



Hennepin County Pedestrian Plan

Adopted by the Hennepin County Board of Commissioners, September 24, 2013



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Table of Contents

Executive Summary	3
Implementation of This Plan	4
1. Introduction:	
<i>Why Walking and Pedestrian Planning are Important</i>	5
2. Goals of This Plan	8
3. Context: Geographic and Demographic Characteristics of Hennepin County	9
3.1. Geographic Characteristics	9
3.2. Demographic Characteristics	9
3.3. Health of County Residents	11
4. Existing Conditions	13
4.1. Hennepin County's Current Role in Pedestrian-Related Infrastructure and Encouragement	13
4.2. Pedestrian Safety	18
5. Key Findings From Community Engagement	20
5.1. Influence of Community Engagement on this Plan	21
6. Recommendations	22
6.1. Goal 1: Increase the safety of walking	22
6.2. Goal 2: Increase walking for transportation	33
6.3. Goal 3: Improve the health of county residents through walking	38
6.4. Asset Management	41
6.5. Partnerships	43
7. Performance Measures	45
7.1. Increase the Safety of Walking	47
7.2. Increase Walking for Transportation	47
7.3. Improve the Health of County Residents through Walking	48
8. Priorities for Implementation	49
8.1. Priorities for the Implementation of Recommendations	50
8.2. Priorities for the Location of Plan Implementation	51
9. Funding Sources for Plan Implementation	53
9.1. Hennepin County Funding Sources	53
9.2. State of Minnesota Funding Sources	54
9.3. Federal Funding Sources	55
10. Implementation of the Plan	56

Executive Summary

Hennepin County recognizes that walking and pedestrian infrastructure provide numerous benefits to residents and communities. Walkable communities have a high quality of life, improve personal and environmental health, and promote strong and connected communities and economies.

Every person is a pedestrian at some point in their day, although the role of walking in the daily lives of county residents varies widely. For some residents, their walk is a short stroll from their parking space to their office building. Others walk one mile or more from their home to school or work. Some use a wheelchair to travel from their home to their bus stop. Others walk to exercise, socialize, and experience their neighborhood or park. Despite the diversity of pedestrians and the purpose of their trips, people share a common desire for a safe, comfortable, and convenient pedestrian experience.

This plan addresses Hennepin County's role in making walking a safe and easy choice for residents. The purpose of this document is to guide the implementation of improved opportunities for walking within Hennepin County, while remaining consistent with adopted policies and improving health outcomes. This plan provides recommendations to reach three goals:

GOAL 1 Improve the safety of walking

GOAL 2 Increase walking for transportation

GOAL 3 Improve the health of county residents through walking

RECOMMENDATIONS TO IMPROVE THE SAFETY OF WALKING

- Make it easier and safer for pedestrians to cross county roads
- Work strategically to reduce pedestrian-vehicle crashes
- Expand the network of sidewalks and trails along county roads

RECOMMENDATIONS TO INCREASE WALKING FOR TRANSPORTATION

- Review all county projects for opportunities to improve conditions for walking
- Create complete streets design guidelines for county roadways
- Enhance pedestrian connections to transit

RECOMMENDATIONS TO IMPROVE THE HEALTH OF COUNTY RESIDENTS THROUGH WALKING

- Focus our work on improving pedestrian safety and convenience in areas of the county with higher rates of chronic disease
- Improve pedestrian safety and access to schools



IMPLEMENTATION OF THIS PLAN

This plan identifies priority locations where the enhancement of pedestrian infrastructure has the greatest potential impact on pedestrian safety and rates of walking. The highest priority locations for plan implementation are in Minneapolis and its inner ring suburbs. Many of these locations currently have pedestrian facilities on both sides of the street, but these locations should be considered for pedestrian safety improvements such as pedestrian crossing improvements and sidewalk reconstruction.

In second ring suburban communities and western Hennepin County, high priority locations are identified around commercial and town centers, with most other areas identified as medium to low priority. There are fewer pedestrian facilities along county roads in most second ring suburbs and western Hennepin County. In these locations, the county should focus on the addition of sidewalks and trails to increase opportunities for walking.

The priorities identified are meant as a guide for the implementation of this plan and not as a substitute for field visits, community engagement, or other information gathering. There may be some locations identified as high priority that may have little to no demand for pedestrian facilities, while a location identified as low priority may actually benefit greatly from a pedestrian safety improvement.

Implementation of the Hennepin County Pedestrian Plan will be led by Hennepin County Public Works. This plan will guide the county's work through the year 2020. The county's work in the first year of implementation will focus on recommendations that have been identified as high priority, including:

- Formalize an internal procedure for evaluating pedestrian safety needs at specific locations.
- Evaluate and prioritize improvements to pedestrian crossings.
- Work with cities to encourage applications for the Sidewalk Participation Program funds to construct high priority sidewalks.
- Work with cities, school districts, and park districts to encourage the construction of pedestrian facilities along county roads within ½ mile of schools and parks.
- Establish an internal procedure for pedestrian-oriented review of county projects.
- Develop a comprehensive, county-wide strategy for improving pedestrian safety and access to schools.

Several Hennepin County funding sources will be used to implement this plan, including the county's Sidewalk Participation Program. The county will also seek funding from several state and federal funding sources.

1

Introduction:

Why Walking and Pedestrian Planning are Important to Hennepin County

Hennepin County’s mission is to enhance the health, safety, and quality of life of our residents and communities. We envision a future where residents are healthy and successful and where our communities are safe and vibrant. The county’s mission and vision are directly supported by this pedestrian plan.

Walkable communities are strong, healthy communities. When walking is easy and safe, residents can easily integrate walking into their daily lives and experience the health benefits of regular physical activity. Pedestrian infrastructure provides an alternative to short auto trips, promoting a healthy environment and reduced vehicle emissions. Pedestrian infrastructure provides safety, mobility, and efficiency benefits for all users of the transportation system. Walkable communities have a high quality of life and encourage social interaction. Residents, and businesses are attracted to communities where walking is easy and safe. Hennepin County’s work to create walkable communities will enhance the county’s tax base through increased residential and commercial development.

1.1 IMPROVE PEDESTRIAN SAFETY

Hennepin County is committed to improving safety for pedestrians. This plan includes strategies to meet the county’s goal to reduce the number of pedestrian-vehicle crashes. In addition to this goal, the county is working toward a goal of zero fatalities on the county transportation system. Real and perceived concerns about traffic safety have an impact on the decision to walk to a destination. Improving pedestrian safety complements the plan’s goal of increasing walking for transportation and recreation.

1.2 PROVIDE TRANSPORTATION CHOICES

The county works to meet the needs of all transportation system users, whether on foot, bike, transit, or automobile. The Hennepin County Board has adopted goals to provide mobility and choice to meet the diversity of transportation needs in the county. County roads are important transportation corridors for all modes, providing access to many community destinations, such as employment centers, schools, parks, grocery stores, and other retail. Walking is also the primary means of access to public transit. In some areas of the county, county roads are some of the few direct routes through a community. It is important to provide safe and convenient options for people to walk to destinations using county roads, as county roads may provide the most direct route to destinations.

Walking also has the potential to help manage congestion on the county road system. In the Twin Cities Metropolitan Area, 14% of trips are one mile or less. 65% of these short trips are made in an automobile.¹ Many short trips could be made on foot, relieving some of the pressure on the county road system. Furthermore, 10% of county households do not have access to a vehicle.² Safe pedestrian facilities support the mobility of residents without access to a vehicle. For these reasons, pedestrians are important users to plan and provide for in the county transportation system.

INTRODUCTION

GOALS

CONTEXT

EXISTING CONDITIONS

KEY FINDINGS

RECOMMENDATIONS

GOAL 1

GOAL 2

GOAL 3

PERFORMANCE MEASURES

PRIORITIES

FUNDING

IMPLEMENTATION

1. Metropolitan Council 2000 Travel Behavior Inventory, Summary of Travel Time and Trip Length: http://www.metrocouncil.org/planning/transportation/TBI_2000/TravelTimeTripLength_7County.pdf

2. US Census, 2009-2011 American Community Survey 3 year estimate

1.3 IMPLEMENT HENNEPIN COUNTY’S COMPLETE STREETS POLICY

Hennepin County adopted a complete streets policy in 2009. The policy states that the county will enhance safety, mobility, accessibility and convenience for all users, including pedestrians, bicyclists, transit riders, motorists, commercial and emergency vehicles. The goals of this pedestrian plan are aligned with the county’s complete streets policy. This plan furthers the implementation of the county’s complete streets policy by identifying projects and practices to expand the network of complete streets in the county.

1.4 COMPLEMENT TRANSITWAY PLANNING IN HENNEPIN COUNTY

The county plays a strong role in the planning and development of transitways in the Twin Cities. Most transit trips begin and end with a walk. Over 90% of transit trips are combined with walking to and from the bus station or transit stop.³ Safe and convenient pedestrian facilities enhance use of transit. Pedestrian planning complements transitway planning by creating a framework for pedestrian infrastructure to support transit ridership.

1.5 IMPROVE ADA ACCESSIBILITY

Accessibility for all pedestrians is a priority of the county. Hennepin County is currently developing an Americans with Disabilities Act (ADA) Transition Plan to bring county roadways, sidewalks, buildings, programs, and policies in compliance with ADA. The Hennepin County Pedestrian Plan complements the county’s work to improve accessibility by supporting the expansion of the sidewalk and trail network, as well as improvements to pedestrian crossings. All new pedestrian infrastructure is required to be ADA-compliant.

1.6 IMPROVE THE HEALTH OF COUNTY RESIDENTS

Hennepin County is a leader in promoting public health through increased physical activity. Walking is an easy way for children and adults to integrate regular physical activity into their daily routines. Regular physical activity reduces the risk of heart disease, diabetes, high blood pressure, and helps control weight.⁴ Forty percent of adult county residents report having at least one of the following chronic diseases and conditions: high cholesterol, heart disease, high blood pressure, or diabetes. Fifty-three percent of county adults are overweight or obese.⁵ These conditions have significant effects on quality of life, mortality, and health care costs. Nationally, the annual health care cost for obesity alone is estimated to be \$148 billion.⁶ All of these diseases and conditions can be improved by increased physical activity such as walking. Numerous studies have shown sidewalks to be associated with increased rates of walking and better physical health.⁷ Pedestrian planning is part of a comprehensive public health strategy to reduce rates of chronic disease by improving pedestrian conditions to encourage walking for transportation and recreation.

3. Pucher, John and Buehler, Ralph, “Walking and Cycling in the United States, 2001-2009: Evidence from the National Household Travel Surveys,” September 2011

4. Centers for Disease Control and Prevention, “Healthy Places – Physical Activity”: <http://www.cdc.gov/healthyplaces/healthtopics/physactivity.htm>

5. Hennepin County SHAPE Survey, 2010

6. Centers for Disease Control and Prevention, “Lean Works – A Workplace Obesity Prevention Program” <http://www.cdc.gov/leanworks/>

7. Active Living Research, “Active Transportation: Making the Link from Transportation to Physical Activity and Obesity,” 2009

INTRODUCTION

GOALS

CONTEXT

EXISTING CONDITIONS

KEY FINDINGS

RECOMMENDATIONS

GOAL 1

GOAL 2

GOAL 3

PERFORMANCE MEASURES

PRIORITIES

FUNDING

IMPLEMENTATION

This plan also considers the role that pedestrian planning plays in reducing health disparities. Health disparities are defined as differences in the rates of disease among different population groups. In Hennepin County, low income populations have higher rates of chronic disease than the county as a whole. This plan identifies geographic areas with clusters of low income populations and uses this information to establish priorities for pedestrian improvements in areas with the greatest health needs.

1.7 SUPPORT HENNEPIN COUNTY ENVIRONMENTAL INITIATIVES

Hennepin County is committed to reducing greenhouse gas emissions through its Cool County Initiative. The county's goal is to reduce greenhouse gas emissions by 80% by 2050. To reach this goal, Hennepin County must consider how to reduce greenhouse gas emissions from transportation. This plan supports the Cool County initiative with strategies to support transit use and encourage walking as an alternative to short vehicle trips.



INTRODUCTION

GOALS

CONTEXT

EXISTING CONDITIONS

KEY FINDINGS

RECOMMENDATIONS

GOAL 1

GOAL 2

GOAL 3

PERFORMANCE MEASURES

PRIORITIES

FUNDING

IMPLEMENTATION

APPENDIX

2 Goals of This Plan

The recommendations of this plan are guided by the following goals:

1. INCREASE THE SAFETY OF WALKING

Improving pedestrian safety is the primary goal of this plan. This plan includes strategies to promote safe behavior by pedestrians and motorists through improvements to pedestrian infrastructure along and across Hennepin County roads. This goal supports Hennepin County's goal to improve safety for all users of the transportation system.

Measures:

- Number of pedestrian-vehicle crashes
- Severity of pedestrian-vehicle crashes

2. INCREASE WALKING FOR TRANSPORTATION

Walking has the potential to replace short auto trips and is the primary means of access to public transit. This plan includes strategies to encourage walking by making it easier and more comfortable to walk. These strategies include improvements to pedestrian infrastructure, improvements to the planning and design process, and enhancing pedestrian connections to transit.

Measures:

- Miles of sidewalk and trail along county roadways
- Percent of county residents who walk to work
- Percent of county residents who walk to other destinations
- Annual pedestrian counts

3. IMPROVE THE HEALTH OF COUNTY RESIDENTS

Walking for transportation and recreation is an easy way for children and adults to integrate regular physical activity into their routines. This plan prioritizes pedestrian projects, programs, and policies with the greatest potential to increase walking and in the geographic areas with the greatest needs for health improvements. Strategies under this goal also include Safe Routes to School programs and walking encouragement programs.

Measures:

- Percent of county residents who are overweight or obese

INTRODUCTION

GOALS

CONTEXT

EXISTING CONDITIONS

KEY FINDINGS

RECOMMENDATIONS

GOAL 1

GOAL 2

GOAL 3

PERFORMANCE MEASURES

PRIORITIES

FUNDING

IMPLEMENTATION

3

Context:

Geographic and Demographic Characteristics of Hennepin County

3.1 GEOGRAPHIC CHARACTERISTICS

Hennepin County is the most populous county in Minnesota, with approximately 1.2 million residents. Transportation, land use, and development patterns vary widely throughout the county, from urban Minneapolis to inner ring suburbs, outer ring suburbs, rural areas and small towns. These differences result in a variety of pedestrian environments. Urban, inner ring suburban and small town environments tend to be more walkable. Sidewalks, a connected street grid, and the proximity between residential, institutional, and commercial land uses may make it easy for residents to walk to many destinations in their community. Outer ring suburbs and rural areas tend to be less walkable. Sidewalks and trails may not exist or may not connect to community destinations. Frequently accessed land uses may not be located in close proximity.

Population density is important to consider because it can be an indicator of walkability or the potential for walkability. High density areas tend to have development patterns that are more conducive to walking. Residential areas are often closer to community destinations. High density areas tend to have sidewalks and a connected street grid. Density is also an indicator of the potential users of a new pedestrian facility, or the potential population that will benefit from a pedestrian safety improvement. Population density is highest in Minneapolis, first ring suburbs, and several second ring suburbs: Richfield, St. Louis Park, Hopkins, Edina, Robbinsdale, New Hope, Crystal, Brooklyn Center, Brooklyn Park, and Osseo. Population density decreases in the western half of the county. However, some smaller communities in western Hennepin County have dense small town development patterns, such as Loretto and St. Bonifacius.

3.2 DEMOGRAPHIC CHARACTERISTICS

The population of Hennepin County is aging. Eleven percent of the county is age 65 or older. Baby Boomers comprise 26% of the population.¹ As the county population ages, Hennepin County will need to address the different pedestrian needs of this population. The walking speeds of older adults are slower than the walking speeds of younger adults. To adequately meet the needs of this population, Hennepin County will need to consider improvements to pedestrian crossings to provide for slower walking speeds.

In Hennepin County, median household and family income has been declining and poverty rates have been increasing. The poverty rate for families has increased from 5% in 1999 to 9% in 2010.² As household and family income has declined, fuel prices have increased. Household transportation budgets have been stretched. Providing walkable environments can help reduce the burden of transportation costs for residents by making it easier to meet some of their transportation needs through walking and transit use.

INTRODUCTION

GOALS

CONTEXT

EXISTING CONDITIONS

KEY FINDINGS

RECOMMENDATIONS

GOAL 1

GOAL 2

GOAL 3

PERFORMANCE MEASURES

PRIORITIES

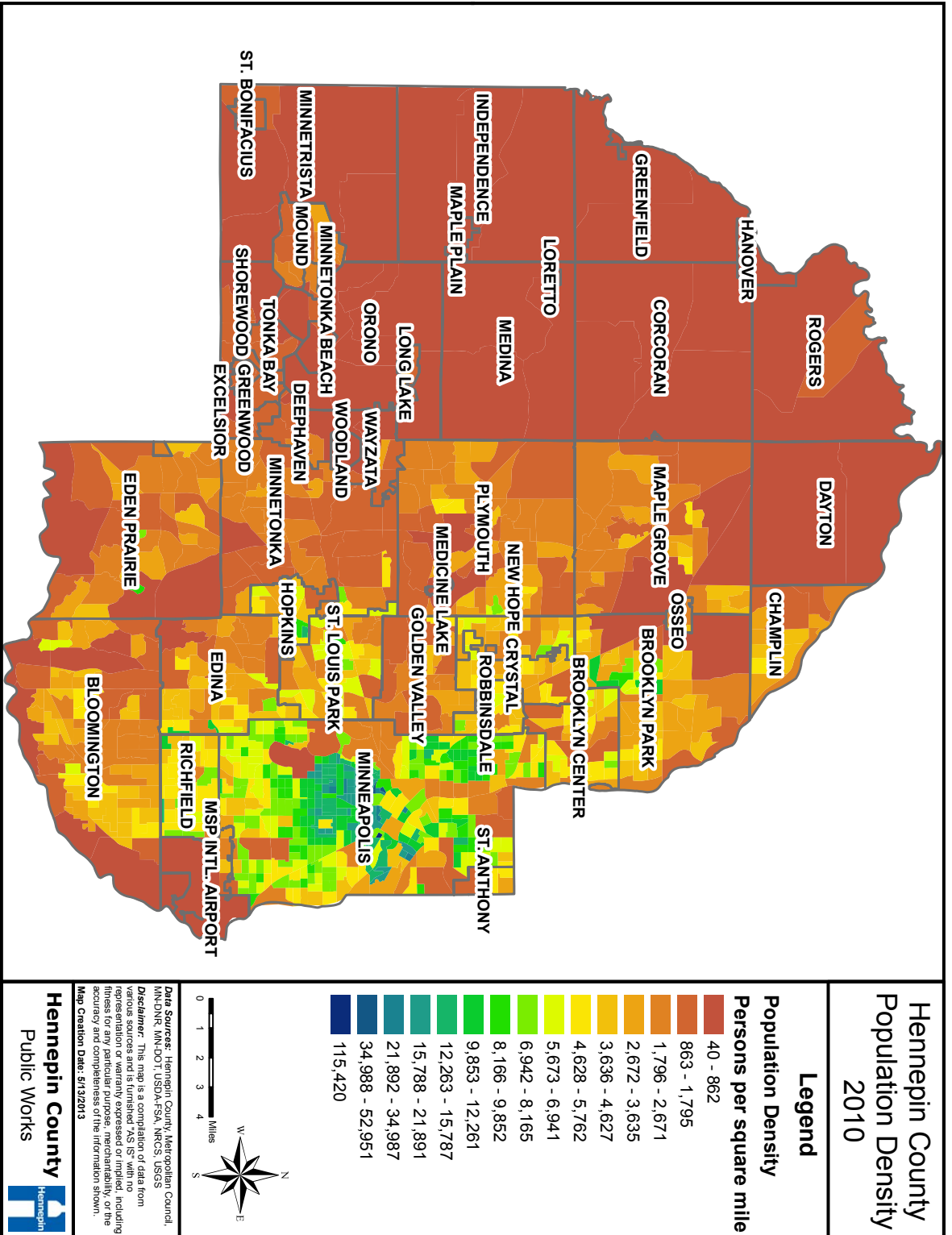
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IMPLEMENTATION

1. Hennepin County Research, Planning & Development Department, "Hennepin County 2010 Population Demographics: Age, Gender, Race and Location"

2. Hennepin County Research, Planning & Development, "Hennepin County 2010 Population, Income, and Poverty Fact Sheet," December 2011.
http://hennepin.us/files/HennepinUS/Research%20Planning%20and%20Development/Research/WSHC2010Pop_Income_Pover.pdf

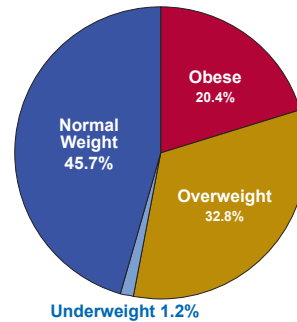
- INTRODUCTION
- GOALS
- CONTEXT
- EXISTING CONDITIONS
- KEY FINDINGS
- RECOMMENDATIONS
- GOAL 1
- GOAL 2
- GOAL 3
- PERFORMANCE MEASURES
- PRIORITIES
- FUNDING
- IMPLEMENTATION



3.3 HEALTH OF COUNTY RESIDENTS

Regular physical activity reduces the risk of heart disease, diabetes, high blood pressure, and helps control weight.³ Regular physical activity also has mental health benefits such as reduced risk of depression.⁴ Walking is an easy way for county residents to achieve the recommended 30 minutes a day of physical activity.⁵ Pedestrian planning is part of a comprehensive public health strategy to reduce rates of chronic disease by encouraging walking for transportation and recreation.

The obesity rate in Hennepin County has increased from 13.7% in 1998 to 20.4% in 2010. Nearly thirty-three percent of county residents were overweight in 2010. Hennepin County has a lower obesity rate than the national average of 27.6%. However, there are statistically significant disparities in obesity rates between different populations in the county. Adults ages 55-64 have a 27.1% obesity rate, the highest among age groups in the county.⁶

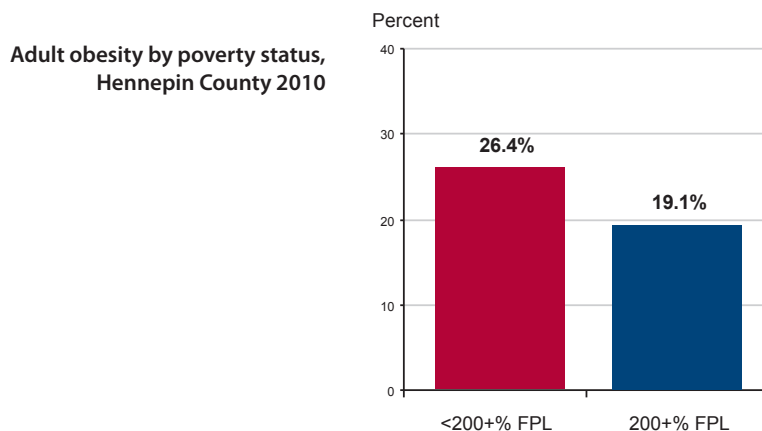


Adult weight status based on self-reported height and weight

There are significant disparities in the obesity rate based on household income (see pg 11). Adults in households earning less than 200% of the federal poverty level (FPL) have a 26.4% obesity rate, compared to 19.1% of adults in households above this threshold.

Disparities also exist between racial and ethnic groups (see pg 12) White adults have an 18.4% obesity rate, while US-born Black adults have a 38.5% obesity rate and Hispanic/Latino adults have a 29.5% obesity rate.

Obesity rates also vary by geography. The lowest rates are in the south, central, and eastern portions of Minneapolis and in the western inner ring suburbs. The greatest obesity rates are in North Minneapolis, the southern inner ring suburbs, and the northwest inner and outer ring suburbs. Understanding disparities in obesity rates in the county can help target the strategies of the pedestrian plan to the areas with the greatest health needs.



3. Centers for Disease Control and Prevention, “Healthy Places – Physical Activity”: <http://www.cdc.gov/healthyplaces/healthtopics/physactivity.htm>

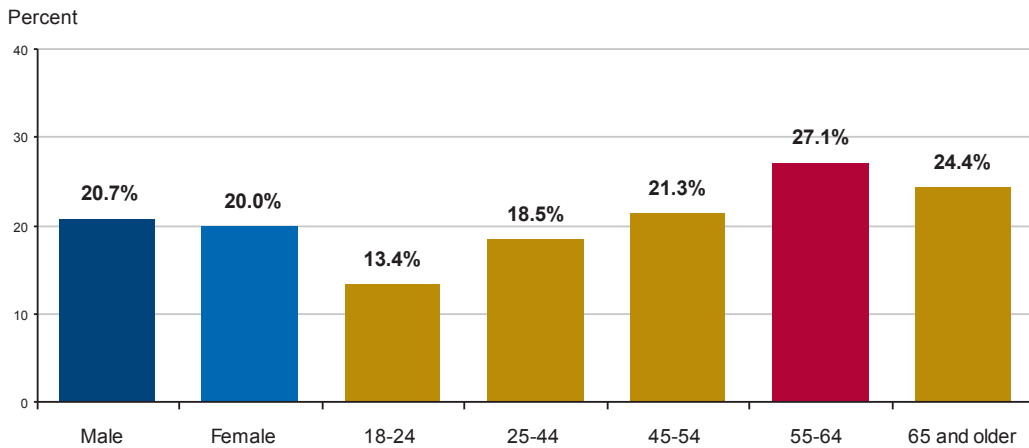
4. Centers for Disease Control and Prevention, “Physical Activity and Health”: <http://www.cdc.gov/physicalactivity/everyone/health/#ImproveMentalHealth>

5. Centers for Disease Control and Prevention, “Physical Activity”: <http://www.cdc.gov/physicalactivity/everyone/guidelines/adults.html>

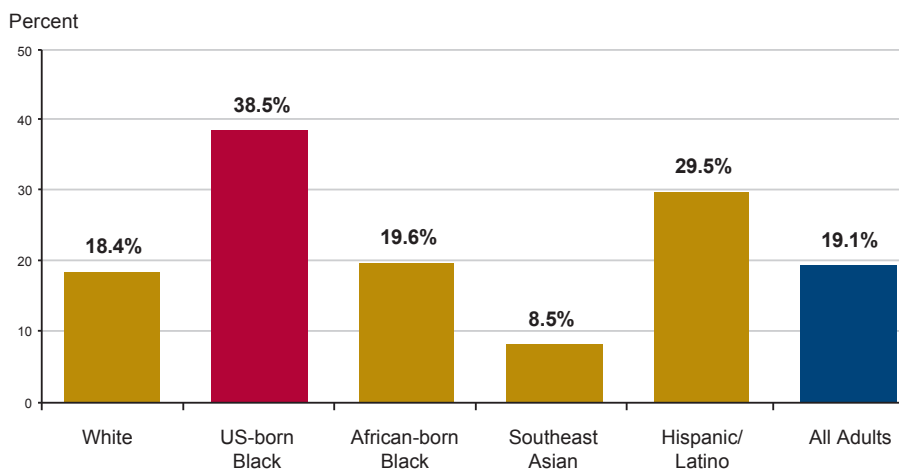
6. All data on the weight status of Hennepin County Residents is from the Hennepin County Survey of the Health of All the Population and the Environment (SHAPE)

- INTRODUCTION
- GOALS
- CONTEXT
- EXISTING CONDITIONS
- KEY FINDINGS
- RECOMMENDATIONS
 - GOAL 1
 - GOAL 2
 - GOAL 3
- PERFORMANCE MEASURES
- PRIORITIES
- FUNDING
- IMPLEMENTATION

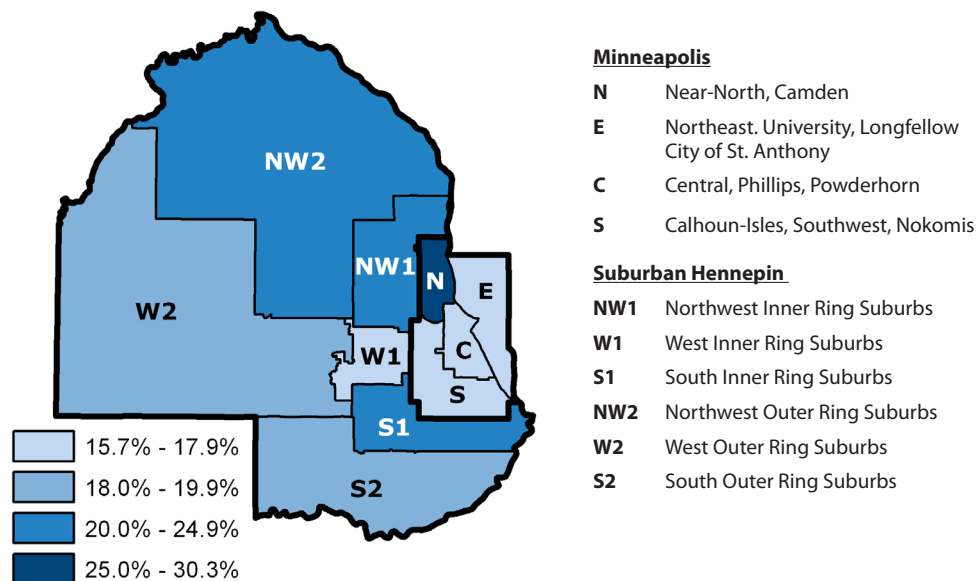
Adult obesity by gender and age, Hennepin County 2010



Obesity rates by race/ethnicity, 2010



Obesity rates by SHAPE district, 2010



4 Existing Conditions

4.1 HENNEPIN COUNTY’S CURRENT ROLE IN PEDESTRIAN-RELATED INFRASTRUCTURE AND ENCOURAGEMENT

Below is a summary of Hennepin County’s role in pedestrian-related infrastructure, education, encouragement, enforcement, and evaluation.

For more information on existing conditions and Hennepin County’s current role in pedestrian related infrastructure:

- *Appendix B: Planning and Policy Context*

4.1.1. INFRASTRUCTURE

Sidewalks along county roads are typically reconstructed as part of street reconstruction projects. Stand-alone sidewalk projects along county roads are typically designed and constructed by municipalities. The county leads a program to replace pedestrian curb ramps along county roads in order to bring curb ramps into compliance with ADA. The county installs and maintains crosswalks on most Hennepin County roads. Crosswalk maintenance is a priority and painted crosswalk striping is typically refreshed on an annual basis. The county installs mid-block crosswalks on a case by case basis.

Hennepin County is not responsible for the maintenance of sidewalks. Maintenance of sidewalk surfaces is the responsibility of the municipality in which they are located. Snow and ice removal is the responsibility of the adjacent property owner or the municipality, depending on municipal ordinances and maintenance agreements.

The county manages the installation, maintenance, and timing of most traffic signals on Hennepin County roads. Countdown timers are the current standard for pedestrian signals. All new signals include countdown timers. Countdown timers are being installed on existing signals as part of a county program to upgrade to energy-efficient LED (light emitting diode) traffic signals. Accessible Pedestrian Systems (APS) are installed on a case by case basis. All new signals are built to easily add APS at a later date.

4.1.2. ENCOURAGEMENT, ENFORCEMENT AND EDUCATION

Hennepin County administers several pedestrian encouragement and education programs. These programs include Health @ Work, Step To It, Safe Routes to School, and Active Living Hennepin County. Hennepin County does not currently play a role in law enforcement campaigns to improve compliance with pedestrian-related laws.

4.1.3. EXISTING PEDESTRIAN FACILITIES

There are a total of 508 miles of pedestrian facilities along county roads as of 2012, including both sidewalks and multi-use trails. This figure counts one mile of road with sidewalk on both sides as two miles of pedestrian facilities. Sidewalks are the majority of pedestrian facilities along county roads.

MILEAGE OF PEDESTRIAN FACILITIES ALONG HENNEPIN COUNTY ROADS	
Sidewalk	406 miles
Multi-use trail	102 miles
TOTAL PEDESTRIAN FACILITIES	508 MILES

- INTRODUCTION
- GOALS
- CONTEXT
- EXISTING CONDITIONS**
- KEY FINDINGS
- RECOMMENDATIONS
- GOAL 1
- GOAL 2
- GOAL 3
- PERFORMANCE MEASURES
- PRIORITIES
- FUNDING
- IMPLEMENTATION

Hennepin County manages 573 centerline miles of county roads. One centerline mile is defined as one linear mile of roadway, regardless of the number of lanes on the roadway. Approximately 226 centerline miles of county roads have pedestrian facilities on both sides of the road. Approximately 89 centerline miles of county roads have pedestrian facilities on one side of the road. There are no pedestrian facilities on approximately 258 centerline miles of county roads.

CENTERLINE MILES OF COUNTY ROADS WITH PEDESTRIAN FACILITIES	
Pedestrian facilities on both sides of the road	226 centerline miles
Pedestrian facilities on one side of the road	89 centerline miles
No pedestrian facilities	258 centerline miles
TOTAL CENTERLINE MILES OF COUNTY ROADS	573 CENTERLINE MILES

INTRODUCTION

GOALS

CONTEXT

EXISTING CONDITIONS

KEY FINDINGS

RECOMMENDATIONS

GOAL 1

GOAL 2

GOAL 3

PERFORMANCE MEASURES

PRIORITIES

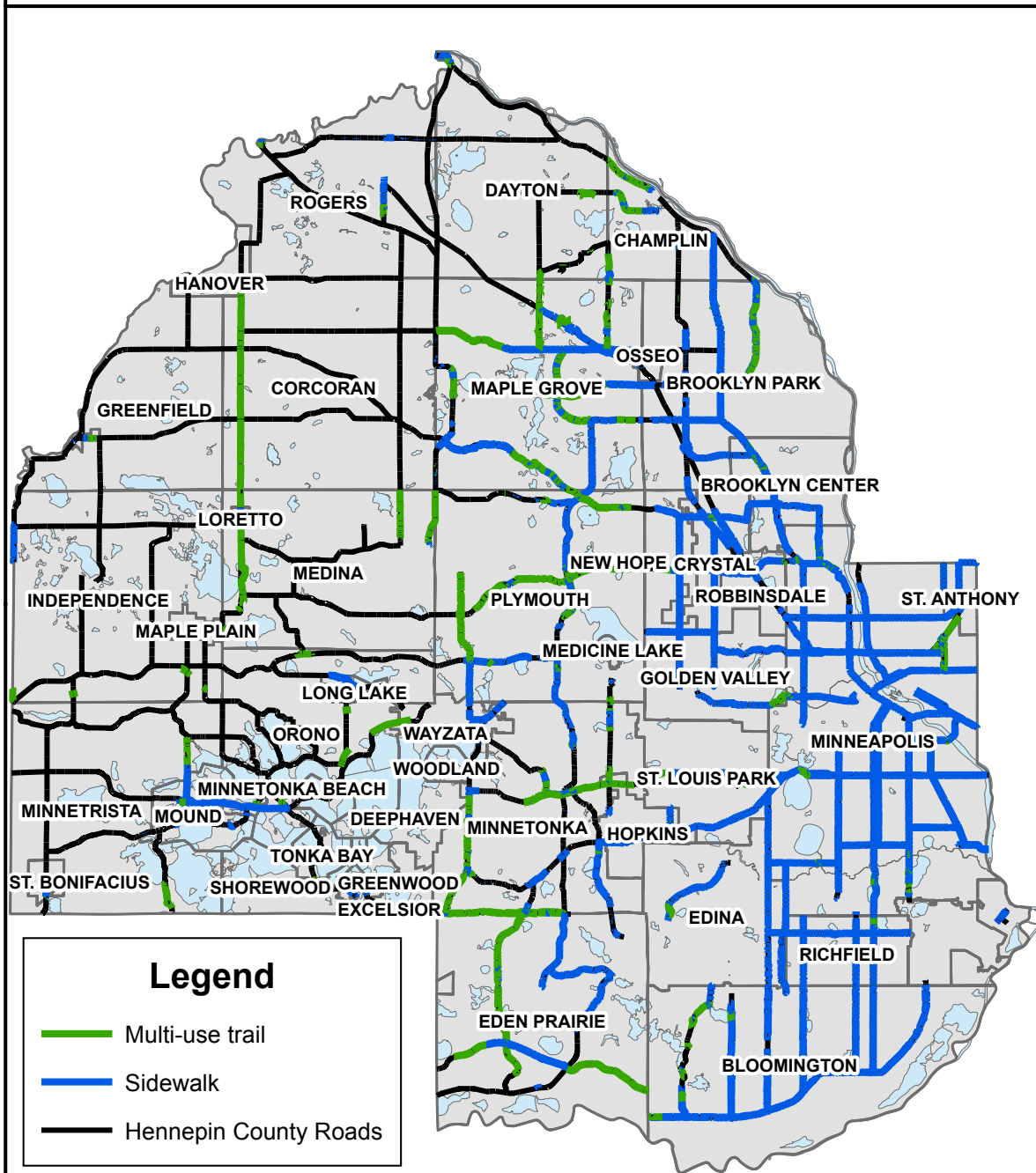
FUNDING

IMPLEMENTATION

The maps on the following pages show the location of pedestrian facilities along county roads as of 2012. In Minneapolis and its inner ring suburbs, most streets have a sidewalk along at least one side of the roadway. Sidewalk condition varies within Minneapolis and inner ring suburbs. Some sidewalks are narrow and do not have a buffer between the sidewalk and roadway. In some locations, utility poles and other barriers create accessibility problems for people using wheelchairs and other assisted mobility devices. Most pedestrian facilities in second ring suburbs are multi-use trails. The western half of the county has fewer pedestrian facilities along county roads. Most of these facilities are multi-use trails.



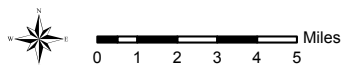
Existing Sidewalk and Trail along Hennepin County Roads



Map Creation Date: 5/13/2013

Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, NRCS, USGS

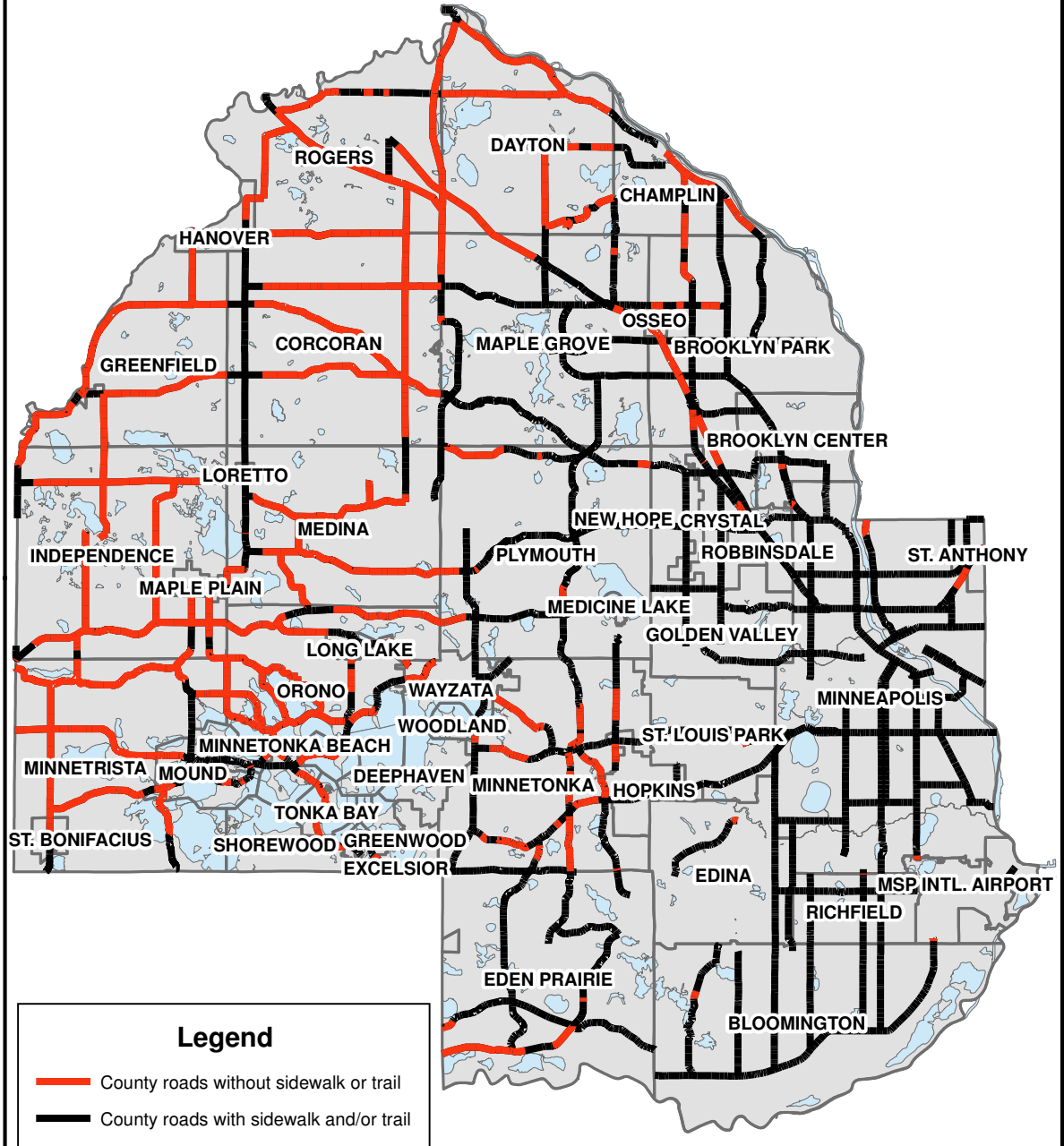
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- INTRODUCTION
- GOALS
- CONTEXT
- EXISTING CONDITIONS
- KEY FINDINGS
- RECOMMENDATIONS
- GOAL 1
- GOAL 2
- GOAL 3
- PERFORMANCE MEASURES
- PRIORITIES
- FUNDING
- IMPLEMENTATION

- INTRODUCTION
- GOALS
- CONTEXT
- EXISTING CONDITIONS
- KEY FINDINGS
- RECOMMENDATIONS
- GOAL 1
- GOAL 2
- GOAL 3
- PERFORMANCE MEASURES
- PRIORITIES
- FUNDING
- IMPLEMENTATION

Hennepin County Roads without Sidewalk or Trail



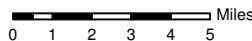
Legend

- County roads without sidewalk or trail
- County roads with sidewalk and/or trail

Map Creation Date: 5/16/2013

Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, NRCS, USGS

Disclaimer: This map is a compilation of data from various sources and is furnished "AS IS" with no representation or warranty expressed or implied, including fitness for any particular purpose, merchantability, or the accuracy and completeness of the information shown.



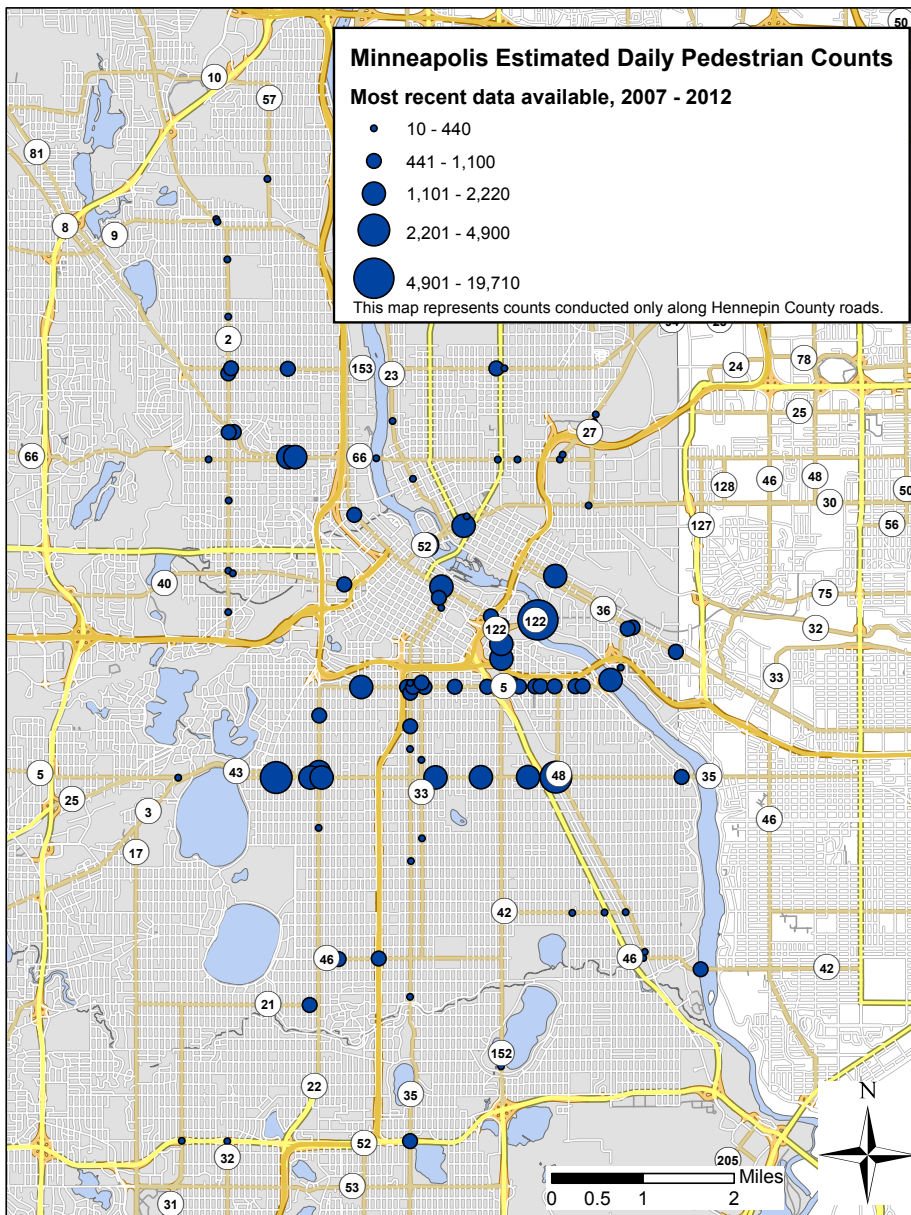
Hennepin County
Public Works



4.1.4. USE OF PEDESTRIAN FACILITIES: TRAVEL BEHAVIOR AND PEDESTRIAN COUNTS

Travel behavior surveys and pedestrian counts illustrate trends in walking for transportation and use of specific pedestrian facilities. In 2000, walking trips comprised 5.6% of all trips in the Twin Cities.¹ The City of Minneapolis and Transit for Livable Communities (TLC) have conducted pedestrian counting programs since 2007. In Minneapolis, the number of pedestrians counted at 23 benchmark locations increased by 22% between 2007 and 2012.²

The following map shows estimated daily pedestrian counts at locations along Hennepin County roads. County roads with the highest estimated daily pedestrian traffic include Washington Avenue, Lake Street, Cedar Avenue, Franklin Avenue, Lyndale Avenue South, East Hennepin Ave, and West Broadway Avenue.



INTRODUCTION

GOALS

CONTEXT

EXISTING CONDITIONS

KEY FINDINGS

RECOMMENDATIONS

GOAL 1

GOAL 2

GOAL 3

PERFORMANCE MEASURES

PRIORITIES

FUNDING

IMPLEMENTATION

1. Metropolitan Council 2000 Travel Behavior Inventory, Summary of Trip Purpose: http://www.metrocouncil.org/planning/transportation/TBI_2000/TripPurposes_7County.pdf

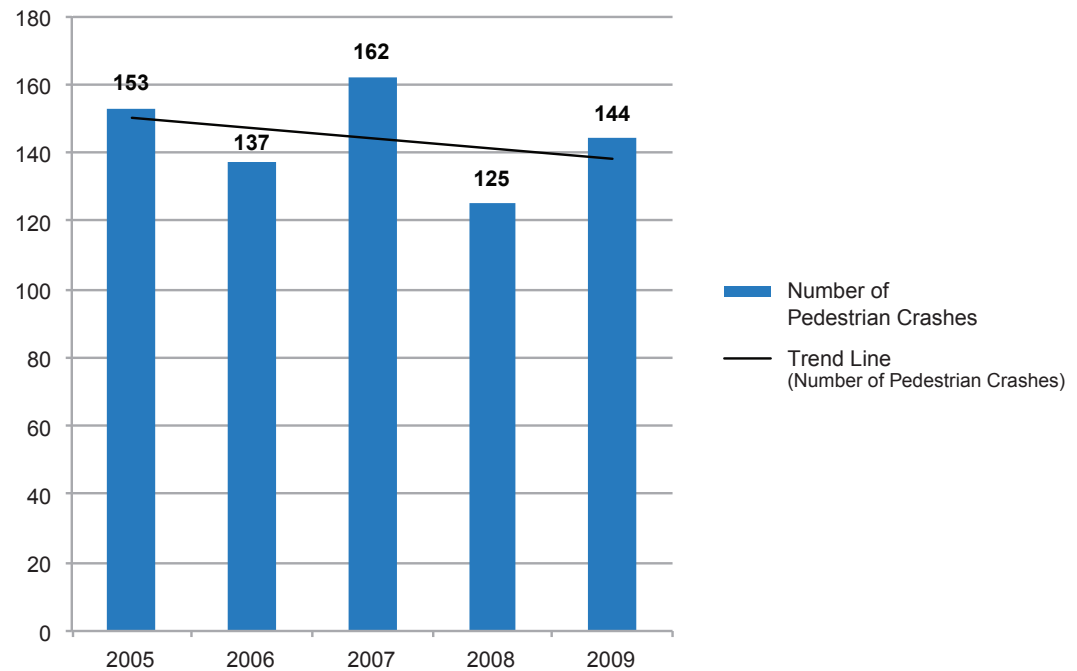
2. City of Minneapolis, "Minneapolis Bicyclist & Pedestrian Count Report 2012," February 2013. <http://www.minneapolismn.gov/www/groups/public/@publicworks/documents/images/wcms1p-104971.pdf>

4.2 PEDESTRIAN SAFETY

Pedestrian safety is a primary concern for Hennepin County. From 2005-2009, the total number of crashes maintained a slight downward trajectory. Most pedestrian-vehicle crashes on county roads occurred in Minneapolis and its inner ring suburbs. Between 2005 and 2009, 76% of pedestrian-vehicle crashes occurred within the City of Minneapolis.¹ The county does not have the data to determine whether there has been a disproportionate number of pedestrian-vehicle crashes along county roads in Minneapolis. Though most pedestrian-vehicle crashes occur in Minneapolis, most pedestrian fatalities do not occur in Minneapolis. Fatal pedestrian-vehicle crashes have occurred along county roads in urban, suburban, and rural communities in the county.

There were a total of 721 reported pedestrian-vehicle crashes between 2005 and 2009, of which 720 resulted in an injury to the pedestrian. The majority (51%) of crashes were reported as a possible injury (or level C). A crash in this category results in no visible injury to the pedestrian but a complaint of pain or momentary unconsciousness. Roughly a third (or 35%) of crashes resulted in a non-incapacitating injury (or level B). Approximately 11% of crashes resulted in an incapacitating injury, generally requiring hospitalization (or Level A). A total of 16 (2%) pedestrian-vehicle crashes resulted in a pedestrian fatality. County data also show that 25% of pedestrian-vehicle crashes involve a pedestrian age 20-29.²

Pedestrian-Vehicle Crashes, 2005-2009



1. 2009 is the latest year that reliable data is available.

2. Hennepin County compiles and verifies information about crashes that occur on Hennepin County roads. Crash records include location, date and time of the crash, injury severity, weather, actions prior to the crash by pedestrians or vehicles (such as turning or crossing movements), and any contributing factors.

INTRODUCTION

GOALS

CONTEXT

EXISTING CONDITIONS

KEY FINDINGS

RECOMMENDATIONS

GOAL 1

GOAL 2

GOAL 3

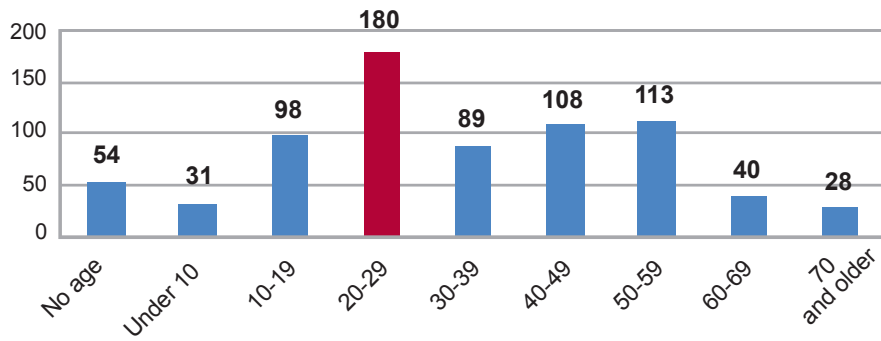
PERFORMANCE MEASURES

PRIORITIES

FUNDING

IMPLEMENTATION

Pedestrian-Vehicle Crashes by Age Group, 2005-2009



Severity of Pedestrian Crashes, 2005-2009

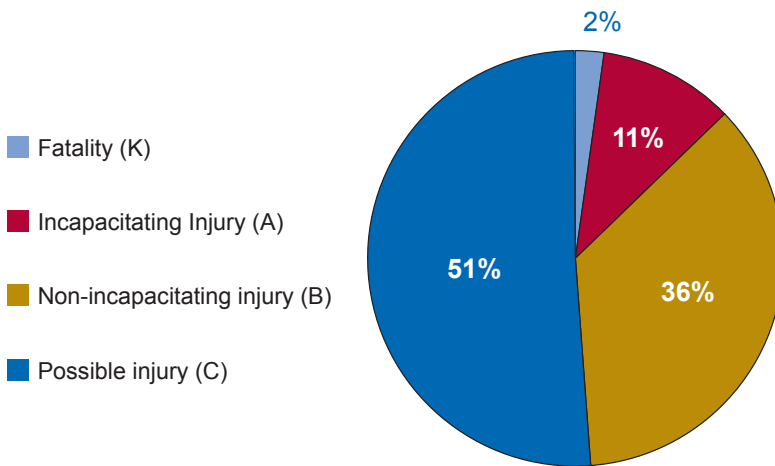


photo: Dan Burden / www.pedbikeimages.org

INTRODUCTION

GOALS

CONTEXT

EXISTING CONDITIONS

KEY FINDINGS

RECOMMENDATIONS

GOAL 1

GOAL 2

GOAL 3

PERFORMANCE MEASURES

PRIORITIES

FUNDING

IMPLEMENTATION

5 Key Findings From Community Engagement

The county provided a variety of opportunities for community input between July and October 2012. A total of 9 workshops gathered input from approximately 150 county residents. An online survey gathered 260 responses. Several common themes emerged from the workshops and surveys, including:

INTRODUCTION

WALKING IS AN EVERYDAY, COMMON ACTIVITY FOR MANY COUNTY RESIDENTS

GOALS

Most participants walk for transportation or recreation at least twice a week. Transit is an important walking destination.

CONTEXT

THERE ARE MANY GREAT PLACES TO WALK

EXISTING CONDITIONS

Participants consider parks, trails, and shopping areas among their favorite places to walk. Natural amenities, scenic views, retail businesses, and the presence of other walkers were some of the characteristics that participants found most valuable about these places.

KEY FINDINGS

RECOMMENDATIONS

SOME PEDESTRIAN FACILITIES ARE IN NEED OF IMPROVEMENT

GOAL 1

Lack of sidewalks was mentioned as an important barrier to walking. Participants recommended providing buffers between sidewalks and moving vehicles in order to increase the comfort of walking. Difficulty crossing busy roads was mentioned as a barrier for walking. Participants mentioned that crossings were difficult at unsignalized intersections and at intersections where the walk signal timing is felt to be too short for seniors.

GOAL 2

GOAL 3

PERFORMANCE MEASURES

PEDESTRIAN CHALLENGES EXIST ON COUNTY ROAD CORRIDORS

PRIORITIES

In workshops, participants were asked to map assets for walking and identify the locations of difficult pedestrian conditions. 18% of assets were located within 100 feet of county roadway centerlines. 60% of locations identified as challenging for pedestrians were located in the same close proximity to county roadways. Participants identified particular county corridors and intersections as challenging because of lack of sidewalks, long waits for pedestrians waiting to cross, and difficulty of crossing an intersection within the timing allotted for the walk signal.

FUNDING

IMPLEMENTATION

WINTER MAINTENANCE IS AN IMPORTANT CONCERN

Winter maintenance was mentioned as a deterrent to walking, especially for elderly populations and those with mobility impairments. A majority of participants walk less for transportation or recreation during the wintertime.

TRAFFIC SAFETY AND PUBLIC SAFETY ARE DETERRENTS TO WALKING

Participants at most workshops mentioned a concern about safety from motor vehicle traffic. Concerns included difficulty crossing streets, proximity to traffic, and lack of adequate pedestrian facilities such as sidewalks or trails. Some participants also noted that concerns about personal safety limited their walking activity, especially at night.

5.1 INFLUENCE OF COMMUNITY ENGAGEMENT ON THIS PLAN

The recommendations of this plan were cross-referenced with the community engagement results in order to ensure that community ideas and suggestions were included in the plan. Responses from the online survey were used to identify priorities for the implementation of this plan.

Workshop participants and online survey respondents identified three types of locations through the planning process: destinations for walking, places where they enjoy walking, and challenging locations for walking. Comments related to specific corridors and intersections have been compiled into a map for reference by county staff. As part of the implementation plan, county staff will evaluate each of these locations and consider improvements to these locations along county roads where feasible and appropriate (see strategy 1.3b).



*For more information on the planning process and community engagement:
Appendix C: Planning Process and Community Engagement*

INTRODUCTION

GOALS

CONTEXT

EXISTING CONDITIONS

KEY FINDINGS

RECOMMENDATIONS

GOAL 1

GOAL 2

GOAL 3

PERFORMANCE MEASURES

PRIORITIES

FUNDING

IMPLEMENTATION

6 Recommendations

The recommendations of this plan are guided by the county’s goals outlined in this plan:

- GOAL 1** Improve the safety of walking
- GOAL 2** Increase walking for transportation
- GOAL 3** Improve the health of county residents through walking

Recommendations fall into three categories:

1. Strategies to implement
2. Continuation of current practices
3. Partnerships with agencies, municipalities, and organizations

For a full summary of recommendations, implementation timeframes, and costs:

- *Appendix D: Summary of Recommendations*
- *Appendix E: Estimated Cost Information for Implementing Recommendations*

Note: The costs associated with the recommendations are planning estimates. Actual capital costs or staff time may vary. Right of way or easement costs, impacts on utilities, drainage, retaining walls, and other location-specific issues may increase the construction cost of pedestrian infrastructure.

GOAL 1 6.1 IMPROVE THE SAFETY OF WALKING

6.1.1. CURB EXTENSIONS, REFUGE MEDIANS, AND CROSSWALKS

STRATEGIES TO IMPLEMENT

1.1A. Install Curb Extensions and Pedestrian Refuge Medians as Part of Stand-Alone Pedestrian Safety Projects.

Street reconstruction projects provide an opportunity to improve pedestrian crossings, however, county roads are typically reconstructed every 50-60 years. Where feasible and conditions allow, stand-alone pedestrian safety projects should be implemented in order to improve pedestrian safety on streets that are not yet candidates for reconstruction. Stand-alone pedestrian safety projects should be constructed as part of the County Road Safety Plan implementation and as part of the Pavement Preservation Plus Program.

The **Pavement Preservation Plus Program** is a new county program that provides funding for improvements to the pedestrian environment such as curb extensions, pedestrian refuge medians, signage, and curb ramps.

Curb extensions: Curb extensions extend the sidewalk space into the street and provide benefits to pedestrians by shortening the crossing distance and improving visibility for both pedestrians and vehicles. Curb extensions are also commonly referred to as bump outs.

Pedestrian refuge median: Median designed with space for pedestrians to wait if unable to cross the entire roadway at once.

INTRODUCTION

GOALS

CONTEXT

EXISTING CONDITIONS

KEY FINDINGS

RECOMMENDATIONS

GOAL 1

GOAL 2

GOAL 3

PERFORMANCE MEASURES

PRIORITIES

FUNDING

IMPLEMENTATION



Curb extension, Hopkins, MN

Installation of curb extensions and pedestrian refuge medians is a proven safety strategy included in the County Road Safety Plan. The plan identified corridors with a history of at least one severe pedestrian-vehicle crash between 2005 and 2009:

- CSAH 3/Lake Street between Elliot Ave S and W River Pkwy
- CSAH 152/Washington/Cedar Ave between 3rd Ave N and 94 WB ramp
- CSAH 2/Penn Ave between TH 55 and 36th Ave N
- CSAH 152/Brooklyn Blvd between Bottineau Blvd and 94 WB ramp
- CSAH 33/Park Ave between E 16th St and Washington Ave S
- CSAH 48/Minnehaha Ave between E 46th St and E 32nd St (reconstruction scheduled in 2014)
- CSAH 153/Lowry Ave between Victory Memorial Drive and Stinson Blvd
- CSAH 3/Lake Street between Excelsior Blvd and Chicago Ave S
- CSAH 102/Douglas Dr N between TH 55 and 53rd Ave N
- CSAH 81/W Broadway/Bottineau Blvd between 94 Ramp and N 42nd Ave

To determine locations for stand-alone pedestrian safety improvements, pedestrian crash history should be supplemented with other information about the context of the location. Criteria should include proximity to pedestrian generators such as schools, parks, and commercial centers. In response to community comments and concerns, the county should evaluate and prioritize installation of curb extensions and pedestrian refuge medians to improve pedestrian crossings. Community comments can identify intersections that may not have a crash history, but may be underused by pedestrians because the crossing is perceived as unsafe.

Estimated cost per curb extension:60 staff hours and \$25,000 construction cost

Estimated cost per pedestrian refuge median:60 staff hours and \$15,000 construction cost

- INTRODUCTION
- GOALS
- CONTEXT
- EXISTING CONDITIONS
- KEY FINDINGS
- RECOMMENDATIONS
 - GOAL 1
 - GOAL 2
 - GOAL 3
- PERFORMANCE MEASURES
- PRIORITIES
- FUNDING
- IMPLEMENTATION

PRACTICES TO CONTINUE

Install Curb Extensions and Pedestrian Refuge Medians as Part of Street Reconstruction Projects, Where Feasible and Conditions Allow.

Street reconstruction projects are an opportunity to improve pedestrian safety and integrate pedestrian crossing improvements. The county currently installs curb extensions and refuge medians where appropriate and feasible as part of street reconstruction projects.

Stripe Zebra-Style Crosswalks.

Zebra-style crosswalks are currently the standard style of crosswalks installed on Hennepin County roads outside of Minneapolis. Zebra-style crosswalks are more visible to drivers than longitudinal crosswalks. The City of Minneapolis is responsible for installing and maintaining crosswalks along county roads in Minneapolis. The City of Minneapolis uses its own standards to determine whether to install zebra or longitudinal crosswalks. The county should continue to encourage the City of Minneapolis to stripe zebra-style crosswalks on county roads.

Work With Municipalities to Install Durable Crosswalk Markings.

Hennepin County currently partners with cities to use county equipment to install durable crosswalk markings on county roads. Painted crosswalks wear away after one to two years, depending on the type of paint used. Painted crosswalks tend to fade over the winter, leaving many intersections without clear and visible markings. Durable crosswalk markings can last for many years, providing visible crosswalks year-round without requiring additional labor for maintenance.



photo: Lyubov Zayeva / www.pedbikeimages.org

Zebra crosswalk and pedestrian refuge median (upper left in photo)



Longitudinal crosswalk

INTRODUCTION

GOALS

CONTEXT

EXISTING CONDITIONS

KEY FINDINGS

RECOMMENDATIONS

GOAL 1

GOAL 2

GOAL 3

PERFORMANCE MEASURES

PRIORITIES

FUNDING

IMPLEMENTATION

STRATEGIES TO IMPLEMENT

STRATEGY	TIMEFRAME		PRIORITY		
	Year to begin Implementation	Ongoing	Low	Medium	High
1.1. Curb extensions and refuge medians					
1.1A. Install curb extensions and pedestrian refuge medians as part of stand-alone pedestrian safety projects.	2013	x			x

PRACTICES TO CONTINUE

Curb extensions and refuge medians	Install curb extensions and refuge medians as part of street reconstruction projects, where feasible and conditions allow.
Crosswalk markings	Stripe zebra-style crosswalks. Work with municipalities to install durable crosswalk markings.

What is appropriate and feasible?
 Many of the strategies in this plan include the language “where appropriate and feasible.” Pedestrian crossing improvements such as curb extensions, pedestrian refuge medians, and HAWK signals can improve pedestrian safety. However, they are not appropriate in every circumstance. The phrase “where appropriate and feasible” acknowledges that county staff must use professional judgment to determine locations where pedestrian crossing improvements will provide the greatest safety benefits while weighing potential tradeoffs for other transportation modes. When determining whether a pedestrian crossing improvement is appropriate and feasible, county staff evaluate roadway widths, traffic volumes, turning radii necessary for large vehicles, potential conflicts with transit stops and bicycle lanes, community support, and cost.



- INTRODUCTION
- GOALS
- CONTEXT
- EXISTING CONDITIONS
- KEY FINDINGS
- RECOMMENDATIONS
 - GOAL 1
 - GOAL 2
 - GOAL 3
- PERFORMANCE MEASURES
- PRIORITIES
- FUNDING
- IMPLEMENTATION

INTRODUCTION

GOALS

CONTEXT

EXISTING CONDITIONS

KEY FINDINGS

RECOMMENDATIONS

GOAL 1

GOAL 2

GOAL 3

PERFORMANCE MEASURES

PRIORITIES

FUNDING

IMPLEMENTATION

6.1.2 SIGNALS

STRATEGIES TO IMPLEMENT

1.2A. Develop Guidelines for the Installation of Leading Pedestrian Intervals (LPI), Rectangular Rapid Flash Beacons (RRFB), and High-Intensity Activated Crosswalk Beacons (HAWK) Across County Roads.

LPI, RRFB, and HAWK signals have been proven to provide pedestrian safety benefits in certain circumstances. The County Road Safety Plan identified the deployment of advance walk/leading pedestrian intervals (LPI) as a proven strategy for improving pedestrian safety at signalized intersections. Advance walk/leading pedestrian intervals allow pedestrians to enter the crosswalk several seconds before vehicles receive a green signal, improving the visibility of pedestrians in the crosswalk. RRFB and HAWK signals have high compliance rates and cost much less than standard signals.

Community interest in these signals has increased in recent years. The county should develop guidelines for installation of LPI, RRFB, and HAWK signals to ensure that these signals are deployed consistently across the county road system. Guidance should be based on research and guidelines from the Federal Highway Administration, MMUTCD, and AASHTO.

Estimated cost 40 staff hours, one time cost

1.2B. Install Leading Pedestrian Intervals (LPI), Rectangular Rapid Flash Beacons (RRFB), and High-Intensity Activated Crosswalk Beacons (HAWK) Where Appropriate and Feasible.

The county should install these signals where feasible and appropriate, based on the guidance developed as part of Strategy 1.2A. The county should evaluate the effectiveness of these signals as they are deployed.

*Estimated cost per LPI: Varies depending on signal coordination
(10 staff hours, up to \$3,000 per intersection cost for signal coordination, no capital or construction cost)*

Estimated cost per RRFB: 50-150 staff hours, \$15,000 capital cost

Estimated cost per HAWK: 250-750 staff hours, \$75,000 capital cost

What are LPI, RRFB and HAWK signals?

LPI (Leading Pedestrian Interval): Signal timing that provides the walk signal several seconds before vehicles are given a green signal. Provides pedestrians with an advanced start so they are more visible in the crosswalk.

RRFB (Rectangular Rapid Flashing Beacon): A beacon attached to the standard pedestrian crossing sign and activated by pedestrians.

HAWK (High Intensity Activated Crosswalk Beacon): Traffic beacon that is dark unless activated by a pedestrian. The signal stops traffic with a red light and has high compliance rates.



photo: City of Bloomington, IN
<http://bloomington.in.gov/documents/viewDocument.php?documentId=7158>

RRFB in Bloomington, IN



photo: Mike Cynceki / www.pedbikeimages.org

HAWK Signal in Phoenix, AZ

- INTRODUCTION
- GOALS
- CONTEXT
- EXISTING CONDITIONS
- KEY FINDINGS
- RECOMMENDATIONS
 - GOAL 1
 - GOAL 2
 - GOAL 3
- PERFORMANCE MEASURES
- PRIORITIES
- FUNDING
- IMPLEMENTATION

Where are LPI, RRFB and HAWK signals in Hennepin County?

The first **LPIs** in the county are along Hennepin Avenue in Minneapolis, at the intersections with Lake Street and Lagoon Avenue.

There is an **RRFB** currently in place in Champlin at the intersection of West River Road (County Road 12) and 109th Avenue N.

The first **HAWK** signal in the County will be installed in 2013. It will be located on US Highway 12 at a mid-block location near Budd Avenue in Maple Plain.

INTRODUCTION

GOALS

CONTEXT

EXISTING CONDITIONS

KEY FINDINGS

RECOMMENDATIONS

GOAL 1

GOAL 2

GOAL 3

PERFORMANCE MEASURES

PRIORITIES

FUNDING

IMPLEMENTATION

PRACTICES TO CONTINUE

Install Countdown Timers on all County-Owned Signals

Countdown timers provide information as to the amount of time remaining in the flashing “don’t walk” interval. Countdown timers were included as a proven safety strategy in the County Road Safety Plan. The county is currently installing countdown timers as part of an LED signal retrofit program. This program should be continued and countdown timers should be installed at any remaining signals such as at railroad crossings and anticipated capital improvement projects.

LED signal retrofit program:
 Countdown timers are being installed on existing signals as part of a county program to upgrade to energy-efficient LED (light emitting diode) traffic signals. About 30 intersections a year are retrofitted with LED signals and countdown timers.

Ensure That all New County-Owned Signals are Accessible Pedestrian Signal (APS) Ready

The county’s current practice is to construct all new signals so that APS can be easily installed as needed at a later date. County staff can respond more quickly to requests for APS installation when signals are APS-ready.

Adjust Signal Timing for a Walk Speed of no More Than 3.5 Feet per Second

The 2009 MUTCD updated the pedestrian walk speed to 3.5 ft/sec to better reflect the average walking speed of pedestrians. County-owned pedestrian signals have been retimed to reflect this standard. As signals are retimed in the future, the county should evaluate the need for additional pedestrian crossing time near land uses such as schools and senior housing.

MUTCD (Manual on Uniform Traffic Control Devices): The Federal Highway Administration standards for signs, signals, and pavement markings.

STRATEGIES TO IMPLEMENT

STRATEGY	TIMEFRAME		PRIORITY		
	Year to begin Implementation	Ongoing	Low	Medium	High
1.2. Signals					
1.2.A. Develop guidelines for the installation of Leading Pedestrian Intervals (LPI), Rectangular Rapid Flash Beacons (RRFB), and High-Intensity Activated Crosswalk Beacons (HAWK) across county roads.	2013-2014			x	
1.2.B. Install leading pedestrian intervals (LPI), Rectangular Rapid Flash Beacons (RRFB), and High-Intensity Activated Crosswalk Beacons (HAWK) where appropriate and feasible.	2013-2014	x		x	

PRACTICES TO CONTINUE

Signals	Install countdown timers on all county-owned signals.
	Adjust signal timing for a walk speed of no more than 3.5 feet per second.

6.1.3. CRASHES AND COMMUNITY CONCERNS

STRATEGIES TO IMPLEMENT

1.3A. Formalize an Internal Procedure for Evaluating Pedestrian Safety Needs at Specific Locations in Response to Pedestrian-Vehicle Crashes and Community Concerns.

County staff currently evaluate pedestrian safety at specific locations in response to pedestrian-vehicle crashes and community requests. County staff should formalize an internal procedure for pedestrian safety evaluation, including review of crash data, traffic counts, and a field review. Formalizing this procedure will provide consistency and clarify the evaluation process for county residents and municipalities. As part of this strategy, county staff should evaluate and implement ways to use technology to allow residents to report pedestrian connectivity and safety concerns. The reporting process should allow residents to track the status of their concern and provide additional feedback following a response from the county.

Estimated cost: 40 staff hours, one time cost

1.3B. Evaluate and Prioritize Improvements to Crossings Identified Through Crash Data and the Pedestrian Plan Community Engagement Process.

Through the community engagement process of this plan, county residents identified locations considered to be challenging for pedestrians. County staff also track the locations of pedestrian-vehicle crashes. County staff should determine priority criteria and evaluation procedures to screen these locations for potential pedestrian safety improvements. Pedestrian count data should be used to determine whether a disproportionate number of pedestrian-vehicle crashes occur in Minneapolis. Staff should develop an implementation plan for improving pedestrian safety at the highest priority locations. Municipalities should be engaged in this process. The implementation of pedestrian safety improvements are included under strategies 1.1 and 1.2.

Estimated cost: 200 staff hours, one time cost

1.3C. Update the Pedestrian Strategies in the County Road Safety Plan Every 5 Years.

The County Road Safety Plan identifies proven and proactive safety improvements for pedestrians based on five years of crash data from 2005-2009. The County Road Safety Plan identifies safety projects eligible for Highway Safety Improvement Program funds. As crash trends and locations change, the County Road Safety Plan should be updated every five years to continue work towards reducing pedestrian-vehicle crashes on county roads. Staff should scan for new pedestrian-related safety countermeasures for the potential to improve pedestrian safety along county roads. County staff should investigate new locations of severe pedestrian-vehicle crashes and develop short, medium, and long-term recommendations for improving pedestrian safety at these locations.

Estimated cost: 80 staff hours, every 5 years

INTRODUCTION

GOALS

CONTEXT

EXISTING CONDITIONS

KEY FINDINGS

RECOMMENDATIONS

GOAL 1

GOAL 2

GOAL 3

PERFORMANCE MEASURES

PRIORITIES

FUNDING

IMPLEMENTATION

INTRODUCTION

GOALS

CONTEXT

EXISTING CONDITIONS

KEY FINDINGS

RECOMMENDATIONS

GOAL 1

GOAL 2

GOAL 3

PERFORMANCE MEASURES

PRIORITIES

FUNDING

IMPLEMENTATION

PRACTICES TO CONTINUE

Review Pedestrian-Vehicle Crashes Annually to Understand Crash Trends.

The Transportation Planning division currently tracks annual pedestrian crash trends, including the number and severity of crashes along county roads. This information should continue to be used to inform the county’s work to improve pedestrian safety through the implementation of this plan and other Hennepin County plans and projects.

Seek Opportunities for 4-to-3 Lane Conversions on County Roadways.

The county currently seeks opportunities for 4-to-3 lane conversions where feasible. These lane conversions provide additional space between pedestrians and moving traffic by removing a travel lane and replacing it with a bike lane, shoulder, or parking. This additional space increases pedestrian comfort especially when the sidewalk is directly adjacent to the curb. They also provide easier crossings for pedestrians, as there is only one lane of moving traffic from each direction. The center lane can also be used for pedestrian refuge medians where appropriate.

STRATEGIES TO IMPLEMENT

STRATEGY	TIMEFRAME		PRIORITY		
	Year to begin Implementation	Ongoing	Low	Medium	High
1.3. Crashes and community concerns					
1.3A. Formalize an internal procedure for evaluating pedestrian safety needs at specific locations in response to pedestrian-vehicle crashes and community concerns.	2013-2014				x
1.3B. Evaluate and prioritize improvements to crossings identified through crash data and the pedestrian plan community engagement process.	2013	x			x
1.3C. Update the pedestrian strategies in the County Road Safety Plan every 5 years.	2016	x		x	

PRACTICES TO CONTINUE

Crashes and community concerns	Review Pedestrian-vehicle crashes annually to understand crash trends.
	Seek opportunities for 4-to-3 lane conversions on county roadways.

6.1.4. SIDEWALKS AND TRAILS

STRATEGIES TO IMPLEMENT

1.4A. Work with Cities to Encourage Applications for CIP Sidewalk Participation Funds to Construct and Improve High Priority Sidewalks.

This pedestrian plan identifies geographic locations where the addition and improvement of sidewalks is of highest priority based on several criteria (See Chapter 8: Priorities for Implementation). In order to work towards the construction and improvement of high priority sidewalks, county staff should work with municipalities to encourage applications for CIP Sidewalk Participation funds. County staff should also revise the Sidewalk Participation evaluation criteria to encourage the construction and improvement of high priority sidewalks as identified in this plan. The county supports the construction of sidewalks along all county roads where sidewalks do not currently exist. However, because of limited funding available in the Sidewalk Participation Program, the county encourages the use of these funds in high priority locations.

Estimated cost for encouraging applications: 40 staff hours, annual cost
Estimated county cost per quarter-mile of sidewalk construction: \$25,000

Note: Total estimated cost of construction of one quarter mile of sidewalk is \$100,000. The estimate of the county's cost is based on the current cost participation rate of 25%.

1.4B. Work with Cities, School Districts, and Park Districts to Encourage the Construction of Pedestrian Facilities Along County Roads Within ½ Mile of Schools, Parks, and Senior Centers.

County staff should work with municipalities, school districts, and park districts to encourage the construction of pedestrian facilities to provide better access to schools, parks, and senior centers. County staff should identify sidewalk and trail gaps along county roads within ½ mile of schools and parks. Staff should encourage applications for sidewalk and bikeway funds to construct sidewalks and trails near schools and parks, including those within school walk zone boundaries. County staff should continue to prioritize access to schools and parks as part of the CIP Sidewalk and Bikeway Participation Programs. Staff should also consider access to senior centers and senior residences.

Estimated cost for encouraging applications: 80 staff hours, annual cost
Estimated county cost per quarter-mile of sidewalk construction: \$25,000

Note: Total estimated cost of construction of one quarter mile of sidewalk is \$100,000. The estimate of the county's cost is based on the current cost participation rate of 25%.

Estimated county cost per quarter-mile of multi-use trail construction: \$55,000

Note: Total estimated cost of construction of one quarter mile of trail is \$110,000. The estimate of the county's cost is based on the current cost participation rate of 50%.

- INTRODUCTION
- GOALS
- CONTEXT
- EXISTING CONDITIONS
- KEY FINDINGS
- RECOMMENDATIONS
 - GOAL 1
 - GOAL 2
 - GOAL 3
- PERFORMANCE MEASURES
- PRIORITIES
- FUNDING
- IMPLEMENTATION

INTRODUCTION

GOALS

CONTEXT

EXISTING CONDITIONS

KEY FINDINGS

RECOMMENDATIONS

GOAL 1

GOAL 2

GOAL 3

PERFORMANCE MEASURES

PRIORITIES

FUNDING

IMPLEMENTATION

Capital Improvement Program (CIP): Hennepin County’s five year plan that identifies large capital projects such as roadway and bridge reconstruction and the maintenance and construction of county owned buildings.

Sidewalk Participation Program: The Hennepin County CIP established a line item for participation in the construction of sidewalks and crossing improvements. The line item has a \$200,000 annual budget. Hennepin County participates at a cost of 25% up to a maximum of \$50,000 per project.

Bikeway Participation Programs: The Hennepin County CIP includes two bikeway programs to support the expansion of the Hennepin County bikeway system and close gaps in the bikeway system. These programs are not specifically targeted to pedestrian infrastructure. However, pedestrians benefit from multi-use trails constructed with these funds

1.4C. Evaluate the Effectiveness of the Hennepin County CIP Sidewalk Participation Program and Propose Changes as Appropriate.

The Sidewalk Participation Program was included in the CIP budget for the first time in 2012. 2013 funds were the first to be appropriated through a competitive process. The Sidewalk Participation Program process, funding levels, and results should be evaluated in order to ensure that the program is achieving its goals. Changes to the program and process should be proposed as appropriate.

Estimated cost: 30 staff hours, one time cost

PRACTICES TO CONTINUE

Plan and Construct Multi-Use Trails Along County Roads to Provide Combined Pedestrian and Bicycle Facilities.

The county currently works with municipalities to plan and construct multi-use trails along county roads. Multi-use trails provide for both pedestrian and bicycle use. This plan supports the continued planning and construction of multi-use trails along county roadways to provide pedestrian facilities where none exist.

Work with Cities and Property Owners to Fill Sidewalk Gaps and/or Improve Sidewalk Conditions in Coordination with New Development and Redevelopment Projects.

Hennepin County reviews proposals for development and redevelopment adjacent to county roads. The plat review process should continue to be used as an opportunity to improve sidewalk conditions in coordination with new development. The county will also utilize a new land use review process to look at development and redevelopment projects that are near county property, receiving county resources, or are otherwise important to the county. This process will seek input from county staff including the Pedestrian and Bicycle Planner. The county should also continue to evaluate ways to leverage existing funding sources (TOD, NSP, Brownfields) to promote pedestrian-friendly land use and urban design.

Work with Cities to Fill Sidewalk Gaps in Conjunction with County Road Reconstruction Projects and Transitway Projects.

Hennepin County currently works with municipalities to encourage the completion of pedestrian facilities in conjunction with county road reconstruction and transitway projects. County staff should continue to use these opportunities to improve the pedestrian environment through these large capital projects.

STRATEGIES TO IMPLEMENT

STRATEGY	TIMEFRAME		PRIORITY		
	Year to begin Implementation	Ongoing	Low	Medium	High
1.4. Sidewalks and trails					
1.4A. Work with cities to encourage applications for CIP Sidewalk Participation funds to construct and improve high priority sidewalks.	2013	x			x
1.4B. Work with cities, school districts, and park districts to encourage the construction of pedestrian facilities along county roads within 1/2 mile of schools, parks and senior centers.	2013-2014	x			x
1.4C. Evaluate the effectiveness of the Hennepin County CIP Sidewalk Participation Program and propose changes as appropriate.	2014			x	

PRACTICES TO CONTINUE

Sidewalks and trails	Plan and construct multi-use trails along county roads to provide combined pedestrian and bicycle facilities.
	Work with cities and property owners to fill sidewalk gaps and/or improve sidewalk conditions in coordination with new development and redevelopment projects.
	Work with cities to fill sidewalk gaps in conjunction with county road reconstruction projects and transitway projects.

- INTRODUCTION
- GOALS
- CONTEXT
- EXISTING CONDITIONS
- KEY FINDINGS
- RECOMMENDATIONS
- GOAL 1
- GOAL 2
- GOAL 3
- PERFORMANCE MEASURES
- PRIORITIES
- FUNDING
- IMPLEMENTATION

GOAL 2 6.2 INCREASE WALKING FOR TRANSPORTATION

6.2.1. PEDESTRIAN-RELATED POLICY AND PROCESS IMPROVEMENTS

STRATEGIES TO IMPLEMENT

2.1A. Establish an Internal Procedure for Pedestrian-Oriented Review of County Projects Such as Roadway Reconstruction Projects, Transitway Projects, Construction of Libraries and Other County Facilities, and Others as Determined.

An internal procedure for pedestrian-oriented review of projects will ensure that projects are considered for pedestrian impacts and improvements during the early stages of project development. County staff should develop and document the procedure for pedestrian-oriented review of projects. Elements of the Pedestrian Level of Service measure should be incorporated into the pedestrian-oriented review of projects. Staff should also consider opportunities to incorporate walkability assessments and pedestrian-oriented tasks into the scope of work of roadway and transitway projects.

The review procedure should include project review by pedestrian planning staff at key stages of a project. The procedure should also include bringing projects to advisory committees and conducting walkability assessments during the early stages of a planning process. Walkability assessments can engage residents in the planning process and provide staff with an on-the-ground perspective of the pedestrian environment. Assessments should consider the condition of the pedestrian environment, beyond the presence of a sidewalk or trail. Assessments should also consider how improvements to the pedestrian environment could encourage walking. Walkability assessments should be conducted at an early stage of the process to inform project development and provide adequate time to address desired improvements in the pedestrian environment.

Estimated cost: 500 staff hours, annual cost

Pedestrian Level of Service: A measure that assesses the quality of the pedestrian experience through an analysis of sidewalk conditions, traffic volumes and speeds, and other characteristics of the roadway.

2.1B. Create Complete Streets Design Guidelines for County Roadway Projects.

Complete streets design guidelines will document best practices in roadway design to improve safety, mobility, comfort, and convenience for all transportation system users, including pedestrians. The guidelines will bring together information from various resources such as design manuals, standards, and research. These guidelines will be a resource during project development. Guidelines can also be used to demonstrate the county’s complete streets and pedestrian infrastructure goals to county residents.

Guidelines should include:

- Preferred sidewalk and buffer widths based on varied contexts, including bridges
- Guidelines for lane width and criteria for the use of curb extensions and pedestrian refuge medians in order to reduce pedestrian crossing distances.
- Best practices in intersection design in order to maximize safety, including:
 - Evaluation of signal warrant practices and policies
 - Evaluation of signal phasing practices and opportunities for implementing lagging left turns
 - Criteria for the installation and removal of pedestrian push buttons
 - Guidelines for turn radii and the use of free right turn lanes
 - Shoulder continuity at intersection approaches on county roads without sidewalk or trail.

Complete streets design guidelines will be implemented as part of the county’s transportation projects, including street reconstruction, street resurfacing, Pavement Preservation Plus program, stand-alone pedestrian safety projects, and transitway projects.

Estimated cost: 400 staff hours, one time cost

For more information on signal warrants:

- *Appendix H: Signal Warrants*

INTRODUCTION

GOALS

CONTEXT

EXISTING CONDITIONS

KEY FINDINGS

RECOMMENDATIONS

GOAL 1

GOAL 2

GOAL 3

PERFORMANCE MEASURES

PRIORITIES

FUNDING

IMPLEMENTATION

PRACTICES TO CONTINUE

Encourage Infrastructure and Policies that Support the Goals of the Hennepin County Pedestrian Plan When Interacting with Other Jurisdictions and Agencies.

Hennepin County reviews, advises, and provides funding support for many projects and plans led by other jurisdictions and agencies. These projects and plans often have an influence on the pedestrian environment. The county should continue to work with other agencies and jurisdictions to leverage opportunities for infrastructure and policies that promote the goals of this plan.

Support the Development, Implementation, and Coordination of Municipal Pedestrian Plans.

County staff should continue to provide feedback on the development of municipal pedestrian plans and provide pedestrian-related data as requested. Recommendations from municipal pedestrian plans should be considered during the development of projects along county roadways and during the evaluation of applications for Sidewalk Participation funding.

Work with the Minnesota Department of Transportation (MnDOT) to Improve Pedestrian Safety and Comfort on At-Grade and Grade Separated (Bridge and Underpass) County Road Crossings of MnDOT Trunk Highways.

State and US highways can be barriers for walking. County staff should continue to work with MnDOT staff to improve opportunities and conditions for walking on at-grade and grade-separated crossings of state and US highways.

Use Roadside Enhancement Partnership Program (REPP) Funds for Pedestrian Level Lighting, Street Furniture, and Landscaping to Create a More Comfortable Walking Environment.

Pedestrian-friendly environments encourage walking. Pedestrian level lighting, street furniture, and landscaping contribute to a pedestrian-friendly environment. Hennepin County should continue to use REPP funding to create pedestrian-friendly environments along county roads.

Roadway Enhancement Partnership Program (REPP): A program in the Hennepin County CIP to enhance the roadside environment on county road corridors. Funding can be used to construct sidewalk, trails, pedestrian lighting, burying of utilities, transit shelters, benches, streetscaping and landscaping.



photo: Dan Burden / www.pedbikeimages.org

INTRODUCTION

GOALS

CONTEXT

EXISTING CONDITIONS

KEY FINDINGS

RECOMMENDATIONS

GOAL 1

GOAL 2

GOAL 3

PERFORMANCE MEASURES

PRIORITIES

FUNDING

IMPLEMENTATION

INTRODUCTION

GOALS

CONTEXT

EXISTING CONDITIONS

KEY FINDINGS

RECOMMENDATIONS

GOAL 1

GOAL 2

GOAL 3

PERFORMANCE MEASURES

PRIORITIES

FUNDING

IMPLEMENTATION

STRATEGIES TO IMPLEMENT

STRATEGY	TIMEFRAME		PRIORITY		
	Year to begin Implementation	Ongoing	Low	Medium	High
2.1 Pedestrian-related policy and process improvements					
2.1A. Establish an internal procedure for pedestrian-oriented review of County projects such as roadway reconstruction projects, transitway projects, construction of libraries and other county facilities, and others as determined.	2013-2014	x			x
2.1B. Create complete streets design guidelines for county roadway reconstruction projects.	2014				x

PRACTICES TO CONTINUE

Pedestrian-related policy and process improvements	Encourage infrastructure and policies that support the goals of the Hennepin County Pedestrian Plan when interacting with other jurisdictions and agencies.
	Support the development, implementation, and coordination of municipal pedestrian plans.
	Work with the Minnesota Department of Transportation (MnDOT) to improve pedestrian safety and comfort on at-grade and grade separated (bridge and underpass) county road crossings of MnDOT trunk highways.
	Use Roadside Enhancement Partnership Program (REPP) funds for pedestrian level lighting, street furniture, and landscaping to create a more comfortable walking environment.

6.2.2. TRANSITWAYS

STRATEGIES TO IMPLEMENT

2.2A. In Station Area Planning, Consider and Analyze How the Walkshed Can be Expanded by Adding Pedestrian Facility Connections.

Adding key pedestrian connections can expand the walkshed and potentially increase ridership due to improved pedestrian access to transit. Transitway and station area planning should evaluate how the walkshed can be expanded by additional pedestrian connections and consider impacts on ridership by the addition of pedestrian connections. This analysis can be incorporated into the scope of work for consultants preparing transitway and station area planning documents. Station area planning should also be used as an opportunity to promote pedestrian-friendly land use and urban design.

Estimated cost: 40 staff hours, one time cost

Walkshed: The walkable area around a particular location, such as a transit stop. The walkshed is typically defined as one-quarter or one-half mile around a transit stop or other location.

2.2B. Identify and Prioritize Pedestrian Improvements to Enhance the Pedestrian Environment at Transit Stops and Along Common Routes to LRT and BRT Stations.

Over 90% of transit trips begin and end with a walking trip. Better pedestrian connections and an improved pedestrian environment have the potential to make transit a more attractive transportation option. County staff should work with municipalities and Metro Transit to identify and prioritize improvements to the pedestrian environment at transit stops along county roads. Primary pedestrian routes to existing and planned light rail transit (LRT) and bus rapid transit (BRT) stations and arterial rapid bus stops should also be identified and pedestrian improvements to these routes should be considered. Pedestrian improvements should include filling sidewalk and trail gaps, upgrading signals if necessary, installing curb extensions, pedestrian refuge medians, wayfinding, benches, bus shelters, and pedestrian-level lighting. The county should evaluate ways to better partner with transit agencies to install and maintain transit-supportive infrastructure such as benches and bus shelters along county roads. Implementation of these improvements should be coordinated with strategies 1.1, 1.2, and 1.3.

Estimated cost: 500 staff hours, one time cost

Wayfinding: Directional guidance for pedestrians, including signs, maps, and kiosks.

2.2C. Prioritize Adding and Enhancing Pedestrian Connections Between Transit Stations, High Density Housing, and Major Employers Near Station Areas.

High density housing has a concentration of potential transit users. Adding and enhancing pedestrian connections between high density housing and transit will make transit more convenient and attractive for residents. Improving pedestrian connections to major employment centers will also make transit more convenient and attractive for work trips. This analysis can be incorporated into the scope of work for consultants preparing transitway and station area planning documents. County staff should work with municipalities, transit agencies, housing developers, and major employers to improve pedestrian connections to transit stations.

Estimated cost: 80 staff hours, one time cost



Pedestrian wayfinding kiosk in Vancouver, BC.

- INTRODUCTION
- GOALS
- CONTEXT
- EXISTING CONDITIONS
- KEY FINDINGS
- RECOMMENDATIONS
 - GOAL 1
 - GOAL 2
 - GOAL 3
- PERFORMANCE MEASURES
- PRIORITIES
- FUNDING
- IMPLEMENTATION

INTRODUCTION

GOALS

CONTEXT

EXISTING CONDITIONS

KEY FINDINGS

RECOMMENDATIONS

GOAL 1

GOAL 2

GOAL 3

PERFORMANCE MEASURES

PRIORITIES

FUNDING

IMPLEMENTATION

STRATEGIES TO IMPLEMENT

STRATEGY	TIMEFRAME		PRIORITY		
	Year to begin Implementation	Ongoing	Low	Medium	High
2.2 Transitways					
2.2A. In station area planning, consider and analyze how the walkshed can be expanded by adding pedestrian facility connections.	2013	x			x
2.2B. Identify and prioritize pedestrian improvements to enhance the pedestrian environment at Transit stops and along common routes to LRT and BRT stations.	2014	x			x
2.2C. Prioritize adding and enhancing pedestrian connections between transit stations, high density housing, and major employers near station areas.	2013-2014	x			x

GOAL 3 6.3 IMPROVE THE HEALTH OF COUNTY RESIDENTS THROUGH WALKING

6.3.1. PRIORITIZE PEDESTRIAN IMPROVEMENTS IN AREAS WITH GREATEST HEALTH NEEDS

STRATEGIES TO IMPLEMENT

3.1A. Emphasize the Implementation of the Pedestrian Plan Strategies in Geographic Areas with Populations Experiencing Health Disparities.

The locations of populations experiencing health disparities are incorporated into the pedestrian facility priority locations. The implementation of strategies in this plan, particularly pedestrian safety strategies, should be targeted towards geographic areas with populations experiencing health disparities. County staff should also work with other agencies to encourage consideration of health disparities and access to healthy destinations in local capital programs.

Estimated cost: 40 staff hours, one time cost

Health disparities: Health disparities are defined as differences in the rates of disease among different population groups. In Hennepin County, low income populations have higher rates of chronic disease than the county as a whole.

PRACTICES TO CONTINUE

Include Access to Healthy Destinations in the Prioritization Criteria for the CIP Sidewalk Participation Program.

The county should continue to consider access to parks as part of the evaluation process for CIP Sidewalk Participation funding.

STRATEGIES TO IMPLEMENT

STRATEGY	TIMEFRAME		PRIORITY		
	Year to begin Implementation	Ongoing	Low	Medium	High
3.1. Prioritize pedestrian improvements in areas with greatest health needs					
3.1A. Emphasize the implementation of the pedestrian plan strategies in geographic areas with populations experiencing health disparities.	2013	x		x	

PRACTICES TO CONTINUE

Prioritize pedestrian improvements in areas with greatest health needs	Include access to healthy destinations in the prioritization criteria for the CIP Sidewalk Participation Program.
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6.3.2. SAFE ROUTES TO SCHOOL

STRATEGIES TO IMPLEMENT

3.2A. Advocate in the Hennepin County Legislative Platform for Statewide Policy to Mandate Pedestrian Safety Education in School Curriculum.

Hennepin County should advocate for a statewide policy to mandate pedestrian safety education in school curriculum in order to promote safe walking behavior. School bus safety curriculum is currently mandated by the State of Minnesota. Several schools have expanded bus safety curriculum to include pedestrian safety. County staff should research school pedestrian safety education policies and develop language for the Hennepin County legislative platform. County staff should provide information to commissioners and legislators about pedestrian safety curriculum.

Estimated cost: 160 staff hours, one time cost

3.2B. Develop a Comprehensive, County-Wide Strategy for Improving Pedestrian Safety and Access to Schools.

The development of a comprehensive, county-wide strategy for improving pedestrian safety and access to schools is included in the HC-TSP. Staff should identify schools along county roads and schools with walk zones adjacent to county roads. Staff should screen locations for potential pedestrian improvements and develop priorities and procedures for implementing pedestrian safety improvements. Representatives from school districts and municipalities should be included in this process.

Estimated cost: 400 staff hours, one time cost

HC-TSP (Hennepin County Transportation Systems Plan): The most current HC-TSP was adopted in 2011. The HC-TSP provides guidance for future transportation decisions. It integrates system planning for auto, rail, transit, bicycle, and pedestrian modes.

- INTRODUCTION
- GOALS
- CONTEXT
- EXISTING CONDITIONS
- KEY FINDINGS
- RECOMMENDATIONS
 - GOAL 1
 - GOAL 2
 - GOAL 3
- PERFORMANCE MEASURES
- PRIORITIES
- FUNDING
- IMPLEMENTATION

PRACTICES TO CONTINUE

Hennepin County Safe Routes to School Program.

The county's Safe Routes to School program is currently grant funded through the Statewide Health Improvement Program (SHIP). Hennepin County should continue to seek funds to support this program. Under current funding, county staff should continue work to increase program sustainability within schools and school districts. The county's role should expand to consider infrastructure improvements as part of the Safe Routes to School program.

SRTS (Safe Routes to School): A national movement to improve safety of walking and biking to school, improve pedestrian and bicycle access to schools, and encourage biking and walking to school. SRTS includes state and federal funding programs as well as local programs such as the education and encouragement program administered by Hennepin County.

STRATEGIES TO IMPLEMENT

STRATEGY	TIMEFRAME		PRIORITY		
	Year to begin Implementation	Ongoing	Low	Medium	High
3.2. Safe Routes to School					
3.2A. Advocate in the Hennepin County legislative platform for statewide policy to mandate pedestrian safety education in school curriculum.	2014				x
3.2B. Develop a comprehensive, county-wide strategy for improving pedestrian safety and access to schools.	2014				x

PRACTICES TO CONTINUE

Safe Routes to School	Hennepin County Safe Routes to School program.
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INTRODUCTION

GOALS

CONTEXT

EXISTING CONDITIONS

KEY FINDINGS

RECOMMENDATIONS

GOAL 1

GOAL 2

GOAL 3

PERFORMANCE MEASURES

PRIORITIES

FUNDING

IMPLEMENTATION



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6.3.3. EDUCATION AND ENCOURAGEMENT FOR WALKING

PRACTICES TO CONTINUE

Health @ Work Worksite and Step To It Programs.

Public Health Promotion’s Health @ Work and Step To It programs encourage walking for transportation and recreation among county adults. HSPHD should continue to promote walking through these programs.

Active Living Hennepin County (ALHC) Initiative

ALHC should continue to promote walking through its programs and initiatives. ALHC partners should be encouraged to advance the goals of this plan through work in their own communities and increase the focus on pedestrian awareness, education, and advocacy.

<p>ALHC (Active Living Hennepin County): A partnership of cities, businesses, and nonprofits working together to advance opportunities for active living through policy change and infrastructure planning.</p> <p>Health @ Work: County program working with small and medium worksites to promote physical activity and healthy eating at work, including the promotion of walking for transportation and exercise.</p> <p>Step To It: A four week campaign to promote walking and other physical activity.</p>
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6.4 ASSET MANAGEMENT

A pedestrian-related infrastructure inventory will help inform the implementation of this plan. The following asset management strategies should be implemented to support the other strategies in this plan.

4.1A. Maintain an Inventory of Existing Pedestrian Facilities and Gaps Along County Roads.

The inventory of existing sidewalks and trails was updated in early 2013. In order to track the implementation of this plan, the sidewalk and trail inventory should be updated annually as new facilities are constructed.

Estimated cost: 40 staff hours, annual cost

4.1B. In Coordination with the ADA Transition Plan, Complete a Comprehensive Assessment of the Condition of Sidewalks Along the County Road System and Prepare a Plan for Improving Conditions.

Some sidewalks along county roads have challenging pedestrian environments due to obstructions in the sidewalk. These obstructions can be especially challenging for persons with disabilities. The county should conduct a field inventory of sidewalk conditions along all county roads. The inventory should include sidewalk obstructions, sidewalk cross slope, running slope, and trip hazards. Staff should use the inventory to develop priorities and procedures for improving conditions of sidewalks along county roads. As part of this strategy, county staff should evaluate ways to use technology for residents to report obstructions and poor sidewalk conditions.

Estimated cost of developing plan to improve conditions: 500 staff hours, one time cost

Estimated cost of completing field inventory of sidewalk conditions: \$90,000

INTRODUCTION

GOALS

CONTEXT

EXISTING CONDITIONS

KEY FINDINGS

RECOMMENDATIONS

GOAL 1

GOAL 2

GOAL 3

PERFORMANCE MEASURES

PRIORITIES

FUNDING

IMPLEMENTATION

INTRODUCTION

GOALS

CONTEXT

EXISTING CONDITIONS

KEY FINDINGS

RECOMMENDATIONS

GOAL 1

GOAL 2

GOAL 3

PERFORMANCE MEASURES

PRIORITIES

FUNDING

IMPLEMENTATION

ADA Transition Plan: The county's plan to guide work to comply with the Americans with Disabilities Act (ADA). The plan will identify barriers on the county road system and in county facilities to persons with disabilities and creates a plan and schedule to remove barriers to accessibility.

4.1C. Develop and Implement a Program to Conduct Annual Pedestrian Counts.

Pedestrian counts provide information on the use of pedestrian facilities on county roads. Pedestrian counts can provide annual benchmarks of pedestrian traffic. Counts conducted before and after an improvement to the pedestrian environment can provide information on how this improvement affected pedestrian use of a facility. Counts should also be used to understand whether a disproportionate number of pedestrian-vehicle crashes occur in Minneapolis.

The count program should consider available resources for conducting counts, opportunities for automated counts, count locations, and the timing of counts. The county should consider conducting counts during the second week in September, in coordination with the National Bicycle and Pedestrian Documentation Project and statewide counts. Staff should coordinate with municipalities to identify locations for annual counts. The county should also continue conducting pedestrian counts as part of intersection counts and incorporate the results of these counts into a pedestrian count database.

*Estimated cost to develop and implement count program: 160 staff hours, annual
Estimated cost for video counting equipment: \$4,000*

National Bicycle and Pedestrian Documentation Project: A nationwide effort to create consistent practices for collecting pedestrian and bicycle counts and surveys to inform transportation planning.

STRATEGIES TO IMPLEMENT

STRATEGY	TIMEFRAME		PRIORITY		
	Year to begin Implementation	Ongoing	Low	Medium	High
4.1 Asset Management					
4.1A. Maintain inventory of existing pedestrian facilities and gaps along county roads.	2013	x			x
4.1B. In coordination with the ADA Transition Plan, complete a comprehensive assessment of the condition of sidewalks along the county road system and prepare a plan for improving conditions.	2014				x
4.1C. Develop and implement a program to conduct annual pedestrian counts.	2013	x		x	

6.5 PARTNERSHIPS

These strategies support the goals of this plan but are outside of the county’s role and will be led by others.

6.5.1. ENFORCEMENT AND EDUCATION FOR SAFETY

Partner with MnDOT to promote the MnDOT pedestrian safety campaign. Develop a communications strategy to use MnDOT’s pedestrian safety messaging in county communications.
Support the education of law enforcement officers about the causes of pedestrian-vehicle crashes and effective strategies to enforce crosswalk laws. Provide data so that educational outreach is focused on common types of pedestrian-vehicle crashes and enforcement is focused to locations of severe pedestrian-vehicle crashes.
Participate in partnerships with County Sheriff’s department, other law enforcement and other agencies (MnDOT, MN Department of Public Safety) to conduct pedestrian sting/decoy operations to enforce crosswalk laws.
Partner with County Sheriff’s department, other law enforcement, and municipalities to improve personal safety for pedestrians.

- INTRODUCTION
- GOALS
- CONTEXT
- EXISTING CONDITIONS
- KEY FINDINGS
- RECOMMENDATIONS**
- GOAL 1
- GOAL 2
- GOAL 3
- PERFORMANCE MEASURES
- PRIORITIES
- FUNDING
- IMPLEMENTATION

Enforcement and education are important components of improving pedestrian safety. MnDOT has developed a pedestrian safety campaign informed by common pedestrian-vehicle crash types. This campaign is targeted to both pedestrians and drivers. Where possible, Hennepin County should use the messaging developed by MnDOT to promote a clear pedestrian safety message to county residents.

County staff should share data about common causes of pedestrian-vehicle crashes with law enforcement and participate in partnerships with law enforcement agencies to develop effective strategies to enforce pedestrian-related laws. Pedestrian sting/decoy operations have proven successful in increasing compliance with crosswalk laws. Public Works staff should participate as available in partnerships with the County Sheriff’s department and other agencies to conduct pedestrian sting/decoy operations to enforce crosswalk laws at signalized and unsignalized intersections, mid-block trail crossings, and roundabouts. Staff should partner with law enforcement and municipalities to improve personal safety for pedestrians in order to encourage increases in walking for transportation.

INTRODUCTION

GOALS

CONTEXT

EXISTING CONDITIONS

KEY FINDINGS

RECOMMENDATIONS

GOAL 1

GOAL 2

GOAL 3

PERFORMANCE MEASURES

PRIORITIES

FUNDING

IMPLEMENTATION

6.5.2. SNOW REMOVAL

Snow removal is a major concern for pedestrians. Poor snow removal practices impact pedestrian mobility and safety. Hennepin County is not responsible for snow removal on sidewalks, but is responsible in most municipalities for clearing snow from county roadways. County staff should encourage municipalities to develop goals for improving snow removal procedures on pedestrian facilities adjacent to county roadways, including intersections, crosswalks, and pedestrian curb ramps.

Encourage municipalities to develop goals and procedures for improving snow removal procedures on pedestrian facilities adjacent to county roadways, including intersections, crosswalks, pedestrian curb ramps and at transit stops.

6.5.3. EDUCATION AND ENCOURAGEMENT FOR WALKING

Pedestrian wayfinding provides residents and visitors with the information to travel by foot to common destinations. Successful pedestrian wayfinding initiatives require partnerships between multiple agencies, organizations, and stakeholders in order to identify pedestrian destinations and routes. County staff should participate in the development of pedestrian wayfinding plans led by other agencies and organizations.

Pedestrian wayfinding provides new transit riders with information to easily find the route between the transit station and their destination. Pedestrian scale lighting increases pedestrian safety and comfort. County staff should work with municipalities and the Metropolitan Council to provide pedestrian scale lighting and wayfinding on common routes to transitway stations.

Participate in pedestrian wayfinding initiatives.

Work with cities and the Metropolitan Council to provide pedestrian wayfinding and pedestrian scale lighting on common routes to station areas.

7 Performance Measures

Pedestrian-related performance measures are necessary to track Hennepin County’s progress towards the goals established in this plan. Performance measures also monitor progress on the implementation of strategies to reach these goals. Monitoring these performance measures will help determine whether the strategies in the plan are effective or need to be adjusted to reach the plan’s goals.

The majority of these measures do not require collecting new data, rather, many measures are already monitored through existing plans and initiatives such as the Hennepin County Transportation Systems Plan. These performance measures could also be incorporated into other plans, such as the Metropolitan Council’s Transportation Policy Plan. The Pedestrian Plan performance measures provide the benefit of compiling pedestrian measures in one central location. Pedestrian performance measures will be compiled on an annual basis in the winter of each year. Pedestrian performance measures should accompany a brief report on the progress of the recommendations of this plan.



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- INTRODUCTION
- GOALS
- CONTEXT
- EXISTING CONDITIONS
- KEY FINDINGS
- RECOMMENDATIONS
- GOAL 1
- GOAL 2
- GOAL 3
- PERFORMANCE MEASURES
- PRIORITIES
- FUNDING
- IMPLEMENTATION

HENNEPIN COUNTY PEDESTRIAN PLAN – PERFORMANCE MEASURES

Goal	Measure	Baseline	Target	Data Source
Increase the safety of walking	Number of pedestrian-vehicle crashes (annual)	<ul style="list-style-type: none"> • 184 pedestrian-vehicle crashes (2000) • 145 pedestrian-vehicle crashes (2009) 	<ul style="list-style-type: none"> • 92 pedestrian-vehicle crashes (2030) 	Transportation Planning
	Severity of pedestrian-vehicle crashes (annual)	<ul style="list-style-type: none"> • 5 pedestrian fatalities • 14 severe injury crashes (2009) 	<ul style="list-style-type: none"> • 0 pedestrian fatalities • 7 or fewer severe injury crashes (2030) 	Transportation Planning
Increase walking for transportation	Centerline miles/percent of county roads with pedestrian facilities on both sides of the roadway	<ul style="list-style-type: none"> • 226 centerline miles of county roads • 39% of county roads 	<ul style="list-style-type: none"> • 260 centerline miles of county roads • 46% of county roads (2030) 	Transportation Planning
	Centerline miles/percent of county roads with pedestrian facilities on one side of the roadway	<ul style="list-style-type: none"> • 89 centerline miles of county roads • 16% of county roads 	<ul style="list-style-type: none"> • 157 centerline miles of county roads • 28% of county roads (2030) 	Transportation Planning
	Miles of sidewalk constructed along county roadways (annual)		6 miles	Transportation Planning
	Percent of Hennepin County residents who walk to work	3.1% (2009-2011 ACS 3 year estimate)	5% (2030)	US Census American Community Survey (3 year estimates)
	Percent of Hennepin County residents who walk to a destination at least once per week	48.1% (2010)	78% (2030)	SHAPE
	Annual pedestrian counts on county pedestrian facilities	[Baseline counts have not yet been conducted]	50% increase in baseline counts by 2030	City of Minneapolis, Transit for Livable Communities
	Improve the health of county residents through walking	Percent of Hennepin County residents who are overweight or obese	Overweight: 32.8% Obese: 20.4% (2010)	Overweight: 31.2% Obese: 19.4% (2020)

INTRODUCTION

GOALS

CONTEXT

EXISTING CONDITIONS

KEY FINDINGS

RECOMMENDATIONS

GOAL 1

GOAL 2

GOAL 3

PERFORMANCE MEASURES

PRIORITIES

FUNDING

IMPLEMENTATION

7.1 INCREASE THE SAFETY OF WALKING

NUMBER OF PEDESTRIAN-VEHICLE CRASHES

Hennepin County staff compile crash data and verify every crash on the county road system. Crash information is verified from the Minnesota Department of Public Safety and local police records in order to provide a high level of accuracy and reliability in crash data. The purpose of tracking the number of pedestrian-vehicle crashes is to understand whether we are meeting our goal of reducing crashes by 50% by 2030. Hennepin County will align with the MnDOT Towards Zero Deaths initiative to ensure coordination with statewide work to reduce roadway fatalities.

NUMBER OF PEDESTRIAN-VEHICLE CRASHES

Hennepin County’s crash reporting system includes information about the severity of pedestrian injuries resulting from crashes on the county road system. Fatal and severe injury (A - level) crashes are tracked to understand trends in the severity of pedestrian-vehicle crashes.

7.2 INCREASE WALKING FOR TRANSPORTATION

MILES/PERCENT OF COUNTY ROADS WITH PEDESTRIAN FACILITIES ON BOTH SIDES OF THE ROADWAY

Hennepin County staff track the mileage of pedestrian facilities (sidewalks and trails) on the county road system as part of the county’s Complete Streets Inventory. Hennepin County prefers to have pedestrian facilities on both sides of county roads in order to provide pedestrians with convenient access to their destinations. This measure tracks the county’s progress towards providing pedestrian facilities on both sides of county roadways.

MILES/PERCENT OF COUNTY ROADS WITH PEDESTRIAN FACILITIES ON ONE SIDE OF THE ROADWAY

Data for this measure is provided through the Complete Streets Inventory. In some cases, environmental constraints do not allow the space for pedestrian facilities on both sides of a roadway. At a minimum, Hennepin County prefers to provide pedestrian facilities on at least one side of county roadways, in order to provide pedestrians with a safe and comfortable alternative to walking on the roadway. This measure is included in the 2012 Public Works Strategic Plan.

MILES OF SIDEWALK CONSTRUCTED ALONG COUNTY ROADWAYS (ANNUAL)

Data for this measure is provided through the Complete Streets Inventory. This measure provides information on the annual progress of the expansion of the Hennepin County pedestrian system.

PERCENT OF RESIDENTS WHO WALK TO WORK

This measure allows the county to understand the trends in walking for one type of transportation trip. The US Census Bureau’s American Community Survey (ACS) tracks information on the journey to work on an annual basis. The Pedestrian Plan Performance Measures tracks the ACS 3 year estimate. The ACS surveys a sample of US residents throughout the year. The 3 year estimate provides greater reliability and a smaller margin of error.

- INTRODUCTION
- GOALS
- CONTEXT
- EXISTING CONDITIONS
- KEY FINDINGS
- RECOMMENDATIONS
 - GOAL 1
 - GOAL 2
 - GOAL 3
- PERFORMANCE MEASURES
- PRIORITIES
- FUNDING
- IMPLEMENTATION

There are several limitations to this data source. Fluctuations in the data are often within the margin of error. The survey is conducted year round and does not capture summertime walkers if surveyed during the winter. The greatest limitations of this data are that it does not capture information about walk trips other than the journey to work and it does not capture information about walking trips to transit. The great majority of pedestrian trips are not captured by the ACS, as the Metropolitan Council 2000 Travel Behavior Inventory showed that only 12% of pedestrian trips in the Twin Cities region are for the purpose of going to work.

INTRODUCTION

GOALS

CONTEXT

EXISTING CONDITIONS

KEY FINDINGS

RECOMMENDATIONS

GOAL 1

GOAL 2

GOAL 3

PERFORMANCE MEASURES

PRIORITIES

FUNDING

IMPLEMENTATION

PERCENT OF HENNEPIN COUNTY RESIDENTS WHO WALK TO A DESTINATION AT LEAST ONCE PER WEEK

Data for this measure is collected through Hennepin County’s Survey of the Health of All the Population and the Environment (SHAPE). SHAPE collects a broad set of information about health and health behaviors from a sample of Hennepin County residents. SHAPE is conducted every 4 years. This measure has been included in the SHAPE survey since 2010. This measure allows the county to understand broadly the role of walking for transportation among county residents.

ANNUAL PEDESTRIAN COUNTS ON COUNTY PEDESTRIAN FACILITIES

Data for this measure is collected through several sources. The City of Minneapolis and Transit for Livable Communities have been conducting pedestrian counts since 2007. Many of these counts are along county roadways. Three Rivers Parks District also conducts counts on trails within Hennepin County. County staff are working to develop a pedestrian and bicycle count program in 2013 and 2014. This data will provide information on pedestrian use of specific county pedestrian facilities. This measure will be tracked through a separate annual count report.

7.3 IMPROVE THE HEALTH OF COUNTY RESIDENTS THROUGH WALKING

PERCENT OF HENNEPIN COUNTY RESIDENTS WHO ARE OVERWEIGHT OR OBESE

This data is collected through the Hennepin County SHAPE survey. Weight status is computed from self-reported height and weight. Pedestrian planning is one of many strategies to improve public health. Though a direct link between plan implementation and weight status cannot be established, the purpose of this measure is to understand trends in the weight status of county residents in order to inform the implementation of this plan.

8 Priorities for Implementation

The implementation of this plan’s recommendations will take place over many years. Implementation must be strategic in order to reach the goals of this plan. Establishing priorities for implementation guides the county towards the highest priority recommendations early in the implementation process. In Chapter 6: Recommendations, each strategy to implement was assigned a priority and timeframe to guide the order of implementation.

Implementation of location-specific strategies will be informed by the locational priorities established in this plan. For example, the implementation of sidewalk and trail strategies (Strategies 1.4) will focus on the construction of sidewalks and trails in high priority locations. The implementation of curb extension and refuge median strategies (Strategies 1.1) will be emphasized in high-priority locations. The map of priority locations for implementation is a tool to guide implementation, and does not mean that the implementation of the plan will only occur in high priority locations. Other factors such as urgent safety issues, cost, and community support will also determine the location of infrastructure implementation.



photo: Carl Sundstrom / www.pedbikeimages.org

- INTRODUCTION
- GOALS
- CONTEXT
- EXISTING CONDITIONS
- KEY FINDINGS
- RECOMMENDATIONS
 - GOAL 1
 - GOAL 2
 - GOAL 3
- PERFORMANCE MEASURES
- PRIORITIES
- FUNDING
- IMPLEMENTATION

8.1 PRIORITIES FOR THE IMPLEMENTATION OF RECOMMENDATIONS

Priorities for the implementation of the plan’s strategies were developed through feedback from the Pedestrian Plan Steering Committee, analysis of the results from the community engagement process, and an internal review process. The chart below shows the priority level for broad categories of the strategies included in this plan. Priority levels and timeframes for completion were assigned to specific strategies based on this chart.

		LOW PRIORITY	MEDIUM PRIORITY	HIGH PRIORITY
INTRODUCTION	IMPROVE THE SAFETY OF WALKING			
GOALS	Crossing improvements			
CONTEXT	<ul style="list-style-type: none"> Curb extensions and medians Crosswalks 			
EXISTING CONDITIONS	Signals			
KEY FINDINGS	<ul style="list-style-type: none"> Signal timing Countdown timers 			
RECOMMENDATIONS	Sidewalks			
GOAL 1	<ul style="list-style-type: none"> Constructing new sidewalk/trail Improving pedestrian conditions on existing sidewalks 			
GOAL 2	Accessibility/Support of ADA transition plan			
GOAL 3	Enforcement and education for safety			

		LOW PRIORITY	MEDIUM PRIORITY	HIGH PRIORITY
PERFORMANCE MEASURES	INCREASE WALKING			
PRIORITIES	Policy and process improvement			
FUNDING	<ul style="list-style-type: none"> Design guidelines and review of projects Data collection 			
IMPLEMENTATION	Coordination with transitway projects for pedestrian improvements			
	Winter Maintenance			

IMPROVE HEALTH

Prioritize pedestrian improvements in areas with greatest health needs			
Safe Routes to School Programs			
Education and encouragement for walking			

8.2 PRIORITIES FOR THE LOCATION OF PLAN IMPLEMENTATION

Priorities for the location of implementation of the plan were also developed through feedback from the Pedestrian Plan Steering Committee, analysis of the results from the community engagement process, and an internal review process. The chart on page 47 shows the priority level for various demographic and geographic characteristics.

	LOW PRIORITY	MEDIUM PRIORITY	HIGH PRIORITY
Locations with high pedestrian activity currently			
Transit stops and stations			
High frequency transit			
Retail centers			
Job centers			
Schools			
Libraries			
Health care – Hospitals and clinics			
Parks			
Grocery stores and farmers markets			
Population density			

- INTRODUCTION
- GOALS
- CONTEXT
- EXISTING CONDITIONS
- KEY FINDINGS
- RECOMMENDATIONS
- GOAL 1
- GOAL 2
- GOAL 3
- PERFORMANCE MEASURES
- PRIORITIES
- FUNDING
- IMPLEMENTATION

8.2.1. IDENTIFYING HIGH PRIORITY LOCATIONS

The priorities outlined in the table above were used to create a map showing the locational priorities for implementing this plan. This map is a tool to determine where the provision or enhancement of pedestrian infrastructure will have the greatest impact on pedestrian safety and have the greatest potential to increase rates for walking. This map will primarily be used as a guide for implementing the recommendations under Goal 1: Increase the safety of walking.

The highest priority locations for plan implementation are in Minneapolis and its inner ring suburbs. Many high priority locations currently have pedestrian facilities on both sides of the street. These locations should be considered for pedestrian safety improvements such as pedestrian crossing improvements and sidewalk reconstruction. In second ring suburban communities and western Hennepin County, high priority locations are identified around commercial and town centers, with most other areas identified as medium to low priority. There are fewer pedestrian facilities along county roads in second ring suburbs and western Hennepin County. In these locations, the county should focus on the addition of sidewalks and trails to increase opportunities for walking.

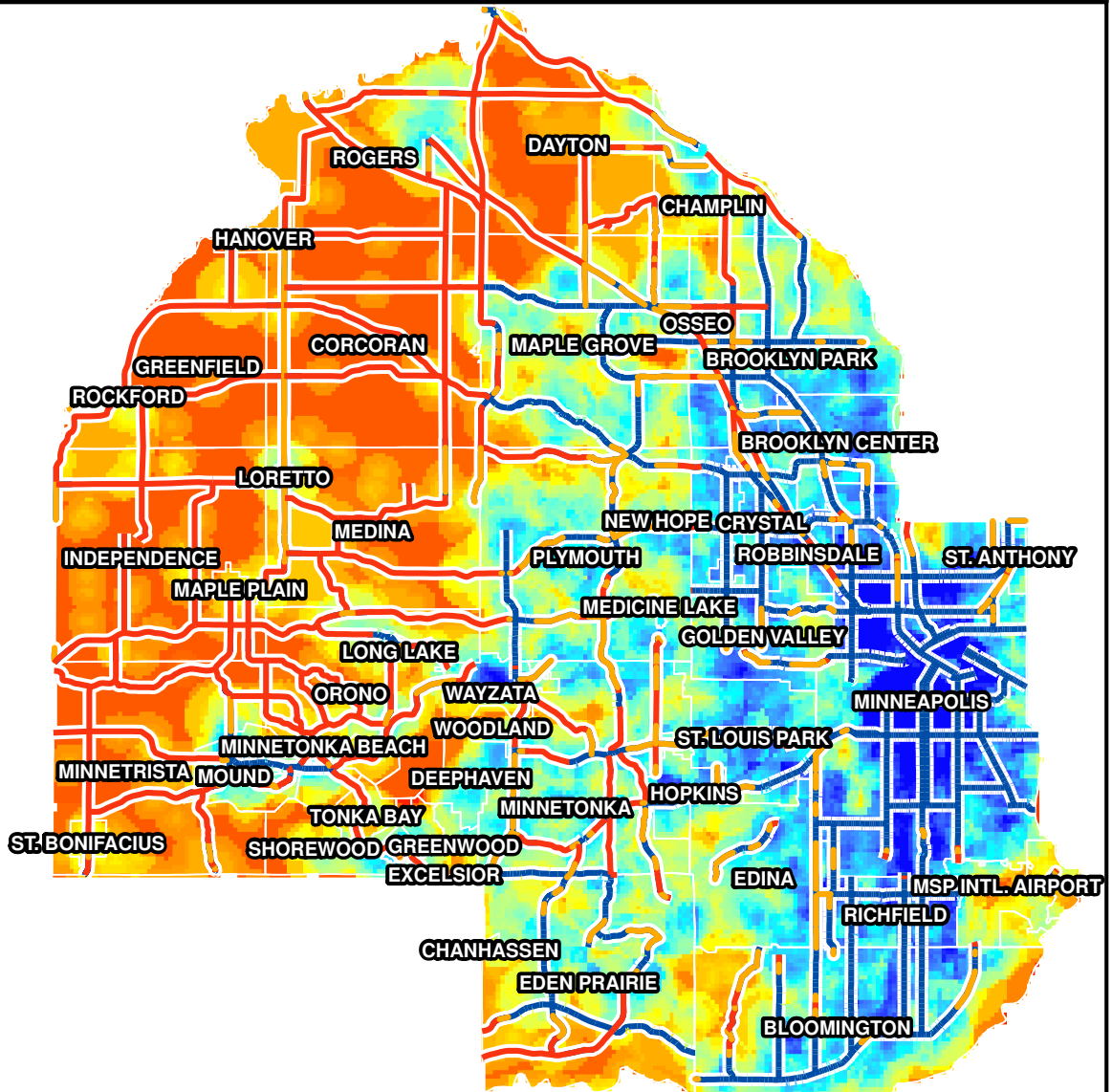
This map is meant as a guide for the implementation of this plan and is not meant to substitute for field visits, community engagement, or other information gathering. There may be some locations with high scores that may have little to no demand for pedestrian facilities, while a location with a low score may actually benefit greatly from a pedestrian safety improvement.

For information on methodology of identifying high priority locations:

- *Appendix F: Methodology for Identifying High Priority Locations*
- *Appendix G: Priority Level of Pedestrian Facility Gaps*

- INTRODUCTION
- GOALS
- CONTEXT
- EXISTING CONDITIONS
- KEY FINDINGS
- RECOMMENDATIONS
- GOAL 1
- GOAL 2
- GOAL 3
- PERFORMANCE MEASURES
- PRIORITIES
- FUNDING
- IMPLEMENTATION

Priority Locations for Pedestrian Plan Implementation



Legend

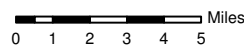
- County roads without sidewalk or trail
 - County roads with sidewalk or trail on one side
 - County roads with pedestrian facilities on both sides
- High Priority (65)

Low Priority (1)

Map Creation Date: 5/16/2013

Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, NRCS, USGS

Disclaimer: This map is a compilation of data from various sources and is furnished "AS IS" with no representation or warranty expressed or implied, including fitness for any particular purpose, merchantability, or the accuracy and completeness of the information shown.



Hennepin County
Public Works



9 Funding Sources for Plan Implementation

9.1 HENNEPIN COUNTY FUNDING SOURCES

SIDEWALK PARTICIPATION PROGRAM

The Hennepin County Capital Improvement Program established a line item for participation in the construction of sidewalks and crossing improvements in 2012. The line item has a \$200,000 annual budget. Hennepin County participates at a cost of 25% up to maximum of \$50,000 per project. In order to support the implementation of this plan, the county should evaluate an increase in the county’s cost participation rate and the budget of the Sidewalk Participation Program. The county should also evaluate how to address cost participation when assessments to property owners create barriers for the construction of high priority sidewalks.

This funding source can help implement strategies to construct sidewalks and crossing improvements such as curb extensions, refuge medians, countdown timers, and durable crosswalk markings. Sidewalk Participation funding is allocated based on a competitive solicitation process. The evaluation criteria could be adjusted to favor sidewalk segments and crossing improvements in high priority locations.

PAVEMENT PRESERVATION PLUS PROGRAM

The 2013 Hennepin County Capital Improvement Program established the Pavement Preservation Plus Program with a budget of \$500,000. This program will provide for pedestrian crossing improvements such as curb extensions, refuge medians, signage, and curb ramps. Crossing improvements will be installed at several additional locations as part of the county’s annual pavement preservation program. This program will help to implement strategies related to pedestrian crossing improvements.

ROADSIDE ENHANCEMENT PARTNERSHIP PROGRAM

The Hennepin County Capital Improvement Program includes a line item for the Roadside Enhancement Partnership Program (REPP). The purpose of this funding is to enhance the roadside environment on county road corridors within municipalities located entirely within the 1999 Metropolitan Urban Services Area. Funds can be used for several types of improvements to the pedestrian environment, including:

- Construction of sidewalks
- Construction of multiple use trails
- Undergrounding of utilities
- Installation of street and/or pedestrian lighting
- Installation of transit shelters, benches, and hard surface paving
- Landscaping materials
- Installation of streetscape material to establish a theme consistent with area architecture
- Installation of vertical elements such as bollards and banner poles

REPP has a \$1 million annual budget. The county participation rate varies from 25-50% based on each project element. REPP is typically used in conjunction with street reconstruction projects. This funding can support the implementation of strategies to construct sidewalks along county roads and can create a more comfortable and inviting environment for walking.

INTRODUCTION

GOALS

CONTEXT

EXISTING CONDITIONS

KEY FINDINGS

RECOMMENDATIONS

GOAL 1

GOAL 2

GOAL 3

PERFORMANCE MEASURES

PRIORITIES

FUNDING

IMPLEMENTATION

INTRODUCTION

GOALS

CONTEXT

EXISTING CONDITIONS

KEY FINDINGS

RECOMMENDATIONS

GOAL 1

GOAL 2

GOAL 3

PERFORMANCE MEASURES

PRIORITIES

FUNDING

IMPLEMENTATION

BIKEWAY DEVELOPMENT PARTICIPATION AND BIKEWAY PROGRAM DISCRETIONARY

The Hennepin County Capital Improvement Program includes two bikeway programs to support the expansion of the Hennepin County bikeway system and close gaps in the bikeway system. These programs are not specifically targeted to pedestrian infrastructure. However, pedestrians benefit from multi-use trails constructed with these funds. These funds contribute to the expansion of the pedestrian system in the county.

COMMUNITY WORKS PROGRAM

The Hennepin County Community Works program is focused on strategic public works investments to improve quality of life, stimulate economic development, strengthen communities through connections, maintain and improve natural systems, and enhance the tax base. Community Works projects can fund improvements to the pedestrian environment such as sidewalks, crossing improvements, benches, and pedestrian-scale lighting.

9.2 STATE OF MINNESOTA FUNDING SOURCES

MINNESOTA LEGACY GRANT PROGRAM

This program funds up to 100% of trail project costs. Priority trails include trails in a regionally desirable setting, with expected high quality opportunity and use, adequate length and connections, and in areas with a scarcity of trail resources. This grant program can be used to match federal funding sources. This program could be used to support planned Three Rivers Park District trails.

MINNESOTA DEPARTMENT OF NATURAL RESOURCES LOCAL TRAIL CONNECTIONS GRANTS

This program funds up to 75% of trail project costs. Requests must be between \$5,000 and \$150,000. Priority trails enhance trail connectivity, have a high amount of expected use, and serve high quality natural and cultural resources. This grant program can be used to match federal funding sources. This program could be used to construct trail connections to regional trails in Hennepin County.

STATEWIDE HEALTH IMPROVEMENT PROGRAM (SHIP)

SHIP is a program of the Minnesota Department of Health. Over the past four years, SHIP funding has supported the work of Active Living Hennepin County and Safe Routes to School education and encouragement through HSPHD. The current round of SHIP funding ends June 30, 2013. Future SHIP funding could support several strategies in this plan, including pedestrian-related process improvements, education, encouragement, and enforcement strategies.

CORRIDOR INVESTMENT MANAGEMENT STRATEGY (CIMS)

CIMS is a MnDOT funding program to support quality of life improvements along MnDOT trunk highways. CIMS funding could be used to improve pedestrian infrastructure at intersections between county roads and MnDOT trunk highways.

TRANSPORTATION ECONOMIC DEVELOPMENT (TED)

TED is a statewide grant program for public infrastructure that supports economic development. The program is collaboration between the Minnesota Department of Employment and Economic Development and MnDOT. TED typically funds large highway projects but can include pedestrian infrastructure improvements as part of larger projects.

MUNICIPAL AGREEMENTS PROGRAM

The Municipal Agreement Program provides funding for construction projects that benefit the MnDOT trunk highway system and local communities. This funding source could be used to improve pedestrian infrastructure at intersections between MnDOT trunk highways and county roads.

9.3 FEDERAL FUNDING SOURCES

TRANSPORTATION ALTERNATIVES

The federal surface transportation bill, Moving Ahead for Progress in the 21st Century (MAP-21), was authorized in 2012. Details of the implementation of several MAP-21 funding programs are still being determined. MAP-21 established the Transportation Alternatives program to support the construction of trails, sidewalks, lighting and traffic signals to support pedestrian and bicycle safety. The federal Safe Routes to School infrastructure grant program has been incorporated into Transportation Alternatives.

Transportation Alternatives also supports non-infrastructure activities to encourage walking and bicycling to school. This funding source could support several strategies in this plan, including constructing pedestrian facilities, installing traffic signals for pedestrians, and Safe Routes to School education and encouragement programs. The Metropolitan Council will administer this funding through a competitive solicitation process. Details of this process will be finalized by Fall 2013.

HIGHWAY SAFETY IMPROVEMENT PROJECT (HSIP)

HSIP is a federal funding source for cost effective transportation safety projects. This funding is administered by the MnDOT Office of Traffic, Safety, & Technology. In 2011, MnDOT and Hennepin County partnered to create a County Road Safety Plan. Pedestrian safety improvements in the County Road Safety Plan are eligible for HSIP funding. Eleven county road corridors were identified for pedestrian safety improvements such as countdown timers, curb extensions, and pedestrian refuge medians. Additional corridors or locations can be added to the County Road Safety Plan on an individual basis. MnDOT will conduct a solicitation process for HSIP projects in 2013. This funding source could support the implementation of strategies to install countdown timers, curb extensions, and pedestrian refuge medians.

COMMUNITY TRANSFORMATION GRANT

Hennepin County was awarded the Community Transformation Grant in 2011. This grant is administered through the Centers for Disease Control and Prevention. Funding will continue through September 2016. This grant will support staff time for implementation of strategies in this plan. This grant will also support the development of a total of 8 municipal pedestrian and bicycle plans over the five year grant period.

For a summary of potential funding sources for the implementation of specific strategies:

- *Appendix I: Potential Funding Sources and Applications*

INTRODUCTION

GOALS

CONTEXT

EXISTING CONDITIONS

KEY FINDINGS

RECOMMENDATIONS

GOAL 1

GOAL 2

GOAL 3

PERFORMANCE MEASURES

PRIORITIES

FUNDING

IMPLEMENTATION

10

Implementation of the Plan

The implementation of the Hennepin County Pedestrian Plan will be led by Hennepin County Public Works. This plan will guide the county’s work through the year 2020. The Pedestrian and Bicycle Planner will coordinate the implementation of the recommendations of the plan. Each recommendation will be implemented in collaboration with the appropriate county departments and divisions. The Pedestrian and Bicycle Planner will monitor the progress of the plan and track performance measures on an annual basis.

Funding support for the implementation of the plan will come from several sources. The Community Transformation Grant will support staff time for implementation of the plan through 2016. The county’s CIP will support the implementation of recommendations to construct sidewalks, multi-use trails, and crossing improvements. The county will also seek additional grant funds to accelerate the implementation of the plan.

The county’s work in the first year of implementation will focus on recommendations that have been identified as high priority for short term implementation. It is anticipated that the implementation of the following recommendations will begin soon after the adoption of this plan:

- 1.3a. Formalize an internal procedure for evaluating pedestrian safety needs at specific locations in response to pedestrian-vehicle crashes and community concerns.
- 1.3b. Evaluate and prioritize improvements to crossings identified through crash data and the pedestrian plan community engagement process.
- 1.4a. Work with cities to encourage applications for CIP Sidewalk Participation funds to construct high priority sidewalks.
- 1.4b. Work with cities, school districts, and park districts to encourage the construction of pedestrian facilities along county roads within ½ mile of schools, parks, and senior centers.
- 2.1a. Establish an internal procedure for pedestrian-oriented review of County projects such as roadway reconstruction projects, transitway projects, construction of libraries and other county facilities, and others as determined.
- 3.2b. Develop a comprehensive, county-wide strategy for improving pedestrian safety and access to schools.
- 4.1B. In coordination with the ADA Transition Plan, complete a comprehensive assessment of the condition of sidewalks along the county road system and prepare a plan for improving conditions.

For a full summary of recommendations, implementation timeframes, and costs:

- *Appendix D: Summary of Recommendations*
- *Appendix E: Estimated Cost Information for Implementing Recommendations*

INTRODUCTION

GOALS

CONTEXT

EXISTING CONDITIONS

KEY FINDINGS

RECOMMENDATIONS

GOAL 1

GOAL 2

GOAL 3

PERFORMANCE MEASURES

PRIORITIES

FUNDING

IMPLEMENTATION

INSIDE BACK COVER

