or from other County funding sources.

Street Light Installation

50%

The partnership program will participate with municipalities to provide adequate, uniform street lighting for the safety of motorists, bicyclists and pedestrians.

Pedestrians Level Light Installation

50%

Where street lighting cannot serve the sidewalk or off road trail, the partnership program will participate in the cost.

If street lighting can serve the sidewalk or off road trail, the partnership program will not participate in the cost.

XVII. ROADSIDE ENHANCEMENT PARTNERSHIP PROGRAM - continued

Undergrounding of Overhead Utilities

50% or 33%

The partnership program will participate with municipalities based upon conditions that exist along the corridor. If the undergrounding is for safety purposes, the partnership program will contribute at a 50% level. If the undergrounding is to enhance the visual aesthetics of the corridor, the partnership program will contribute at a 33% level.

Note: The maximum partnership program contribution for undergrounding overhead utilities will be \$500,000 per centerline mile (project length) under the 50% level and \$330,000 per centerline mile (project length) under the 33% level.

Construction of Sidewalks for Pedestrian Safety

25%

The partnership program will participate where pedestrian safety, existing or projected, necessitates construction of sidewalks.

Enhancements that Promote Multi-Modalism

50%

The partnership program will participate to promote the use of transit by the public, including transit stops, shelters, benches, hard surface paving, bike racks, bikeways and multiple use trails.

Roadway Beautification

33%

The maximum partnership program contribution will be \$330,000 per centerline mile.

Note: Since surface treatments (color, scoring patterns, etc.) have limited visual impact on the motorist, the partnership program will not contribute toward the cost of the improvements.

Screening/Separation of Adjacent Properties

50%

The partnership program will participate equally with municipalities to provide security for corridor users. Examples of security improvements include fencing which separates parking lots from adjacent public bicycle and pedestrian ways and lighting at transit stops.

Increase Awareness of County Highway Jurisdiction

Up to 50%

The partnership program will contribute up to 50% for monuments at municipal boundaries that recognize the County and the road as a County highway.

APPENDIX A

Municipalities Wholly Within the Metropolitan Urban Services Area on December 8, 1998

Bloomington

Brooklyn Center

Brooklyn Park

Crystal

Deephaven

Edina

Excelsior

Fort Snelling

Golden Valley

Greenwood

Hopkins

Long Lake

Medicine Lake

Minneapolis

Minnetonka

Minnetonka Beach

Mound

New Hope

Osseo

Richfield

Robbinsdale

St. Anthony

St. Louis Park

Shorewood

Spring Park

Tonka Bay

Wayzata

Woodland