

# HENNEPIN COUNTY

## MINNESOTA

## Active Transportation Committee

Date: Monday, February 26, 2024

Time: 4 – 6 p.m.

Location: Microsoft Teams conference call

### Committee Members:

- ✓ Tammy McLemore, Dist. 1
- ✓ Gilbert Odonkor, Dist. 1
- ✓ Billy Binder, Dist. 2
- ✓ Jenny Ackerson, Dist. 2
- ✓ Laura Mitchell, Dist. 3
- ✓ Dave Carlson, Dist. 3
- ✓ Larissa Lavrov, Dist. 4
- ✓ Haley Foydel, Dist. 4
- ✓ Lou Dzierzak, Dist. 5
- ✓ Henrik Kowalkowski, Dist. 5
- ✓ Luke Van Santen, Dist. 6
- ✓ Lou Miranda, Dist. 6
- Greg Anderson, Dist. 7
- ✓ Clara Sandberg, Dist. 7

### Ex-Officio Members:

- ✓ Jordan Kocak, HC Public Works
- ✓ Dan Patterson, HC Public Works
- ✓ John Mark Lucas, U of M
- ✓ Danny McCullough, Three Rivers

### Guests:

- ✓ Dean Chamberlain, Toole Design
- ✓ Aidan Brogonier, U of M
- ✓ Menno Schukking, city of Minneapolis
- ✓ Josh Potter, HC Public Works
- ✓ Justin Broughman, U of M
- ✓ Tom Musick, Hennepin County

## Notes

- **Approval of the agenda** **4:03 – 4:04**
  - Haley Foydel moved to approve the February 2024 agenda; Laura Mitchell seconded. The agenda was approved by voice vote.
- **Approval of the January 2024 minutes** **4:04 – 4:05**
  - Billy Binder moved to approve the January 2024 minutes. Luke Van Santen seconded the motion and requested a correction on a typo. The amended minutes were approved by voice vote.
- **Welcome new ATC members** **4:05 – 4:11**
  - Jordan Kocak introduced new District 5 representative Henrik Kowalkowski. ATC members introduced themselves. New District 7 representative Clara Sandberg would join later in the meeting and introduced herself during member announcements.



- **Cedar Avenue reconstruction**

**4:11 – 4:42**

- Josh Potter from Hennepin County Public Works Transportation Design introduced the project and himself.
- The project is the reconstruction of Cedar Avenue from Lake Street to 24<sup>th</sup> Street in Minneapolis. The last major project here was in 1966, so it is due for reconstruction.
- Current road is two-lane undivided with parking and no turn lanes. Previously was four-lane undivided with off-peak parking. Restriped to two-lanes with left turn lanes at some intersections a few years ago. We've seen an improvement in safety since then.
- This segment of Cedar was under MnDOT jurisdiction, as the former TH 36, the last time it was reconstructed.
- The county has federal funding to rebuild the road.
- Preliminary design and public engagement from March 2023 to April 2024. Have two concepts.
- Layout approval in May or June 2024, then final design June 2024 to December 2025 for construction in 2026.
- Project goals
  - More comfortable for walking, biking rolling, and transit
  - Road for today and tomorrow and reflects community values
  - Design livable, calmer, safer street
  - Access to nearby community destinations
  - Preserve existing tree canopy and increase greening
  - Replace and modernize aging infrastructure such as traffic signals and stormwater facilities
- Phase I workshop had residents list their priorities for the corridor, listed below in order of most commonly mentioned:
  - Environment and health
  - Pedestrians
  - Bicycles
  - Public amenities
  - Transit
  - Gathering
  - Vehicles
  - Parking and delivery
- The county has arrived at two alternatives to propose:
  - Option A: Maximized greenspace
    - Pedestrian improvements including sidewalks
    - Maximum green space
    - Tree preservation
    - Closed medians
    - Parking

- Option B: Bikeway with increased greenspace
  - All ages and abilities two-way bikeway on the east side of Cedar
  - Sidewalks
  - Expanded greenspace
  - Tree preservation, but more trees would be removed than option A.
  - Closed medians
  - Parking in high-use areas
- One-way bikeway was a challenge with existing utilities. Two-way maximizes green space and reduces conflicts with vehicles coming/going to the west, which is the heavier movement.
- Daycare on south end by greenway bridge would retain parking.
- Both options generally fit project goals. A meets 4/6 and partially the other two; Option B does as well.
- Josh gave an overview of Option A: Maximize greenspace overview:
  - Both options at 24<sup>th</sup> Street connect to city bikeway improvement in 2024.
  - Planning to do accessibility improvements and replace signals at 24<sup>th</sup>.
  - At Little Earth, proposing to leave existing pedestrian bridge in place and to replace the signal with an ordinary signal or a HAWK. A HAWK has a red light requiring people driving to stop, not just a flashing yellow that permits drivers to proceed if it is clear. Working with Little Earth on potentially closing driveway at the signal. If it does not close, we're proposing a median to create a right-turn only situation.
  - Raised crosswalks on minor streets.
  - Boulevards to preserve tree canopy and improve stormwater treatment.
  - Proposing at 26<sup>h</sup> bikeway to move the crossing bikeway to sidewalk level. Expect city with continue to improve the bikeway in the future.
  - Tightened up turning radii throughout.
  - At 27<sup>th</sup>, today stop-controlled, propose raised crosswalks and a median to help with crossing and create a right-in, right-out. Initially we were concerned with Phillips Garden deliveries and pickup, but owner is supportive.
  - Difference with Option A, for two blocks from 26<sup>th</sup> to 28<sup>th</sup>, parking is retained on east side. Allows preservation of tree canopy. One side seems to suffice based on parking study.
  - At 28<sup>th</sup>, in discussion with city staff on poor driver behavior, e.g. entering the wrong-way lane to turn left if someone is waiting to turn right.
  - At the greenway with the daycare, higher parking demand especially at pickup and dropoff. Has parking.
  - Bridge over Greenway was rebuilt five or so years ago, will tie into that and not change it.
  - At 29<sup>th</sup>, bumpouts. Sidewalk on both sides. No one's parking on the cemetery side, so proposing to preserve those trees and allow parking on the west side.
  - At Lake Street, B Line work being done this year so we're just tying into that.
- Option B: Bikeways and greenspace:
  - 12 -foot shared use path at extreme northern end at the transit stop due to constrained space, changing to separate bikeway and sidewalk to the south.
  - Bikeway does take a few more trees, but with the tradeoff of providing a bikeway.

- From 26<sup>th</sup> to 28<sup>th</sup>, instead of parking proposed bikeway with preserved trees.
- At 28<sup>th</sup>, two-way bikeway ends. 17<sup>th</sup> is a bikeway connecting to the greenway.
- South of 28<sup>th</sup>, only difference between the options is 6-foot sidewalk versus 10-foot. With 10-foot, every tree would have to be removed.
- If we pick Option B, that doesn't mean we can't change to a 6-foot sidewalk and vice versa.
- Josh introduced Dean Chamberlain from Toole Design, who is working on the project.
  - Dean: Why we're considering a bikeway that only goes four blocks or so: We found the area Hi-Lake to the Greenway is a triangle cut off from the city's network. The closest city bikeway is on 17<sup>th</sup>, a few blocks west of Cedar. Problematic for people on east side of Cedar: 1. You have to cross Cedar, with lots of traffic. Hopefully this will calm it, but you still have to cross. 2. 17<sup>th</sup> Street bikeway is not an all ages and abilities facility, it's more a neighborhood paint-on-the-street bikeway with a contraflow movement.
  - The 10-foot sidewalk south of 28<sup>th</sup>, we're considering it to connect to 29<sup>th</sup>. People can bike to 28<sup>th</sup> where it technically ends and you can get to the Greenway. But, if you want to go west, you can use the wider sidewalk to get to 29<sup>th</sup>, to 18<sup>th</sup>, to the Greenway a little more directly. Henrik Kowalkowski: And with clear signage on how to get to the greenway at that point. Dean: Yes.
  - Tree canopy is very important. Section with the best trees is 26<sup>th</sup> to 28<sup>th</sup>, with the most mature trees. 24<sup>th</sup> to 26<sup>th</sup> has a decent amount. South of 28<sup>th</sup> definitely has the fewest mature trees, so if there is a place for a tradeoff between a wider facility and trees, that would be it.
- Henrik Kowalkowski: This is an awesome overview. When considering where to end the bikeway, what's the percentage of people who enter the Greenway on 17<sup>th</sup> vs. 28<sup>th</sup>? Dean Chamberlain: I don't know that we have direct data on which people are using. We can estimate with things like StreetLight. The bikeway on 18<sup>th</sup> is only one-way, if it were two-way it would be easier.
- Clara Sandberg: If trees have to be removed to make space for a 10-foot walkway, what would be the possibility for prairie plantings or similar? Josh Potter: We are looking at different plantings and boulevard treatments in addition to trees. We try to plant as many trees as we can, but what does that look like? Pretty much everywhere, people who maintain the boulevards are those who live next to them. Talking with adjacent property owners to get an idea of what they're thinking. If we put something out there, we want to be sure those maintaining are on the same page. Clara: Potential to cut 10-foot sidewalk down to 6-foot to preserve trees? Josh: That's certainly an option. We've not discussed it in depth, but that's an option.

- **North 2<sup>nd</sup> Street bikeway**

**4:42 – 5:08**

- Menno Schukking, a transportation planner with the city of Minneapolis, introduced himself and the project.
- The bikeway will run on North 2<sup>nd</sup> Street from Plymouth to Dowling in north Minneapolis with construction in 2027. \$5 million construction (\$4 million in federal funding, \$1 million local). It's a city project, but it crosses Lowry and Broadway. Northernmost two blocks are on Washington Avenue.

- 2.2-mile retrofit, with two-way curb-protected cycletrack.
- At Lowry, Broadway and Plymouth
  - Protected intersection design elements
  - Accessible ramps
  - Accessible signals
- Anticipated schedule
  - Spring 2024 to spring 2025: Public engagement and preliminary design
  - Spring 2025: Concept layout
  - Spring 2025 to spring 2026: Final engineering and design
  - Summer 2026: Federal authorization
  - Fall 2026: Bid project
  - Spring 2027: Begin construction and expect it to be completed in one season
- Very industrial area, high volume of trucks.
- Change is happening in the area. At the northern end, the Upper Harbor Terminal is going to bring new residents to the area. Event traffic. Minneapolis Park and Recreation Board (MPRB) is connecting 26<sup>th</sup> Ave to Ole Olson Park under the railroad bridge. MPRB studying new bridge across river at 26<sup>th</sup>. All those connection would tie into this project, Webber Parkway, 26<sup>th</sup>. Metro Blue Line proposing new bikeway alongside light rail tracks from James to N. 2<sup>nd</sup> Street, including new bridge over I-94.
- Observations
  - Racial equity framework last year created equity priority scores for the city. Indicators based on demographics in census tracts, but most reflect people living west of I-94 due to how the tracts are drawn. There are some people living on the north end. Otherwise it's mostly industrial.
  - In the Northside Green Zone for areas that have experienced high levels of pollution
  - Sidewalk gaps, especially north of 33th, 24<sup>th</sup> to 26<sup>th</sup> and 22<sup>nd</sup> to 23<sup>rd</sup>.
  - Lot of exposure to trucks, glass and debris on the street, which has painted bike lanes. City sweeps the street every week, but debris is deposited regularly.
- Highest parking use is at 24<sup>th</sup>, though not a lot of turnover, mostly parked for hours.
- Don't expect to take much parking, mostly will rearrange the cross-section. It would remove some parking near intersections to improve visibility.
- Will try to follow street design guide to create the best all-ages-and-abilities bikeway we can.
- Engagement considerations
  - Northern segment — incorporate Upper Harbor engagement.
  - Connect project to citywide, MPRB and regional significance. This is the closest bikeway to the river on the west side, connecting to northern suburbs
  - Community, neighborhood and business engagement
  - Milestones
    - Initial overview with open house
    - Draft concept layout with open house
    - Sharing final concept layout
- Project elements
  - In-street curb-protected bikeway, at intersections looking at bringing it top of curb.

- Aware that at Blaisdell there are issues with people parking cars in the bikeway. I see it as my personal challenge to resolve that.
  - Project not expected to trigger stormwater ordinance, but being in the Northside Green Zone, we'll look at innovative green infrastructure treatments.
  - Don't have a design or cross-section ready yet. Expect to come back once or twice more for feedback.
- Dave Carlson: Are you possibly going to consider one-way cycle tracks? I'm concerned with truck traffic and turns. Plus you always get the problem with bikes going head-on with cars even with separation. Menno: We will definitely consider that. However, initially we are leaning toward a bidirectional cycle track for a couple of reasons: 1. That's what we wrote in our federal application. For project cost, if we do bidirectional, we have to pour only one concrete curb for the length. With one-way, we'd have to do two and it'd be higher cost. But we will look at it. We're still evaluating it based on intersections. Leaning toward two-way on the east side, toward the river. There are fewer streets and traffic. Don't know with one-way whether we could preserve parking, but that is not a priority. Still early in the design process and that will all be considered.
  - Clara Sandberg: I don't have a lot of experience in this area, but the idea of running a bikeway alongside the light rail duplicates transit options. Could bikers be on the light rail? Menno: The bikeway along the Blue Line is a separate project, though I do have some familiarity with it. It'd be similar to the Hiawatha Trail going south of downtown.
  - Billy Binder: I represent this area and I'm excited about it. I love the idea of parking-protected, I don't know whether one-way or two, but you gotta listen to Dave. It's our West River Road and it is important to the area. We have three roadways that are problems due to speeds: Lowry toward the river — it's ridiculously dangerous. You have to pay attention to slow the traffic crossing the bikeway eastbound. Westbound, uphill, isn't as bad. Lowry, Plymouth, Broadway. Glad it will be separated. Let me know when you are going to meet in person so we can talk about it. Menno: We definitely plan to have in-person open houses and other events. As soon as I know dates I will share them.
  - Laura Mitchell Another idea: I think painted the green markings (indicating a bike crossing) at intersections for two-way bikeways help a ton. Bryant has these at some intersections and it seems to make a difference w/ drivers actually looking for bikes. Also raised crossings.
  - Laura Mitchell: I walk or bike Blaisdell four times a day. The raised bikeway obviously helps, but cheap things can make a difference: Painting the green through the intersection. Bryant has these at some intersections and it seems to make a difference w/ drivers actually looking for bikes. Also raised crossings. Flexposts don't help, people know they can run those over easily. Even just a cone seems to prevent people from driving into the bikeway. I strongly encourage you to find ways to keep people out. Most don't do it on purpose, but some really aggressive drivers do try to do it and get angry. It's only a matter of time until someone gets hurt. Menno: We have a couple of ideas that I hope to share closer to the open houses. Part of it is whether we can do it at every intersection or at key intersections for the most benefit.
    - Haley Foydel: Yes!! We need more green paint on bikeways!
    - Laura Mitchell: I've emailed Ethan Fawley a lot over it. So glad you all are talking about it! Thank you for your work on this.

- Jenny Ackerson: Looking forward to this project. The treatments at major intersections will be very important.

- **Separated bikeway safety study**

**5:08 – 5:27**

- Aidan Bragonier introduced himself and Justin Broughman. Both are graduate students at the University of Minnesota's Humphry School of Public Affairs working on their capstone project.
- Purpose:
  - As Hennepin County expands its bike network, planners are seeking guidance on separated versus not.
  - Protected one-way with curb: Plymouth and Dupont.
  - 1-way sidewalk level Hennepin Ave and 9<sup>th</sup> Street
  - Protected 2-way with curb, 19<sup>th</sup> and 2<sup>nd</sup> street S
  - 2-way side running, 18<sup>th</sup> Ave NE and Fillmore St. NE
  - Multiuse path, East River Parkway and Franklin Avenue
- Problem statement
  - Compares safety outcomes associated with various bike facility types to assist in planning. Primarily using crash data. Today looking at primary concerns
  - How do two-ways compare for safety
  - Bikeway factors with higher crashes
  - Safer design
  - Maintenance
  - Where do users feel safer
- Deliverables
  - Presentation with finding and recommendations to ATC and Public Works staff.
  - Tech memo to Public Works Staff
  - Using this as a proof of concept for analysis going forward
- Timeline
  - About halfway through, wanted to give an overview ahead of end of semester
- Key issues so far
  - Two-way pros: Limited use of road space, consolidated access, accommodates large bike volumes
  - Two-way cons: Limited data, consolidated access, transitions from one-way, limited regulatory guidelines, maintenance
- Questions for ATC
  - With recent projects in mind, what makes different bike facility types appealing or unappealing?
  - Safety concerns of users on different facility types.
  - How does maintenance impact safety of one-way vs. two-way?
- Lou Miranda: I've read the Copenhagenize bike book, they mention a lot of the issues you bring up. They mention Montreal, with two-way bikeways and are moving to one-way. They pointed out that in urban space, not just big cities but also ones like Edina, one-way bikeways make more sense than a two-way. The big question becomes, sidewalks are two way, roads are one-way, so are bikes more like pedestrians or more like cars?

- Jenny Ackerson: Important to consider the paint on the road and signage for how they warn each modal group and conflicts. Vehicles intentionally or unintentionally in a two-way bikeway, how do we warn them? There's the cross-section of the bike facility, but there's what happens at the intersection, a bikeway might go to sidewalk level from on-street. Those might influence outcomes at intersections. Aidan Bragonier: We're thinking about that as well.
- Laura Mitchell: This is fantastic. Based on my experience for a downside of two-way: On Blaisdell, if they can get in there with a car or truck they use it as a loading zone. They'll drive on the bikeway even if there is parking on the road. Benefits of biking on cargo bikeways and young children, I have space and can be safer than a one-way.
- Henrik Kowalkowski: 66<sup>th</sup> Street in Richfield, with one-way cycle tracks. Lot of driveways in addition to streets. Interesting to look at as well.
- Justin Broughman: Fifth research question, on user comfort, it'd be very helpful if you have anything to share on that. There wasn't as much in the literature.
- Henrik Kowalkowski: As an individual biker, I feel safer when it's raised vs. at-grade, less so a difference between one-way or two-way. Raised at intersections too, where people have to drive up slows them down.
- Luke Van Santen: On the newish Hennepin Avenue elevated bike lanes, snow removal one block would be perfect and the next would be impassable. It's absolutely going to have a big impact on one-ways, I can't see it not having an impact on two-ways as well. One of the more frequent safety concerns, cars turning right in front of you. Color differentiation on Hennepin often becomes just another place for people to walk. If there were some way to make that clearer.
- Billy Binder: I feel safety in numbers. I like seeing more bikes, I feel safer and more visible. I like to encourage lots and lots of bikes. I also like the width. Two-ways have a wider space. You don't have to look down all the time, you can look at the scenery. It's sort of like riding a bike trail. That's what I prefer.
- Laura Mitchell: I feel safest on elevated protected bikeways that cars don't end up in/on. Bryant is my favorite right now. I rode on Bryant yesterday and saw 6 young kids biking in just 4 blocks. That's a really big indicator of perceptions of safety.
- Clara Sandberg: I have mixed feelings — it's always dicey going through intersections where drivers are conditioned to only look for traffic coming from one way. But two-way bikeways are also so efficient.
  - Laura Mitchell: That makes me think about the traffic calming on the street. Bryant feels safer because cars are forced to slow down, so intersections don't feel as bad vs. Blaisdell where folks often drive far above the speed limit.
  - Jenny Ackerson: Same as Clara. I am on higher alert when I'm on the "wrong" side of the road when a two way bikeway meets major intersections.
- Henrik Kowalkowski: It will be very important to identify potential confounding variables in this study so that we can really piece apart the impact of the type of the infrastructure vs just the quality of the infrastructure that was implemented.
- Jordan Kocak: I do plan to have them back in April or May.



- **Draft Franklin Avenue resolution** **5:27 – 5:31**

  - District 4 member Larissa Lavrov read a draft resolution for the county's reconstruction of Franklin Avenue.
  - Henrik Kowalkowski moved to adopt the resolution and Larissa Lavrov seconded.
  - Billy Binder: Thank you for including the sentiment of disappointment on not burying utilities. It's such a critical project for so many people. I wish they could be buried.
  - The resolution passed on a voice vote.
  
- **Member announcements** **5:31 – 5:39**

  - Larissa Lavrov: Team Recess cycling team has an open house at 7 p.m. tonight to drum up new members for femme trans nonbinary LGBTQ+ cycling team [[Instagram link](#)]. The Web site is <https://www.teamrecessmpls.com>. There'll also be a transportation advocacy meet up at Arbeiter next Wednesday 5-7. I'll be there along with folks from America Walks, Our Streets, etc. Join if you can/want!
  - Jordan Kocak: Josh Potter noted after his presentation he would appreciate a resolution, being at a decision point between options A and B. I will follow up with District 4 representatives to talk about a draft resolution for March.
  - Jordan Kocak: I met with Lou Miranda and Greg Anderson to talk about co-chair duties. In reviewing documents and the committee's bylaws, we found they are out of date since the restructuring from bicycle advisory committee to active transportation committee. I wanted to proposed a subcommittee to look into the bylaws for editing and revamping. Lou and Greg are interested. If anyone else is interested let me know in the chat or email me later. The current bylaws are on the Web site under <https://www.hennepin.us/residents/transportation/active-transportation-committee> if you want to review them.
  - Henrik Kowalkowski: Nicollet Ave reconstruction open house at Richfield Community Center this Thursday 4:30 to 6. Web site is: <https://www.richfieldsweetstreets.org/learn>
  - Luke Van Santen: I suspect this is a minimally used transportation method, but based on recent conditions maybe don't use ice roads (riding on frozen lakes / rivers; it's been very warm).
  - Tammy McLemore: Friday evening I went to a film supported by the Bryn Mawr neighborhood association, and they have a bike advisory committee as part of their association. They meet second Tuesday of each month. I would like to do a warm transfer to those who represent Bryn Mawr, I think Billy and Jenny.
  
- **Adjournment** **5:39**

  - Clara Sandberg moved to adjourn the meeting; Billy Binder seconded. The meeting adjourned at 5:39 p.m.

Next meeting:

March 18 | 4 – 6 p.m.

Remote via Microsoft Teams