

# Pedestrians and Bicycles

## Contact

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## Purpose

This subject guidance is provided to improve safety for all legal road users and to ensure MnDOT's compliance with Federal guidance, State legislation and Departmental Policy regarding pedestrians and bicycles in the highway environment, as summarized in the MnDOT Statewide Bicycle System Plan (2016) and Minnesota Walks: A pathway for safe, convenient and desirable walking and rolling for all (2016). Planning for pedestrian and bicycle facilities begins in the scoping phase and is fully integrated throughout the highway project development process to result in safe and effective facilities in the completed project.

Because MnDOT's contributions to community pedestrian and bicycle infrastructure are generally not stand-alone nor extensive, facility options must be coordinated and integrated with any existing or planned nearby pedestrian and bikeway facilities to ensure optimum safety and cost-effectiveness. This requires coordination with local units of government.

## Threshold Criteria

Providing safe and effective pedestrian and bicycle facilities is a MnDOT priority. Unless pedestrian and / or bicycle access are legally prohibited in the project area, consider their current and projected needs (similar to using a projected ADT for assessing the needs of motorized traffic).

Communicate with local jurisdictions to coordinate with existing and planned facilities, and to identify the most effective types of accommodations. The Pedestrian and Bicycle Section (see Contact above) is also available to assist.

If an assessment indicates existing facilities will not meet current or projected needs, evaluate alternatives. For identified needs, improvement(s) should be included in the project (unless prohibited by law, excessive cost, sparse population, or other factors).

To maximize the cost-effectiveness of bicycle transportation investment, the following goals were established in the *Minnesota Statewide Bicycle System Plan* (August 2016) and align with the State Highway Investment Plan and Statewide Multimodal Plan:

1. **Safety and Comfort:** Build and maintain safe and comfortable bicycling facilities for people of all ages and abilities.
2. **Local Bicycle Network Connections:** Support regional and local bicycling needs.
3. **State Bicycle Routes:** Develop a connected network of state bicycle routes in partnership with national, state, regional and local partners.
4. **Ridership:** Increase the number of bicycle trips made by people who already bicycle and those who currently do not.

The plan also identifies that investments in bicycling support local and regional bicycle networks. When making improvements to the state trunk highway system, MnDOT will target approximately 70% of funds toward projects that support local and regional bicycle networks. Potential projects will be prioritized as follows:

1. Improvements and facilities along or across state trunk highways identified in a local or regional plan (e.g., Safe Routes to School plan, MPO, county, or city bicycle/trail plan, municipal comprehensive plan, etc.) or identified through local coordination.
2. Improvements along or across trunk highways to close gaps in existing or planned DNR-managed state trails.
3. Investments within population centers greater than 5,000.
4. Investments that create separation between bicyclists and motor vehicle traffic.

*Minnesota Walks* establishes a framework to safe, convenient and desirable walking and rolling for all. *Minnesota Walks* was co-led by the Minnesota Departments of health and transportation and is intended to guide planning, decision-making, and collaboration for agencies, organizations, policy-makers, and public and private entities across the state.

The framework identifies the top five destinations people are interested in walking to, which include groceries, bus/transit, home, parks, and schools. *Minnesota Walks* identified that some people have a harder time walking than others. Priority populations include, small rural communities, youth, Native Americans, low-income urban people, older adults and people with disabilities. *Minnesota Walks* provides strategies and actions to improve the walkability of communities in the following areas:

- Roadway and street design

- Land use and the build environment
- Fostering creativity and partnerships
- Listening and planning
- Minnesota winter and year round upkeep
- Building a culture of walking

*Minnesota Walks* serves as a foundation for creating a MnDOT specific pedestrian modal plan.

### **Preliminary Layout Review:**

For all projects with Level 1 or Level 2 layouts, provide preliminary (draft) layouts (preferably 1:100 scale) to the Pedestrian and Bicycle Section (Transit Office) for review and comment. Review of Level 3 layouts is also done when requested. Submit layouts in the preliminary stage, well before final approval. (Review by the Pedestrian and Bicycle Section is not required for formal approval of layouts). Where there is no layout, consultation with the Pedestrian and Bicycle Section is also encouraged.

### **Prepared Statements**

The following statement may be used in environmental documents for projects where the roadway segment presently provides pedestrian and bicycle facilities at or above minimum requirements and the proposed project will not adversely affect existing accommodation:

"This roadway project does not adversely affect current pedestrian and/or bicycle facilities and no further consideration is needed at this time."

The following statement may be used in environmental documents for projects determined to have no affect on pedestrian and bicycle movements because it affects only the mainline of a controlled access facility and none of its crossings (this statement is not applicable to roadways being converted to a controlled access facility):

"The proposed roadway work is limited to the mainline of this controlled access highway will not affect pedestrian and bicycle movements because they are restricted from this portion of the facility."

### **Relationship to HPDP**

#### **Class I Actions (EIS)**

#### **Scoping Documents (SD) & Scoping Decision Document (SDD)**

Conduct early assessment of magnitude and significance of potential pedestrian and bicycle impacts -- assess need for further special study.

**Draft Environmental Impact Statement (DEIS)**

Where current pedestrian or bicycle facilities or indications of use are identified, discuss the current and anticipated use of the facilities, the potential impacts of the affected alternatives, and proposed measures, if any, to avoid or reduce adverse impacts to the facility(ies) and its users. Where new facilities are proposed as a part of the proposed highway project, include sufficient information to explain the basis for providing the facilities (e.g., proposed bicycle facility is a link in the local plan or sidewalks will reduce project access impact to the community).

**Final Environmental Impact Statement (FEIS)**

Identify those facilities to be included in the preferred alternative. Where the preferred alternative would sever an existing major route for non-motorized transportation traffic, the proposed project needs to provide a reasonable alternative route or demonstrate that such a route exists (23 U.S.C. 109(n)). To the fullest extent possible, this needs to be described in the final EIS.

**Record of Decision (ROD)**

Include summary statement on pedestrian/bicycle facility(ies) impacts.

**Class II Actions (EAW)****Categorical Exclusion (CATEX)**

If the potential for pedestrian/bicycle facility(ies) impacts exists, the PM should follow the guidance for the DEIS and FEIS discussed above.

**Class III (EA)****Environmental Assessment (EA)**

If the potential for pedestrian/bicycle facility(ies) impacts exists, the EA should follow the guidance for the DEIS and FEIS discussed above.

Finding of No Significant Impact (FONSI) - Include summary statement on pedestrian/bicycle facility(ies) impacts.

**For Class I, II, and III Actions,** ensure that all mitigation commitments are incorporated into the PS&E package (when appropriate) during detail design.

## Legal Basis

MnDOT has substantial authority and responsibility for providing facilities and encouraging walking and bicycling, pursuant to state legislation. Federal policy also supports and funds those directions. The overriding impact of the legislation is to require the consistent facilities for pedestrians and bicycles in Minnesota roadway projects utilizing state or federal funds. The legislation also protects current bikeable roads, shoulders and trails by requiring the replacement of such facilities that are otherwise destroyed by a roadway project. State Environmental Policy (MS 116D), which governs the activities of all state agencies, makes such things as the provision of safe and effective pedestrian and bicycle facilities an extremely high priority in areas where their use is likely. The bikeway program required under M.S. 160.265 includes policy, planning, guidelines, coordination and reviews.

Description	Code
Bicycle Transportation and Pedestrian Walkways	<a href="#">United States Code Title 23 Section 217</a>
<a href="#">Fixing America's Surface Transportation Act (FAST Act): Transportation Alternatives</a>	<a href="#">FAST Act § 1109; 23 U.S.C. 133(h)</a>
Establishing the Minnesota Department of Transportation	<a href="#">Minnesota Statute 174.01</a> <a href="#">Minnesota Statute 174.02</a> <a href="#">Minnesota Statute 174.03</a>
MnDOT's Bicycle Transportation program	<a href="#">Minnesota Statute 160.265</a>
Replacing Bikeways and Pedestrian Ways	<a href="#">Minnesota Statute 160.264</a>

## Guidelines/Regulations

Creator	Subject
Federal	<a href="#">FAST Act Transportation Alternatives (TA) Set-Aside Implementation Guidance,</a>

<p>FHWA</p>	<p><a href="#">Bicycle and Pedestrian Program Guidance, Strategic Agenda for Pedestrian and Bicycle Transportation</a></p> <p><a href="#">FHWA Bicycle and Pedestrian Program:</a></p> <p><a href="#">Small Town and Rural Multimodal Networks;</a>  <a href="#">Achieving Multimodal Networks: Applying Flexibility and Reducing Conflicts;</a>  <a href="#">Incorporating On-Road Bicycle Networks into Resurfacing Projects</a></p>
<p>AASHTO</p>	<p>Guide for Planning, Design, and Operation of Pedestrian Facilities: <a href="#">Update of the AASHTO Guide for the Planning, Design, and Operation of Pedestrian Facilities</a> (2010)</p>
<p>MnDOT Policy</p>	<p><a href="#">MnDOT Statewide Bicycle System Plan (2016)</a></p> <p><a href="#">Minnesota Walks</a> (2017)</p>
	<p><a href="#">Minnesota Statutes 169.011 Definitions: including for non-motorized transportation</a></p>
	<p><a href="#">Minnesota Manual on Uniform Traffic Control Devices.</a></p> <p><a href="#">LRFD Bridge Design Manual</a></p> <p><a href="#">Road Design Manual, Chapter 11-3</a> (addresses pedestrian needs)</p> <p><a href="#">MnDOT Bikeway Facility Design Manual</a></p> <p><a href="#">Tech Memo No. 14-07-T-01, Rumble Strips and Stripes on Rural Trunk Highways</a></p> <p><a href="#">MnDOT Tech Memo No. 16-06-B-03, Use of Performance Specifications for Pre-fabricated Pedestrian/Bicycle Bridge Superstructures</a></p> <p><a href="#">MnDOT Tech Memo No. 15-01-T-01, Pedestrian Crossing Facilitation TEM Chapter 13</a></p>

## Agencies Involved

It is the project manager's responsibility to contact the following stakeholders during the scoping phase of the proposed project to address their concerns regarding pedestrian and bicycle facilities:

- Office of Transit, MnDOT Pedestrian and Bicycle Section
- Office of Traffic, Safety, and Technology; Traffic Safety Section
- Affected local units of government
- Other affected state agencies.