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PLAN AND POLICY REVIEW PROCESS

This Plan and Policy Review examines existing plans, policies, and various documents related to transportation safety in the city of Red Wing, MN. Documents were provided by staff at the city. Findings will identify themes or actions to be used by the project team throughout the planning process and inform final recommendations within the Comprehensive Road Safety Action Plan (CSAP). The project team will work with stakeholders to identify any policy or planning gaps and determine opportunities to integrate best practices into final CSAP recommendations.

PLANS AND POLICIES REVIEWED

- Red Wing 2040 Community Plan
 - <https://www.red-wing.org/846/Red-Wing-2040-Community-Plan>
 - Transportation Plan (2019) – Chapter 6 of the 2040 plan
 - Transportation Plan Addendum
 - <https://www.red-wing.org/DocumentCenter/View/2498/06-Getting-Around-PDF>
- Pedestrian Plan & Policy Report
 - <https://www.red-wing.org/DocumentCenter/View/5008/Pedestrian-Plan-and-Policy-Report-PDF?bidId=>
- Red Wing Climate Action Work Plan 2020-2025
 - <https://www.red-wing.org/DocumentCenter/View/3672/Red-Wing-Climate-Action-Work-Plan-PDF?bidId=>
- Complete Streets Resolution
 - <https://red-wing.org/DocumentCenter/View/134/Complete-Streets-101-PDF>
- Safe Routes to School (SRTS) Plans
 - Burnside, Sunnyside, Twin Bluff (plans are not published online, but were provided to Toole Design)
- Bicycle and Pedestrian Master Plan
 - <https://www.red-wing.org/1069/Bike-Pedestrian-Plans>
- Capital Improvement Program 2024-2028
 - <https://www.red-wing.org/160/Construction-Projects>
- Engineering Standard Details: Section 3 – Concrete
 - <https://www.red-wing.org/183/Standards-Specifications>
- 2023 & 2024 Budgets
 - <https://www.red-wing.org/1093/2023-Budget>
- Zoning Code
 - Chapter 7 – Streets and Sidewalks, Chapter 8 – Traffic Regulations, Chapter 9 – Parking Regulations, Chapter 12 – Subdivision Regulations, Chapter 14 – Right-of-Way Management
 - <https://forms.ci.red-wing.mn.us/WebLink/browse.aspx?id=11230&dbid=0&repo=RedWing>
- Subdivision Regulations

- <https://www.red-wing.org/427/Subdivision-Ordinance>
- Engineering and Construction Standards
- Required Improvements and Financial Arrangements
- Ordinances
 - <https://forms.ci.red-wing.mn.us/WebLink/Browse.aspx?id=48726&dbid=0&repo=RedWing>
- Towards Zero Deaths Resolution
 - <https://forms.ci.red-wing.mn.us/WebLink/Browse.aspx?id=1298&dbid=0&repo=RedWing>

FRAMEWORK FOR PLAN AND POLICY REVIEW

For each document reviewed, we include:

- Description of the purpose of the document.
- Elements for CSAP:
 - Safety Vision, Goals, and Policies – documentation of what is intended to be achieved with transportation safety and supporting guidance, rules, and procedures to achieve it.
 - Safety Data and Analysis – documentation of any existing safety data and analysis or known challenges (if any).
 - Countermeasures – documentation of proposed or programmed safety solutions to address key needs.
- Gaps or Barriers to reaching zero serious injuries and fatalities.
- Opportunities to address gaps and implement best practices.

SUMMARY OF ACTIONS WITHIN REVIEWED DOCUMENTS

		Safety Vision or Goals	Safety Data Analysis	Equity / Public Input	Roadway Design / Safety Counter-measures	Projects / Priority Corridors	Funding / Implementation
Planning and Engineering	Red Wing 2040 Community Plan		X	X		X	X
	Pedestrian Plan & Policy Report	X	X	X		X	
	Red Wing Climate Action Work Plan 2020-2025						X
	Complete Streets Resolution	X					
	Safe Routes to School Plans	X	X	X			
	Bicycle and Pedestrian Master Plan	X	X	X		X	
	Capital Improvement Program 2024-2028	X	X	X	X	X	X
	Engineering Standard Details: Section 3 – Concrete				X		
Administrative	2023 & 2024 Budgets					X	X
	Zoning Code				X		
	Subdivision Regulations				X		
	Ordinances						X
	Towards Zero Deaths Resolution	X					

PLAN AND POLICY REVIEW

	Description	Elements for CSAP	Responsible Agency
Red Wing 2040 Community Plan	Chapter 6 of the city's Comprehensive Plan envisions a safe, connected transportation system that is economically and environmentally sustainable for all modes of transportation. The plan cites public feedback desiring better infrastructure upkeep, improvements for public transportation, and expanding bicycle and pedestrian infrastructure as top concerns.	The comprehensive plan examines the existing transportation system and traffic conditions, with an emphasis on people and goods movement, rather than vehicle movement. The plan includes a safety assessment that examines the number of crashes each year and maps those locations, including bike and pedestrian crash locations. This assessment identified 11 of the worst crash locations within Red Wing. It also identified Goal 6B - Provide a safe transportation system for all users including automobiles, trucks, trains, watercraft, aircraft, transit vehicles, bicycles and pedestrians.	City
Pedestrian Plan & Policy Report	This document from 2016 discusses the efforts of the Mayor's task force to complete the goals identified in the Red Wing Comprehensive Plan, Bicycle-Pedestrian Master Plan, and Complete Streets Policy Resolution. The task force reviewed existing city policies and procedures, researched best practices, surveyed residents, developed criteria to prioritize areas and projects, and made recommendations to city staff and City Council. The goal was to create a more bicycle and pedestrian friendly city by streamlining existing city policies and procedures.	The Pedestrian Plan and Policy report documents several key barriers to walking and biking safely in Red Wing including: winter sidewalk maintenance, sidewalk inspection and maintenance practices, street reconstruction practices, sidewalk connections, subdivision codes, and walkability, among others. Recommendations looked to make city processes more transparent to citizens, reprioritize and change procedures for clearing walking paths of snow in winter, and update how sidewalk maintenance projects are identified and prioritized to be more consistent and consider ADA compliance. The report also identified strategies to fill in gaps of the sidewalk network.	City

**Red Wing
Climate Action
Work Plan
2020-2025**

The Climate Action Work Plan (CAWP) was developed to provide a guide for city efforts to advance climate action over a five-year period. The city has a goal of reducing its emissions by 80% from 2015 to 2040. The plan includes a section on transportation related emissions and how to reduce vehicle miles traveled (VMT).

The CAWP includes a section on reducing transportation related emissions, which account for an estimated 32% of Greenhouse Gas (GHG) emissions within the City of Red Wing. The strategies outlined in this document focus on educating and encouraging residents to purchase cleaner or electric vehicles and decrease VMT. Initiatives to achieve these goals includes adopting a complete streets policy and encouraging walking, biking, and transit.

City

**Complete
Streets
Resolution**

This presentation outlines what complete streets are and why they are needed in Red Wing. It also outlines City roles and responsibilities to implement complete streets projects and long term plans to create and connect bike and pedestrian networks.

Complete Streets policies and project promote safe and comfortable walking, biking, and transit opportunities regardless of age or ability. The plan outlines implemented strategies to date and what is yet to be completed.

**Safe Routes to
School Plans**

The City has two older Safe Routes to School (SRTS) Plans, one for Sunnyside Elementary School (2014) and one for Twin Bluff Middle School (2014). A more recent plan was completed for Burnside Elementary in 2023.

SRTS plans promote safely and comfortably walking or biking to and from school. Recommendations in each plan relate to engineering, encouragement, and education among other efforts and focus on improving safety and accessibility around schools for all walkers and bikers, but especially students. The Twin Bluff SRTS plan recommendations concentrate on filling in sidewalk gaps, improving crosswalks and potentially installing an RRFB, and slowing down vehicle traffic on Twin Bluff Road. The Sunnyside Plan recommends improved signage, traffic calming, and relocating a crosswalk due to visibility

School
Districts

		concerns. Burnside’s plan focuses on improvements to key crossing locations and improving winter maintenance near the school.	
Bicycle and Pedestrian Master Plan	This 2011 plan creates a vision and goals for biking and walking in Red Wing, furthering broad transportation goals set forth in the City's Comprehensive Plan to increase transportation options for all users.	Improving Bicycle and Pedestrian Safety is the first goal of this plan. This goal includes the creation of a complete and connected bike/ped network, addressing problem intersections, improving bike/ped crossing infrastructure, and improving safety around schools. Other goals also include creating an on-street bicycle network that will move bicycle traffic safely. The plan looks at bicycle and pedestrian related crashes from 1996 to 2010.	City
Capital Improvement Program 2024-2028	This document outlines the permanent structural improvements to city infrastructure slated to be constructed, adapted, maintained, or reconstructed.	In 2024, Seventh Street is being reconstructed from 500 feet east of Centennial Street to TH 61 near the Colvill Park Entrance. This project consists of full reconstruction, which includes sidewalk and bituminous pavement. The Red Wing Riverview Skyway opened in fall 2021. The Upper Harbor Renewal Project provides more walkways and pathways for ped connections and access.	City
Engineering Standard Details: Section 3 – Concrete	Section 3 of the Engineering Standard Details provides engineering standards for common roadway features like curbs, approaches, and sidewalks.	These standards mention ADA compliance with sidewalk design.	City
2023 & 2024 Budgets	The City of Red Wing's Annual Budget outlines how the city will spend its tax revenue and state and federal aid for the benefit of Red Wing residents and visitors. The budget identifies operations to keep the local government	The money from the annual budget pays for some public works projects and maintenance, including those that benefit the safety of all roadway users.	City

running efficiently and identifies capital projects like maintenance of city-owned roads.

Zoning Code

The City's zoning code is established to provide for the orderly growth and development of Red Wing. Chapter 7 controls the construction and maintenance of streets and sidewalks, chapter 8 regulates traffic, chapter 9 covers parking regulations, chapter 12 is subdivision regulations, and chapter 14 manages rights-of-way.

Chapter 7 specifies that property owners/tenants are responsible for snow removal from sidewalks, and are responsible for sidewalk maintenance on their property. The code also has provisions for urban landscaping, street and sidewalk painting, and sidewalk maintenance and repair. Chapter 9 outlines parking prohibitions, which includes a provision to not park within 20 ft of a crosswalk or 30 ft from a flashing beacon or stop sign.

City

Subdivision Regulations

Chapter 12 (subdivision regulations) of the City Code is administered by the City of Red Wing Planning Department and is closely tied to the City of Red Wing's Zoning Ordinance (Chapter 11 of City Code).

This chapter controls the process of platting new lots, including new rights-of-way, which includes street plans and some elements of roadway, lane, and sidewalk characteristics. For example, it requires that sidewalks are built on both sides of the road for certain residentially zoned developments and PUDs.

City

Ordinances

The reviewed city ordinances describe additions, changes, and amendments to existing city of Red Wing codes and regulations. The ordinances listed go back to 2010.

In 2023, the city amended off-street parking requirements so that off-street parking is no longer required for developments located east of Withers Harbor Dr. in ord. 194. Ord. 83 from 2016 gives residents 3, 5, or 10 years to install or reconstruct required public sidewalk according to city specifications. It also mandates that PUDs and new dwelling units in residential zones are responsible for sidewalk installation unless otherwise noted.

City

Towards Zero Deaths Resolution

The City of Red Wing maintains city resolutions going back to 1971. These resolutions express the opinions and intentions of the City Council of Red Wing and can change over time.

Adopted Feb 12, 2024, Resolution No. 7959 endorses the Toward Zero Deaths Initiative, which aims to achieve zero traffic deaths and serious injuries on Red Wing Streets by 2040. In April 2023, the city supported the appropriation request to study and plan for a Regional Transit Management Organization (TMO) to better serve transportation and transit services of southeastern Minnesota.

Also in April 2023, the city established school zone speeds of 15 mph near schools in 3 locations, and to 20 mph near 3 others based on recommendations from SRTS planning and engineering studies. In 2023, the City applied for SRTS funding.

In 2022 the City applied for INFRA grant funding for the North Service Drive Sidewalk Project to improve safety for active transportation users.

In 2011, the City adopted it's first Complete Streets Policy. The policy aims to provide safe, convenient, and context sensitive facilities for all modes of travel and for all users regardless of age and ability.

City

GAPS AND OPPORTUNITIES ASSESSMENT

	Gap / Barrier	Opportunity / Recommendation
Red Wing 2040 Community Plan	The City has approximately 140 miles of roadway under five jurisdictions: federal, state, county, tribal, and municipal, creating some confusion with ownership.	The plan acknowledges roadway safety and specifically mentions the need for greater safety for bicyclists and pedestrians. It also mentions prioritizing complete streets design. However more comprehensive guidance and an updated prioritization process for complete streets projects would improve complete streets implementation. Crash data in the plan is from 2011 to 2015 and should be updated.
Pedestrian Plan & Policy Report	This document, completed in 2016, references the old comprehensive plan (2007), a complete streets policy from 2011, and the Bicyclist and Pedestrian Master Plan, also from 2011. Issues with subdivision code and city code has left gaps in the sidewalk network. Some citizens are opposed to installing sidewalks where some gaps exist. Citizens are responsible for clearing their part of the sidewalk network within 24 hours of snowfall, some are better about doing this than others.	This plan brought together several disciplines to tackle some systemic issues with maintaining sidewalk infrastructure and filling in network gaps within the city. Better maintained sidewalks and filling in gaps is crucial to both real and perceived safety. An update to this plan would be great to see the progress made on the issues identified in this report and to identify additional challenges that remain.
Red Wing Climate Action Work Plan 2020-2025	The climate action plan does not address how traffic crashes can increase GHG emissions by causing traffic delays. This plan's timeframe expires in 2025.	The plan needs to be updated for the next five-year period (2026-2030). Traffic Incident Management (TIM) could be added to the updated plan as quick clearance policies can decrease emissions caused by traffic delays. Post crash care is also a goal of the safe systems approach to traffic safety and quicker response to crashes can save lives.
Complete Streets Resolution	The presentation does not include information such as a timeframe on when complete streets efforts will be implemented, or how complete streets projects are prioritized. Project funding is also not included. A date on the presentation is not	The presentation should be updated with additional information on progress made over time. Include performance measures such as the number of fatal and serious injuries to pedestrians and bicyclists on roadways that have added complete streets elements. A survey

provided, but this presentation should be updated as progress is made. The presentation does not include performance measures to track progress on safety or pedestrian and bicyclist comfort levels.

asking citizens about their comfort levels as a bicyclist or pedestrian on these streets could also be performed.

Safe Routes to School Plans

The Sunnyside Elementary and Twin Bluff Middle School plans focus on a half mile area around the school, and are now 10 years old. Highway 61 acts as a barrier for students wanting to walk to Burnside Elementary. Those living north of Highway 61 have a high equity score.

The program should expand to all other elementary, middle, and high schools in the city, and the existing plans at Sunnyside and Twin Bluff should be updated. (The City passed a resolution in 2023 to appropriate funding for an update.) Recommendations in the Burnside (most recently updated) plan should be prioritized in other city plans and reports.

Bicycle and Pedestrian Master Plan

Completed in 2011, this plan could use an update to show progress and identify any new/ongoing issues made since the plan was created. The plan says that during its study period only serious injuries and fatalities are reported for bicyclists and pedestrians. Crashes of this severity are infrequent where only one or two occur in some years. This low number of crashes may limit the plan's ability to accurately judge bicyclist and pedestrian crash risk at locations with no crash history.

An update to the Bicycle and Pedestrian Plan is needed. Future crash analysis could include more robust methods to measure crash risk at certain locations.

Capital Improvement Program 2024-2028

Descriptions of capital improvement plans are vague and do not detail how improvements will benefit all travelers and improve safety on roadways.

Capital funds can be used to improve bicyclist and pedestrian infrastructure and safety. These priorities should be better detailed in scoping and development of capital improvements projects.

Engineering Standard Details: Section 3 – Concrete

Only a few standards are included in this section. Standards should be updated to meet updated MnDOT standard specifications from 2020 and 2022.

The city could benefit by adding design standards that include bicycle facilities and proven safety countermeasures and reviewing updated standards from MnDOT to ensure compliance.

2023 & 2024 Budgets

An overview of the budget is available, but budget details are only published for 2021 and earlier.

The City should identify and prioritize safety improvement needs as part of the budgeting process. More detail for roadway projects should be included, especially detailing safety improvements.

Zoning Code

The zoning code does not prioritize safety for all roadway users in chapter 7, 8, or 14, which regulate street and sidewalk requirements, traffic regulations, and right-of-way regulations.

Language adopting safety-focused design standards in street and sidewalk construction could be amended to the existing zoning code. Parking regulations could be amended to decrease parking requirements, which may make walking/biking more appealing.

Subdivision Regulations

The subdivision code provides some limited specifications for curb radii, right-of-way width, grade, pavement, etc. For sidewalks it specifies concrete thickness, but not required sidewalk width. There is no language requiring bike lanes or bike facilities or reference to the complete streets policy resolution from 2011. The code requires appropriate linkage to existing and future roads, but does not require linkages to the existing sidewalk network.

The chapter could add requirements for minimum sidewalk widths dependent on context and land use. Adding/amending specifications for including bike lanes or bike facilities and accommodations for all travel modes would be beneficial and in-line with the complete streets resolution. Consider adding requirements for sidewalk linkages to further develop the sidewalk network similar to requirements for roadway linkage.

Ordinances

No major changes have been amended to the city code regarding streets or sidewalks, traffic regulations, or transportation related aspects of subdivision regulations or right-of-way management in the last 10 years or more.

Ordinances could be introduced to require considerations for bicyclist and pedestrian infrastructure and to improve travel safety within Red Wing by amending chapter 7, 8, 9, and 14 of the City Code.

**Towards Zero
Deaths
Resolution**

Aside from the adoption of the Vision Zero target, not many resolutions have been safety focused either directly or indirectly. The complete streets resolution from 2011 requires a bike/ped network plan (Bicycle and Pedestrian Master Plan) and changes to design manuals, subdivision codes, and city policies. However, it does not require regular updates to a bike/ped network plan.

The adoption of a vision zero target for the city provides direction and intention to all city departments that traffic safety is a priority. The City can use this resolution as a galvanizing force to implement additional safety focused projects, programs, and policies. Add language to the Complete Streets policy resolution that requires the Bicycle and Pedestrian Master Plan be updated on a regular schedule and design manuals, subdivision codes, and city policies be reviewed on a regular schedule and revised when necessary.