

City of Circle Pines Pedestrian Facility Policy

I. Introduction

The City of Circle Pines recognizes the need to maintain and construct safe and serviceable pedestrian facilities throughout the City to provide for pedestrian travel. Within the City, there are existing sidewalks, bituminous paths, and gravel paths that provide localized pedestrian networks through neighborhoods and within existing City and regional parks. However, a comprehensive pedestrian facility improvement plan is necessary to ensure that existing pedestrian facilities are maintained, and that new pedestrian facilities are constructed with the purpose of connecting neighborhoods to the existing sidewalk and trail system.

The purpose of this document is to provide a pedestrian facility policy and plan in order to improve the overall quality and connectivity of the City's pedestrian facilities. The policy will take into account existing City ordinances, installation qualifications, inspection procedures, rehabilitation criteria, replacement and repair procedures, schedule of improvements, and financing items. Also, where deemed pertinent, when improvements are proposed at intersections with a high volume of traffic, crosswalk improvements shall be considered as a high priority.

II. Definitions

For clarification purposes, the following definitions shall apply to pedestrian facilities described within this report:

Sidewalks: Sidewalks shall be defined as any walkway within public right-of-way or easement greater than four (4) feet in width and less than eight (8) feet in width, constructed of concrete or bituminous. The primary use of sidewalks shall be for non-motorized pedestrian traffic. Sidewalks are not intended for use by bicyclists, roller skaters, or skate boarders.

Trails: Trails shall be defined as any walkway within public right-of-way or easement that is eight (8) feet or greater in width, constructed of aggregate limestone, bituminous or concrete. New trails shall be constructed primarily of asphalt, but may also be constructed of concrete or a non-hard surface such as aggregate limestone, wood chips or other materials. The primary use of trails shall be for non-motorized pedestrian traffic and recreational activities, such as, but not limited to, bicycling, roller blading, and skateboarding.

Trails types shall be further defined as:

- **Type 1 – Neighborhood Trails/Links:** Paved trail signed for non-motorized vehicles only. Provides access between neighborhoods and parks, and may or may not be along roadway, but is separated from a roadway with a boulevard.

- **Type 2 – Shoulder Trail Routes:** Urban or rural paved shoulder along a roadway for use by bicyclists, roller skaters, skateboarding, and emergency motorized vehicle use. Shoulder trails shall be signed for “No Parking” and may be delineated with striping and are not intended for primary trail routes or for pedestrian traffic.
- **Type 3 – Unpaved Trails:** Trails within parks, easements, or right-of-way that are constructed of an aggregate surface. The primary use of these trails is for walking, hiking, and bicycling. The trail should be signed for non-motorized vehicle use only.
- **Type 4 – On-street Road Connections:** Urban or rural paved shoulder along a roadway for use by bicyclists, roller skaters, skateboarding, and emergency motorized vehicle use. On-street road connections primary purpose is for interconnectivity between secondary and primary routes and will **not** be signed for “No Parking” or striped for trail delineation.

Improved: Improved facilities shall be those constructed of a hard, engineered surface, such as concrete or bituminous. Improved facilities shall be appropriately sized in accordance with the width guidelines provided for sidewalks and trails.

Unimproved: Unimproved facilities shall be those constructed of aggregate base, dirt, or grass, without a hard, engineered surface. Unimproved facilities shall also include sidewalks and trails that are not sized in accordance with the width guidelines provided for sidewalks and trails.

III. Compliance with Existing City Code of Ordinances

The City of Circle Pines has a series of ordinances that govern the installation and maintenance of sidewalks within public right-of-way throughout the City. Two such requirements are contained within Chapter 15, which is the Subdivision Ordinance, and are as follows:

Chapter 15 – Subdivision, Section 1500.05 Subdivision Design Standards, Subdivision 4 Blocks Part (c): *Pedestrian walks, not less than ten (10) feet wide, shall be required where deemed essential to provide circulation, or access to schools, playgrounds, shopping centers, transportation, and other community facilities.*

Chapter 15 – Subdivision, Section 1500.06 Improvements, Subdivision 6 Sidewalks: *Install sidewalks on officially (designated) arterial streets and on one side of collector streets, and walkways to schools; such collector streets and walkways to be determined by the (Planning) Commission and approved by the Council.*

These requirements, as written, only apply to new developments, and do not govern the installation of pedestrian facilities within existing neighborhoods. However, it is recommended that the requirements of the ordinance be applied to the installation of new facilities within existing neighborhoods where possible.

With regards for maintaining sidewalks, Chapter 16 of the City Code of Ordinances outlines the responsibility of property owners with sidewalk adjacent to their properties. The requirements outlined in Chapter 16 are as follows:

Chapter 16 – Housing, Section 1600.11 General Requirements, Part (k) Public Sidewalks and Access Walks: *It shall be the responsibility of the owner of any dwelling unit to keep clear all public sidewalks abutting the premises occupied by the dwelling unit of snow, ice, and all obstructions and debris. All structures containing one or more dwelling units shall be required to provide at least one hard-surface and unobstructed access, path, or drive linking each dwelling unit to the adjacent public sidewalk or street.*

The City may remove snow in areas as deemed necessary.

These requirements, as written, can remain unchanged for the installation of sidewalks within existing neighborhoods. It is important to note that pedestrian facilities within City easements not adjacent to roadways are to be maintained by the City.

IV. Installation Qualifications

Primary and secondary pedestrian facility improvements along with the improvements noted in the 2005 Addendum Park and Trail System Plan prepared by Brauer and Associates, LTD, dated December 2005 proposed within the City of Circle Pines should be identified using the following criteria:

Primary pedestrian facility improvements should include:

- Interconnectivity of trails and sidewalks between City parks and community facilities
- Installation of trails along arterial roadways and regional transportation corridors
- Construction of facilities should be considered separate from a street reconstruction project

Secondary pedestrian facility improvements should include:

- Links between existing neighborhoods without sidewalks or trails to regional parks
- Installation of new trails and sidewalks adjacent to schools, parks, playgrounds, and shopping centers
- Connection of trails and sidewalks within individual City parks
- Installation of sidewalks along existing collector streets, primarily along one side of the roadway
- Sidewalk and trail improvements in existing neighborhoods should be driven primarily by resident interest
- Sidewalk and trail installation in existing neighborhoods should be performed in conjunction with a street reconstruction project, where possible

A list of criteria for identifying the need for pedestrian facilities within existing neighborhoods has been utilized in creating the City of Circle Pines Pedestrian Facility Plan, and may be used by City Council and Staff to determine future pedestrian facility needs. A proposed Pedestrian Infrastructure Management System to determine future needs and prioritization is as follows:

Pedestrian Infrastructure Management System (PIMS)

Following is a Pedestrian Infrastructure Management System (PIMS) scoring matrix that may be used by City Council and Staff to assist in determining future pedestrian facility needs, maintenance and prioritization of proposed projects. PIMS scoring matrix utilizes specific criteria (attractors) to measure project importance.

Every attractor category shall be assigned a numerical value of 0 to 100 that will be determined by the City Engineer or as appointed by the City Administrator. Values assigned are subject to review by City Council and Staff. Every numerical value is then multiplied by the appropriate weighted factor to determine the total value of the specific attractor.

PIMS Attractors are defined as follows:

- **1 - Proximity (50% weighted value)**
 - Public Buildings
 - Transit Stops
 - Parks
 - Public or Private Schools
 - Employers with capacity of greater than 25 employees
 - Senior Housing
 - Religious Institutions
 - Population Density
 - Total population residing within one half mile of the proposed improvements

- **2 - Neighborhood Plan/Fiscal Availability (20% weighted value)**
 - Existing Facilities
 - On or off street facilities are existing
 - Public Request (see petition request) or Public Support
 - Neighborhood Plan
 - Project requested via an adopted neighborhood plan
 - Connectivity
 - Does proposed improvements complete a vital pedestrian link
 - Existing Fiscal Availability
 - Funding proposed by builder/developer for pedestrian facility

- **3 - Pedestrian Risk Factor (15% weighted value)**
 - Street Classification
 - Collector, Local MSAS route, Local
 - Pedestrian/Automobile Accident
 - Number and/or severity of accidents involving pedestrian and motorized vehicles in previous 36 months
 - Pedestrian Health Risk
 - Perceived risk as determined by registered complaints or pedestrian study

- **4 - Condition (15% weighted value)**
 - Accessibility of Sidewalk
 - Percentage of block or terminus that is not technically accessible
 - Accessibility of Curb Ramps
 - Are curb ramps within 50 feet of proposed project technically accessible
 - Condition Score
 - Maintenance issue with pedestrian facility as determined by the rehabilitation criteria
 - Complaint Score
 - Registered complaint with condition for specified location
 - Maintenance of Curb Ramps
 - Do curb ramps within 50 feet of proposed project require maintenance

For existing pedestrian facilities the sum of attractors in categories 1 through 4 will total in value from 0 to 100. The overall attractor score can then be compared to the priority table for existing pedestrian facilities.

| | |
|--------|-------------------------|
| 0-50 | Low Priority Project |
| 51-75 | Medium Priority Project |
| 76-100 | High Priority Project |

For absent pedestrian facilities the sum of attractors in categories 1 through 3 will total in value from 0 to 85 because category 4 is not applicable. The overall attractor score can then be compared to the priority table for absent pedestrian facilities.

| | |
|-------|-------------------------|
| 0-45 | Low Priority Project |
| 46-70 | Medium Priority Project |
| 71-85 | High Priority Project |

The Pedestrian Infrastructure Management System attractor scoring table is shown on the following page to assist in the scoring of a project for need, maintenance and prioritization purposes.

| Pedestrian Infrastructure Management System City of Circle Pines | | | | |
|---|--|----------------|---------------|-------|
| No. | Attractor | Weighted Value | Score (0-100) | Total |
| 1 | Proximity | 50% | | |
| | Public Buildings | 10.00% | | |
| | Transit Stops | 4.00% | | |
| | Parks | 10.00% | | |
| | Public or Private Schools | 10.00% | | |
| | Employers w/ Capacity > 25 | 4.00% | | |
| | Senior Housing | 4.00% | | |
| | Religious Institutions | 4.00% | | |
| | Population Density | 4.00% | | |
| | Subtotal | | | |
| 2 | Neighborhood Plan/Fiscal Availability | 20% | | |
| | Existing Facilities | 4.00% | | |
| | Public Request | 4.00% | | |
| | Neighborhood Plan | 4.00% | | |
| | Connectivity | 4.00% | | |
| | Existing Fiscal Availability | 4.00% | | |
| Subtotal | | | | |
| 3 | Pedestrian Risk Factor | 15% | | |
| | Street Classification | 5.00% | | |
| | Pedestrian/Automobile Accident | 5.00% | | |
| | Pedestrian Health Risk | 5.00% | | |
| Subtotal | | | | |
| 4 | Condition | 15% | | |
| | Accessibility of Sidewalk | 3.00% | | |
| | Accessibility of Curb Ramps | 3.00% | | |
| | Condition Score | 3.00% | | |
| | Complaint Score | 3.00% | | |
| | Maintenance of Curb Ramps | 3.00% | | |
| Subtotal | | | | |
| Total of 1-3 (absent pedestrian facility) | | | | |
| Total of 1-4 (existing pedestrian facility) | | | | |

With regards to resident requests for sidewalks and trails, residents may submit a petition for City Council consideration requesting pedestrian facility improvements. Petitions shall meet the same requirements set forth for the initiation of public improvements as noted in the City's Assessment Policy, and is as follows:

Petition of not less than 35% of property owners. An improvement project can begin with a signed petition by owners of not less than 35% of the frontage of real property abutting the proposed improvements. This improvement can only be ordered after a public hearing

Petition of 100% of property owners. An improvement project can begin with a signed petition by the owners of 100% of the frontage of the real property abutting the proposed improvements. This improvement does not require a public hearing, and may be ordered by the City Council by a simple majority vote if the petitioning owners agree to pay 100% of the costs of the improvements.

V. Inspection Procedures

The City of Circle Pines Public Works Department shall establish procedures for regular pedestrian facility inspection. The procedure will include:

- A. Complete a comprehensive sidewalk and trail survey identifying the location, type, and width of facility within the City.
- B. Schedule pedestrian facility inspections on a rotating 3-year basis in which each pedestrian facility is inspected.
- C. Assignment of personnel to respond to resident inquiries and inspect existing pedestrian facilities at resident requests.
- D. Develop procedures for pedestrian facility evaluation, including verification of thresholds for repairs and replacement as noted in Section VI of this policy.
- E. Set a schedule for performing repairs on an annual or bi-annual basis.
- F. Perform necessary repairs using City crews or through hiring a third-party contractor.

VI. Rehabilitation Criteria

The criteria for determining whether a particular pedestrian facility is in need of replacement or repair is as follows:

| Criteria | Defect | Repair Options |
|------------------------------|--|---|
| Vertical Displacement | ¾" high or greater for 12" of the joint | <ul style="list-style-type: none"> • Mudjack (concrete) • Overlay (bituminous) • Replace |
| Horizontal Displacement | Greater than ½" for crack 3" or longer | <ul style="list-style-type: none"> • Replace • Level crack in concrete may be cleaned and filled with concrete epoxy. • Level crack in bituminous may be sealed with bituminous crack sealant. |
| Inverse Slope | Trapped Water | <ul style="list-style-type: none"> • Mudjack (concrete) • Overlay (bituminous) • Replace |
| Surface Imperfections | <ul style="list-style-type: none"> • 50% or more of slab spalled (concrete) • Over 10' of cracks per slab (concrete) • Missing piece greater than 10 square inches • Pothole greater than 10 square inches | <ul style="list-style-type: none"> • Replace • Missing portions may be cleaned and filled with concrete epoxy (concrete) • Sawcut and replace with bituminous pavement (bituminous) |
| Bituminous Trail Maintenance | <ul style="list-style-type: none"> • Exposed aggregate • Trail over 5 years old | <ul style="list-style-type: none"> • Sealcoat |

VII. Replacement & Repair Procedures

Upon completion of the initial pedestrian facility survey, the Department of Public Works shall establish a repair and replacement schedule. This schedule is subject to modification based both on sidewalk and trail conditions and the availability of resources for repair and replacement.

The pedestrian facility repair and replacement schedule, if performed on an as needed basis schedule, will allow the Public Works Department to take into consideration and weigh the following factors:

1. Sidewalk and trail location and the amount of pedestrian traffic.
2. Proximity of sidewalk and trail as identified as needing repair or replacement to other sidewalks and trails needing repair and replacement, including proximity to street and utility reconstruction project.
3. The nature and severity of the condition needing repair or replacement.
4. The City's budget for repair or replacement of pedestrian facilities.
5. Availability of employees, equipment, and other resources to perform sidewalk and trail repair or replacement.
6. History of prior accidents or resident complaints.
7. Public safety.

Once these items are considered, the Public Works Department can determine if it is necessary to perform repair or replacement work, and whether or not such work should be contracted out to independent contractors through a design-bid-build process.

VIII. Repair of Damaged Property

Pedestrian facility installation and maintenance operations may cause property damage even under the best of circumstances and care on the part of construction and maintenance crews. The major types of damage are to improvements within City right-of-way and easements.

The City shall repair or replace grass damaged by sidewalk maintenance with new seed or sod. Other damage within the public right-of-way or easements is the responsibility of the property owner including, but not limited to, retaining walls, trees, shrubs, bushes, landscaping materials, decorative rock, paver stones, and irrigation systems.

IX. Schedule of Improvements

Attempts should be made to perform pedestrian facility improvements as shown on the City of Circle Pines Pedestrian Facility Plan in conjunction with street and utility reconstruction projects where such improvements coincide. This will help reduce construction and design costs, as well as distribute the costs of such improvements to benefiting properties through special assessments. The improvements as presented in this section have not been placed in any particular order of preference or importance. The use of the Pedestrian Improvement Management System, as defined in Section IV, may be utilized to determine the proper prioritization or need order.

Primary Facility Improvements

The following primary pedestrian facility improvements also shown on the attached Pedestrian Facility Plan, have been identified by City Staff and their consultants based on the criteria stated in Section IV and should be considered for construction in conjunction with street and utility reconstruction projects or other projects as deemed feasible. Please note, not all proposed pedestrian facilities are described below that are included in the Pedestrian Facility Plan.

- **Lake Drive (CSAH 23) Bituminous Trail:** Lake Drive is the primary arterial roadway through the City of Circle Pines, and creates a pedestrian separation between the north and south portions of the City. The 2005 Addendum to the Park and Trail System Plan identified the need to install trails on one or both sides of Lake Drive to connect to signalized intersections at Lexington Avenue, Fire Barn Road, Pine Drive, and North Road/Hodgson Road as a high priority improvement to assist in providing connectivity of the City's existing pedestrian facility network. This need still exists. At the time these improvements are considered, it shall also be a high priority to review potential crosswalk improvements for increased safety of pedestrians.
- **City Hall Campus Connections:** The City Hall campus is the social center of the City of Circle Pines. Providing adequate pedestrian access to the site for community residents makes the installation of pedestrian facilities a primary improvement. Civic Heights Drive runs parallel to Lake Drive between Fire Barn Road and Pine Drive, and is adjacent to the Circle Pines City Hall. Civic Heights Drive provides an opportunity to install a trail in conjunction with a new trail on Lake Drive, while providing connectivity for senior housing to the Post Office and City Hall campus. Additional connections to City Hall campus by making neighborhood connections through side yards along Shady Way and Oak Ridge Trail should be considered.
- **North Star Lane Connection:** There is a series of improved concrete trails that run between Northstar Park, Center Park, and Inner Park. However, there is a 150-foot section of North Star Lane west of Center Road where the pedestrian system is not connected. In order to connect the system, it is recommended that a concrete trail be installed along this short segment of North Star Lane.
- **Carl-Eck Park Connection:** Both improved and unimproved pedestrian facilities exist within Carl-Eck Park. The park itself would benefit from updated trails that are looped to connect the parking area, ball fields, and playground. The park is also isolated from other nearby parks within the City, such as Center Park and Inner Park. Installing a trail along Stardust Boulevard from Carl-Eck Park to Center Road, and then along Crossway Drive to the existing trail east of Center Drive will create this desired pedestrian connectivity. In addition, installing a trail connection between Lake Drive and Carl-Eck Park will create a link between the northern City parks and the City Hall campus and the south half of the City of Circle Pines. The signalized intersection at Fire Barn Road and Lake Drive is already configured to provide protected pedestrian crossings of the roadways, eliminating the need to perform signal system upgrades.

Secondary Facility Improvements

- **Woodland Road:** The Village of Circle Pines was constructed as a pedestrian-friendly development with sidewalks on both sides of public roadways, as well as sidewalks on private residential streets. However, this development lacks connection to other pedestrian facilities within the City. Installing a sidewalk along Woodland Road from Heritage Trail to Golden Lake Road West, and then south to Golden Lake Park would significantly enhance the connectivity of the City's pedestrian facility system.
- **Inner Park Trail:** Inner Park lacks a looped trail system. An existing trail running through the park from Inner Drive to East Road does not provide a connection to the east side of the park, where a trail connects to Center Park. Installing a looped trail system along the parking lot adjacent to the ball field will create this connection.
- **Rice Creek Chain of Lakes Regional Park Reserve Connections:** There are a series of both Type 1 and Type 3 trails located within Rice Creek Chain of Lakes Regional Park Reserve. Future trails are also proposed by the Anoka County Department of Parks and Recreation. Since the exact location and schedule for these new trails is not known, it is difficult to identify specific trail connection needs. However, it is recommended that the City of Circle Pines work with the Anoka County Department of Parks and Recreation in order to provide trail connections to residential neighborhoods as new trails are installed within the park. These trails should be Type 1 trails constructed with bituminous pavement and be accessible to both pedestrian and bicycle traffic.
- **Upgrade Existing Type 3 Trails:** There are a number of Type 3 trails throughout Tamarack Park, Pheasant Run, Golden Lake Park, and Aspen Park that are currently constructed of an aggregate surface. It is recommended that these trails be graded appropriately and overlaid with bituminous pavement, upgrading them to Type 1 trails. Type 1 trails encourage increased bicycle and other recreational use, such as roller skating and walking with children and strollers. Type 1 trails reduce maintenance by eliminating the need to add aggregate and re-grade trails in the spring and following heavy rain events. Type 1 trails also give the City the option to plow and maintain the trails for winter recreation use.

X. Financing

The majority of pedestrian facility improvements would need to be financed through the City of Circle Pines Capital Improvement Budget. These improvements would include any work performed within City parks, right-of-way, and easements. Any trail improvements performed along Lake Drive (CSAH 23) would also likely be the responsibility of the City. While some financing may be available through Anoka County, since the roadway is not presently scheduled for improvement, any addition of trails would likely be the responsibility of the City.

Maintenance and repair costs would be financed through the City of Circle Pines Parks maintenance budget.

Sidewalk installation in neighborhoods that occur in conjunction with road reconstruction project may be assessed to benefiting property owners in accordance with the City's special assessment policy.

Sidewalks or trails installed as a result of a petition receiving 100% approval of affected property owners may be financed 100% through special assessments.

There are additional financing sources at the local and federal levels that are available to communities that wish to install new trails and sidewalks. For instance, the Recreational Trails Program provided grants from the Federal Highway Administration through the Minnesota Department of Natural Resources to install and maintain recreational trails. The Safe Routes to School Program provides grants from the Federal Highway Administration through the Minnesota Department of Transportation to install sidewalks and pedestrian crossings to improve community access and promote students walking to school.

XI. Record Retention

The Public Works Department will keep on file comments and complaints received regarding this policy as required by the Records Retention Schedule set by the State of Minnesota.

XII. Effective Date of Policy

This policy shall be effective following adoption by the City Council. Modifications of this policy shall be effective on the date said modifications are approved by City Council Resolution.



North Park

Inner Park

Central Park

Carl-Eck

City Hall Campus

Tamarack Park

Golden Lake

Aspen Park

Golden Lake Park

Golden Lake School

Pheasant Run Park

TWINKLE TER

STARDUST BLVD

TWILITE DR

GALAXY DR

NORTH STAR LN

AURORA LN

MOONLITE DR

CENTER RD

CROSSWAY DR

EAST RD

WEST RD

WEST RD

GOLDEN LAKE RD

CROSSWAY DR

CIVIC HEIGHTS DR

GOLDEN PARK DR

OAK RIDGE TRL

GOLDEN LAKE RD

GOLDEN LAKE RD

GOLDEN LAKE RD W

GOLDEN LAKE RD

GOLDEN LAKE RD

GOLDEN LAKE RD

GOLDEN LAKE RD W

SCHOOL RD

SCHOOL RD

DOENWAY

CIRCLE DR

INNER DR

SHEPHERD CT

PINE DR S

OAK RD

WOODCREST DR

OAK LEAF LN

PLEASANT VIEW LN

HILLCREST LN

RIDGE RD

RIDGE RD

RIDGE RD

RIDGE RD

RIDGE RD

RIDGE RD

Rice Creek

FORREST DR

FLOWERFIELD RD

FLOWERFIELD RD

SHERWOOD CT

CANTERBURY RD

CANTERBURY RD

LITTLE JOHN DR

NOTTINGHAM DR

