

FRANKFORT AND CLINTON COUNTY BICYCLE AND PEDESTRIAN MASTER PLAN



SEPTEMBER 2016

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This Bicycle and Pedestrian master Plan has been prepared by the directive of the Healthy Communities of Clinton County Coalition with a grant from the Clinton County Community Foundation. All information contained herein is expressly the property of the Healthy Communities of Clinton County Coalition. Should any or all of this publication be duplicated, please attribute appropriately. For clarification or any additional information please contact:

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Special Thanks

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INTRODUCTION

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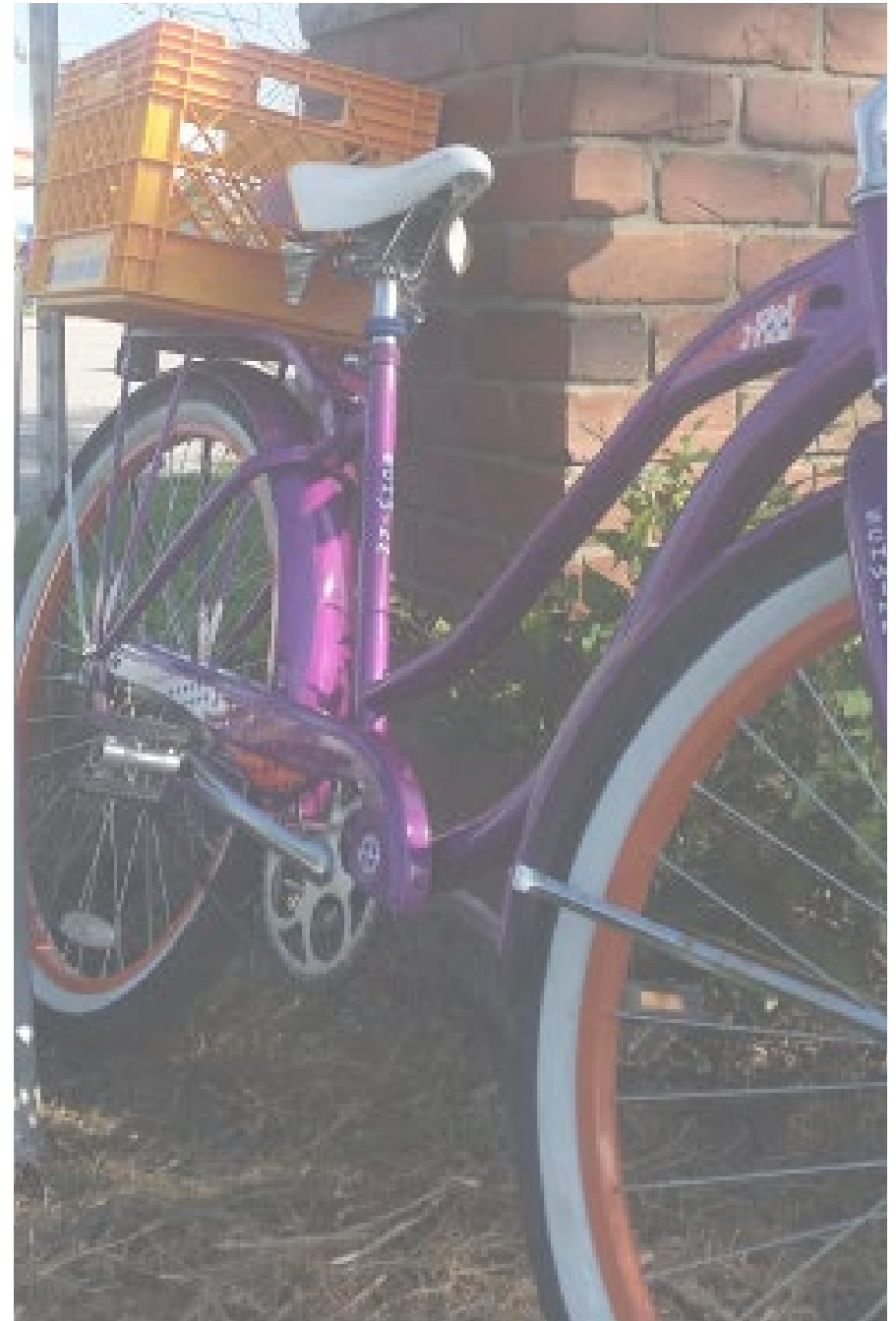
This Bicycle and Pedestrian Master Plan (BPMP) is the result of ongoing partnerships between the Healthy Communities of Clinton County Coalition (HCCCC), the Clinton County Community Foundation, Clinton County, the City of Frankfort and the Towns of Colfax, Kirklint, Michigantown, Mulberry and Rossville.

Within Clinton County, as in cities and towns throughout Indiana, the United States and the world, there is increasing interest in and demand for communities that are walkable and bikeable. People want to spend their time and money in places that are active and vibrant. They want to travel on foot or by bike, using streets and trails that are safe and accessible. They want to live and work in places that retain character, are designed for families of all ages, and attract new talent, business and energy.

The research is clear: people who have access to places to walk and bike get more physical activity and are healthier as a result. That being said, the benefits of walkable and bikeable places extend far beyond any one individual's health, despite how important and direct that connection is. Communities with active transportation options are more economically stable, offering better access to jobs, stronger businesses and higher property values. They are safer, sustainable and resilient, with engaged and independent citizens, regardless of age or ability. Residents of cities and towns who can travel on foot or by bike reduce their household transportation budget, potentially increasing their spending power within the local economy.

Clinton County's elected and civic leadership are committed to shaping the county's future growth and development to achieve such results for residents and visitors. There have been a number of recent local planning efforts and initiatives, each building upon the last, demonstrating this overarching goal of communities that are safe, livable and desirable.

In the past five years, both Clinton County and the City of Frankfort have updated and adopted Comprehensive Plans, setting forth a vision for the future and corresponding zoning, land use and development practices. Both plans address the need to develop active transportation networks, providing additional options for walking and biking and connecting people and places within and between communities.



A Safe Routes to School Plan (SRTS) for the Community Schools of Frankfort district was developed in the past three years. The goal of the SRTS Plan is to identify ways to increase the number of students who walk and bike to school, while making it safer and easier for them to do so. The plan includes multiple education, encouragement, enforcement and engineering strategies to help accomplish that increase, many that overlap with priority recommendations presented in this BPMP.

An Americans with Disabilities Act (ADA) Transition Plan was created for the City of Frankfort in 2014. As stated in the plan, it serves as a guide to further the city's vision, mission and core values by outlining key actions that make the transportation system accessible.

Currently, Frankfort is developing a Downtown Revitalization Plan, intended to create a centralized place for shopping, eating, socializing and engaging civically. The plan recommends making the area more walkable and bikeable, integrating it with the surrounding neighborhoods and enhancing existing assets, such as Prairie Creek.

Partnerships are central to any community change effort, and building a culture of active living is no exception. This work is inherently interdisciplinary, requiring elected officials, municipal leadership, community stakeholders and residents to come together to identify needs, plan improvements, develop and prioritize recommendations, and ultimately, implement solutions.

The HCCCC anchors those partnerships in Clinton County. Formed in 2006, HCCCC is a partnership of healthcare providers, service care providers, educators and community leaders with a mission to reduce the risk factors that lead to chronic diseases, such as obesity, diabetes, heart disease and others, by changing policies, systems and the environment. It has a long history of leading initiatives that, among other things, increase physical activity and provide better access to healthy foods.

Grounded in this public health approach, HCCCC has developed, secured funding for and led numerous efforts to increase walking and biking throughout Clinton County. Their staff and volunteer leadership teams introduced the concept of Complete Streets locally, leading to policy

adoption in Frankfort; created the Clinton County Walkways initiative; wrote proposals to secure SRTS funding; and hosted an Active Living Workshop, resulting in the development of an Active Living action plan. As a culmination of these efforts, HCCCC identified and obtained funding for the development of this BPMP for Clinton County.

PURPOSE AND GOALS

The purpose of this BPMP is to establish the vision of a walkable and bikeable Clinton County, with communities that are safe, healthy, accessible and connected.

The planning process and methodology, discussed in detail in Chapter 2, included: reviewing existing plans, policies, infrastructure, data and best practices; engaging advisory committee members, key stakeholders and the public; proposing and securing feedback on infrastructure and non-infrastructure recommendations; and preparation of the final plan.

The pursuit of five primary goals will lead to that vision of a walkable and bikeable Clinton County:

1. Ensure accessible active transportation options for Clinton County residents and visitors, regardless of age, ability or income.
2. Provide a complete network of infrastructure for walking and biking, connecting people to the places they need and want to go.
3. Promote the health and safety of Clinton County residents and visitors, providing options that support active living and protect those who walk and bike.
4. Offer great places to live, work, learn, shop and play, developing a culture that values public spaces and civic life.
5. Establish walking and biking as legitimate transportation options, accounting for and integrating them into municipal policies and systems, decision-making frameworks and public spending.

These goals will be met through an organized, intentional and collaborative approach to pursuing the recommendations included in this plan. The proposed infrastructure improvements and projects will provide access and connectivity. The non-infrastructure recommendations - organized into categories of plans, policies, procedures and programs -

will begin to shift social and cultural norms, while also addressing systemic, long-standing barriers to multimodal investment.

PLANNING AREA

The planning area for the BPMP includes the entirety of Clinton County and all of the communities contained therein. Clinton County is located in north central Indiana and has an approximate area of 405 square miles and a population of 33,224 (Census 2010). Clinton County is bordered by:

- Carroll County (north)
- Howard County (northeast)
- Tipton County (east)
- Hamilton County (southeast)
- Boone County (south)
- Montgomery County (southwest)
- Tippecanoe County (northwest)

Tippecanoe County to the northwest, Boone County to the south and Hamilton County to the southeast are major employment destinations that attract workers from Clinton County. Clinton County is served by an extensive transportation network



Figure 1-1: Location of Clinton County within Indiana

that includes interstates, state roads and railroads. Interstate 65 runs along the western border while State Roads 26, 28 and 38 cross the county east to west and State Roads 29, 39 and 421 cross the county from north to south. Both CSX Transportation and Norfolk Southern Railway operate rail lines in the county. Clinton County also contains several abandoned rail corridors including the Big Four and the Monon.

Clinton County Communities

Frankfort

Frankfort is the county seat and largest community within Clinton County. Frankfort has an area of 6.31 square miles and a population of 16,422 (Census 2010). Frankfort is bisected by State Road 28/421 running east to west and State Roads 38, 39 and 421 running north to south.



Figure 1-2: Clinton County

Rossville

Rossville is the second largest community in Clinton County. Rossville has an area of 0.52 square miles and a population of 1,653 (Census 2010). Rossville is bisected by State Road 26 and State Road 39/421.

Mulberry

Mulberry is the third biggest community in Clinton County. Mulberry has an area of 0.59 square miles and a population of 1,254 (Census 2010). Mulberry is bisected by State Road 38.

Colfax

Colfax has an area of 0.36 square miles and a population of 691 (Census 2010). Colfax does not have any major state roads running through the community, however; the abandoned Big Four rail line traverses Colfax from the southeast to northwest.

Kirklin

Kirklin has an area of 0.34 square miles and a population of 788 (Census 2010). Kirklin is bisected by State Road 421 and State Road 38.



Photo 1-1: Bicycle Safety Education in Schools

Michigantown

Michigantown has an area of 0.26 square miles and a population of 467 (Census 2010). Michigantown is bisected by State Road 29.

Schools

Schools provide an opportunity for bicycle and pedestrian trips, particularly when located within neighborhoods that provide safe routes and appropriate infrastructure such as sidewalks, trails and bike parking. Clinton County is home to four school districts, including:

- Clinton Central School Corporation
- Clinton Prairie School Corporation
- Community Schools of Frankfort
- Rossville Consolidated School District

Clinton Central School Corporation and Clinton Prairie School Corporation serve the unincorporated areas of Clinton County. Clinton Central School Corporation has an elementary school and a middle/high school, on one campus, with an enrollment of 970 students. It is located on State Road 29 south of Michigantown. Clinton Prairie School Corporation has an elementary school and a middle/high school, on one campus, with an enrollment of 1,124 students. It is located on County Road 450 West four miles west of Frankfort.

There are three elementary schools, one middle school and one high school within Community Schools of Frankfort. There are 3,192 students enrolled in the district. The middle school and high school are located on one school campus on the east side of Frankfort. The elementary schools are located on the northwest and southwest sides of the city.

Rossville Consolidated School District has an elementary school and a middle/high school, on one campus, with an enrollment of 1,016 students. It is located on the south side of Rossville.

Major Employment Centers

Employment centers, where jobs are located, need to be accessible for people walking and biking. Frankfort is the major employment center within Clinton County. It has businesses within its downtown central business district and along major transportation corridors, such as State Road 28, which is home to Frankfort's Industrial Park, west of downtown. The park has 1,000 acres of development and more than 30 industries, ranging from food processing to manufacturing. The municipal airport is also located within the Industrial Park. In addition, the smaller communities of Colfax, Kirklin, Michigantown, Mulberry and Rossville have active main street districts with varying numbers of businesses. These businesses are often local, unique, niche shops that have a wide appeal and become destinations themselves.

PLAN ORGANIZATION

Plans are working documents, and adoption of the plan does not conclude the process. Rather, it is the start of plan implementation: pursuing recommend plans, policies, procedures and programs and building infrastructure projects. It is important for the organizations and citizens that created the plan to serve as ambassadors of it, communicating its goals, projects and desired outcomes, while shepherding its implementation.

The BPMP is organized into the following chapters:

Chapter 1 – Introduction: Sets the context for the plan, including purpose, planning area and goals

Chapter 2 – Planning Process and Context: Provides a description of current planning efforts, describes existing bicycle and pedestrian conditions, outlines the planning process and analyzes data on bicycle and pedestrian users

Chapter 3 – Recommendations: Describes recommended network projects and proposed plans, policies, procedures and programs

Chapter 4 – Implementation: Outlines a strategy for achieving non-infrastructure recommendations and constructing projects

PLAN OVERVIEW



Introduction
Purpose & Goals
Planning Area
Plan Organization



Process and Context
Crash Analysis
Public Engagement



Recommendations
Resources
Project Types
Projects
Plans, Policies, Procedures and Programs



Implementation
Next Steps
Funding
Evaluation

PLANNING PROCESS AND CONTEXT

2

PLANNING PROCESS

The planning process began in October of 2015 and concluded in September of 2016. It included a series of steps, outlined below, which guided the process from plan inception through adoption.

The process included extensive public engagement through meetings, surveys and other input opportunities, offering residents a voice in shaping the plan's vision, goals and network recommendations. The process also included working with an advisory committee to focus the planning efforts and serve to validate resident's comments and concerns. Lastly, it included interviews with key community stakeholders who provided insight into existing policies, projects and budgets.

The planning process included steps to meet the following objectives identified early on by residents and advisory committee members:

- Offer transportation options so driving everywhere is not required
- Provide connections to community destinations, employment centers and surrounding regional networks
- Increase safety for people who walk and bike
- Include educational programs
- Expand the existing Walkways network
- Evaluate the condition of existing sidewalks and bikeways

Key Steps in the Planning Process

1. Engaged with Advisory Committee and Public – An advisory committee was established to determine the scope of work for the plan and its overall vision and goals. Walking and biking infrastructure needs were identified, as were policy and programmatic opportunities. Community stakeholders were interviewed, and a public meeting was held. HCCCC also released a survey to garner input and ideas from community members.
2. Reviewed Existing Conditions – Existing planning documents, ordinances, crash data, community initiatives and more were reviewed to understand the level of resources and support already available for walking and biking. This step helped to determine information available for existing bicycle infrastructure, sidewalk conditions and locations of curb ramps, crosswalks and pedestrian signals and



identified areas with high levels of collisions involving people walking and biking.

3. Reviewed Best Practices - National Association of Transportation Officials (NACTO), American Association of State Highway and Transportation Officials (AASHTO) and Federal Highway Administration (FHWA) bicycle and pedestrian design standards were reviewed to determine the most appropriate bicycle and pedestrian accommodations for Clinton County. The information was synthesized and several project types for the Clinton County network were established. Other guidance and resources were used to identify non-infrastructure best practices.
4. Prepared Recommendations – The review of existing conditions, as well as best practices, led to the identification of gaps and subsequent opportunities which guided plan recommendations. Proposed infrastructure types shaped development of the overall network, and leading guidance on planning and practices, policy development and programmatic approaches was incorporated.
5. Re-engaged with Advisory Committee and Public – Proposed plan recommendations were presented to the advisory committee and at a second public meeting, ensuring that suggestions and input had been captured correctly and that all vital segments of the network were included. This also provided the opportunity for additional feedback on the plan and process.
6. Developed and Adopted the Plan – Comments and feedback from the advisory committee and public meetings were incorporated along with the data analysis, research, network development and recommendations into a draft document, which was shared with the HCCCC for final review, before being presented to the Plan Commissions for adoption.

PLANNING CONTEXT

Existing projects, plans, procedures, policies and programs must align to support the implementation of the BPMP, which requires the advisory committee to continue discussions with county, city and town officials. While bicycle and pedestrian projects can stand-alone, they are often designed and constructed with road projects to build a more complete network. Amendments to local planning documents should consider

impacts to the BPMP, and local elected officials should be attentive to state planning efforts that could impact the BPMP.

Existing planning documents that relate to the bicycle and pedestrian plan include the following:

County and City Plans

- Clinton County Comprehensive Plan
- Clinton County Americans with Disabilities Act (ADA) Transition Plan
- Frankfort Comprehensive Plan
- Frankfort Safe Routes to School Plan
- Frankfort Complete Streets Policy
- Frankfort Americans with Disabilities Act (ADA) Transition Plan
- Frankfort Downtown Revitalization Plan

State Plans

- Indiana Statewide Outdoor Recreation Plan 2016-2020
- Indiana State Trails, Greenways and Bikeways Plan 2006 (updated in April 2016)
- State Transportation improvement Plan (STIP)
- Indiana Department of Transportation Complete Streets Guideline and Policy

Review of Existing Plans

Clinton County and Frankfort have a strong history of planning for community growth and transportation. The following is a review of plans that influence and support the BPMP.

Clinton County Comprehensive Plan

Clinton County adopted a Comprehensive Plan in March 2012. The planning horizon for the document is 2020. The Comprehensive Plan also serves as planning guidance for the incorporated towns of Colfax, Kirklin, Michigantown, Mulberry and Rossville. The goals from the Clinton County Comprehensive Plan that support the BPMP include:

Community Heritage and Quality of Life

Goal 1: Promote the beautification of the community

Objective 1: Enhance the appearance of the major corridors that serve as gateways to Clinton County communities.

- Action Step 1: Encourage the creation of attractive and unique streetscapes.

Objective 3: Maintain and promote a visually pleasing and high quality of life in the county and towns.

- Action Step 4: Encourage the reuse of abandoned railroad right-of-ways throughout the county and communities as natural areas and/or recreational trails.

Goal 3: Expand amenities that make Clinton County a more desirable community.

Objective 2: Provide a variety of options to allow for convenience in health and exercise.

- Action Step 2: Continue to develop and utilize TPA Park and other city and town parks and recreational facilities.
- Action Step 3: Support the Healthy Communities of Clinton County Coalition Action Plan.
- Action Step 4: Encourage the development and enhancement of trails in Clinton County.

Transportation

Goal 1: Maintain a highway system capable of moving people and goods safely, comfortably and efficiently.

Objective 1: To provide a road network that will facilitate the safe and efficient movement of traffic among commercial, educational, residential and recreational facilities.

- Action Step 5: Seek funding for reconstruction and/or construction of curbs, gutters and sidewalks in county communities particularly where pedestrian traffic is likely.

Goal 5: Increase the availability of recreational transportation systems in the county.

Objective 1: To provide a recreational transportation system in the community.

- Action Step 1: Designate a bike/walking trail system throughout the county, building upon the system developed in the Frankfort Comprehensive Plan.
- Action Step 3: Promote the completion of the Farm Heritage Trail through Colfax by forming partnerships with Boone County trail groups and Tippecanoe County.
- Action Step 5: Encourage the installation of sidewalks along major roads and to major traffic generators.

Infrastructure and Services

Goal 4: Encourage the development and use of facilities and services to enhance the quality of life for Clinton County residents.

Objective 2: To provide adequate recreational facilities for all residents.

- Action Step 5: Encourage the development of multi-purpose rural trails and bicycle routes.

Economic Development

Goal 5: Promote, enhance and create amenities to enhance economic development.

Objective 1: Enhance and expand recreational opportunities.

- Action Step 4: Encourage the expansion of healthy outdoor recreational opportunities such as parks, multipurpose trails and walkways.
- Action Step 6: Promote the development of health and fitness opportunities.
- Objective 3: Enhance and develop opportunities for creative, innovative retail outlets.
- Action Step 2: Improve the walkability of community streets by encouraging the establishment of downtown retail outlets, shops, café's, etc. which are open during evening hours.

- Action Step 4: Encourage the establishment of trails, blueways and greenways to provide access to recreational and retail facilities and events by means other than motorized vehicles.

Frankfort Comprehensive Plan

The City of Frankfort adopted a Comprehensive Plan in January 2015, updating a 2007 Comprehensive Plan. The Comprehensive Plan has a 20-year planning timeline, starting in 2015 and ending in 2035. The goals included in the Frankfort Comprehensive Plan that support the BPMP include:

- Create lifetime housing opportunities in accessible, connected neighborhoods and public spaces.
- Promote an active, healthy community where individuals and family lifestyles are supported through varied recreational and educational opportunities.
- Continue to support the Clinton County Walkways, Safe Routes to School efforts and the Complete Streets policy.
- Develop adequate facilities for walking and biking as a transit alternative.
- Continue sidewalk replacement program.
- Develop multiuse walkways and path to provide connectivity throughout the city.
- Utilize abandoned rail corridors for trail development.

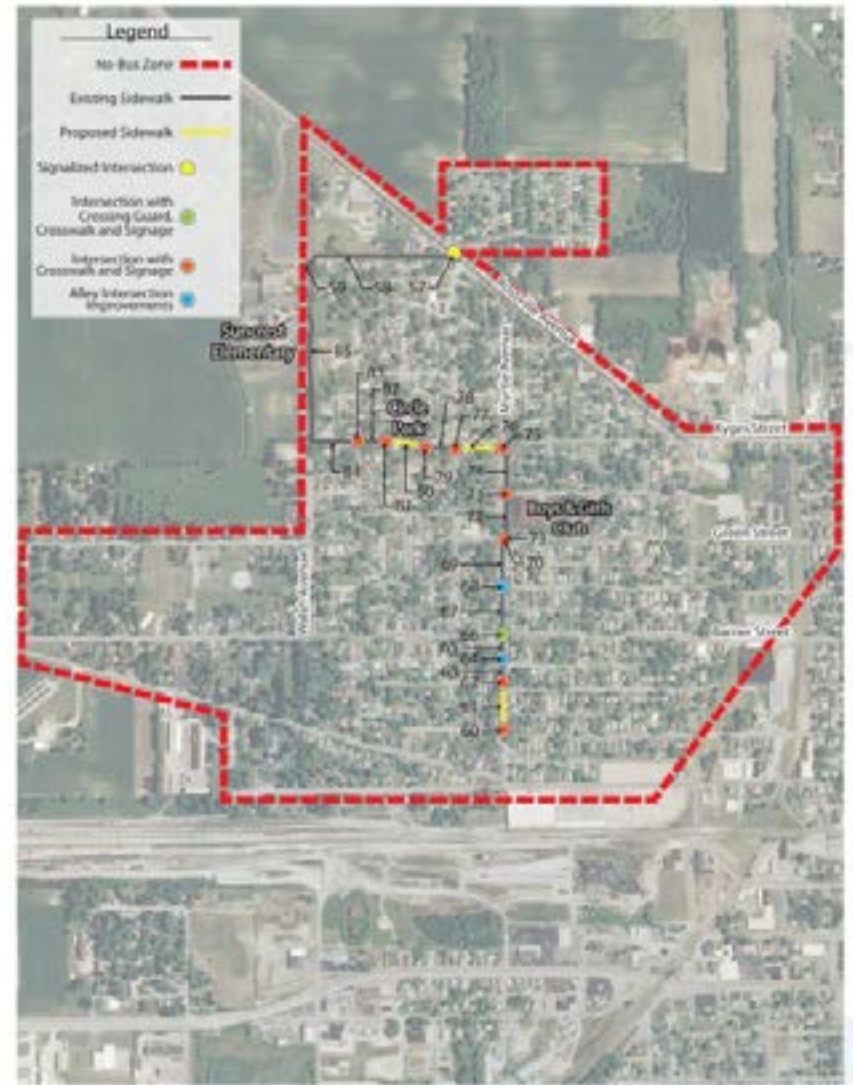
Frankfort Safe Routes to School Plan

The Community Schools of Frankfort and the City of Frankfort finalized a Safe Routes to School Plan in February 2014. The goal of the SRTS Plan is to increase the number of students walking and/or biking to school safely. The plan recommended encouragement, education and enforcement strategies to support walking and biking to school. It also identified needed engineering improvements along primary walking routes for Suncrest Elementary (along Kyger Street, Green Street and Myrtle Avenue), as well as Blue Ridge Elementary and Green Meadows Intermediate schools (along Clay, Fairgrounds and White Streets). In addition, intersection and signal upgrades were proposed.

Frankfort Urban Land Institute Technical Assistance

The Urban Land Institute conducted a technical assistance panel discussion with the City of Frankfort in December 2012. It offered multidisciplinary advice on land use and real estate issues, with a stated goal of, "Providing Frankfort with strategies for positioning downtown to fulfill its role in offering a complete small town USA experience to residents and visitors." Some of the themes addressed included:

- Connectivity: Use existing right-of-way (ROW) for bicycle and pedestrian improvements, develop trails and greenways, utilize Prairie Creek for a greenway.
- Neighborhood Development: Strengthen neighborhoods around the central business district.
- Welcoming Image: Create gateways.
- Downtown Commercial: Improve pedestrian amenities, create destinations, keep first floor pedestrian-oriented.



Map 2-1 : Suncrest Elementary improvements; Source: Safe Routes to School Community Schools of Frankfort 2014

Healthy Communities of Clinton County Coalition – Walkways

In an effort to fulfill its goal of combating obesity and increasing physical activity, the HCCCC has identified and promoted existing routes for walking. There are twenty Walkways throughout the county, ranging in distance and difficulty. The Walkways use sidewalks and trails and connect destinations in each community, generally including parks, schools and downtown.



Map 2-2: Green Meadows & Blue Ridge Elementary improvements; Source: Safe Routes to School Community Schools of Frankfort 2014

The Walkways include:

Frankfort

- Circle Park
- Wesley Manor
- TPA Park
- Eastside Park
- Clinton Street
- Christian Ridge
- Historic District
- Clay Street
- Downtown Frankfort Historic
- Hospital-Redman Park
- Clinton County Fairgrounds
- Jackson Street
- Frankfort Middle School
- Frankfort Lagoons

Clinton County

- Bryan Nature Preserve
- Camp Cullom Trail

Colfax

- Colfax Farm Heritage Trail

Kirklin

- Kirklin Walway

Michigantown

- Michigantown Walkway

Mulberry

- Mulberry Walkway

Rossville

- Rossville Walkway

The Walkways serve as an important foundation from which to make additional pedestrian improvements and incorporate new bikeways.

Existing Infrastructure

Roadways

Both Clinton County and the City of Frankfort maintain extensive roadway networks. Clinton County maintains 1136 miles of roadway. The roads vary in width, speed and maintenance. County Roads are typically low volume roads wide enough for two lanes of vehicular travel with a speed limit set at 50 miles per hour (mph). The City of Frankfort maintains 80 miles of roadway. The roads vary in width, speed and maintenance, but generally follow a functional classification of arterial, collector and local. An arterial road, such as Walnut Street, is a high-capacity road with a primary function to deliver traffic from collector roads to freeways or expressway and between urban centers at the highest level of service possible. A collector road, such as Maish Road, is a low-to-moderate-capacity road that serves to move traffic from local roads to arterial roads. A local road, such as Wilshire Drive, primarily serves as access to residential properties and carries small volumes of local traffic. Figure 2-1 shows a sample community's roadway function by classification.

The City of Frankfort recently developed an Asset Management Tool, providing an inventory and condition rating of all city roads. The tool will allow the City to plan for maintenance based deterioration of roadway conditions.

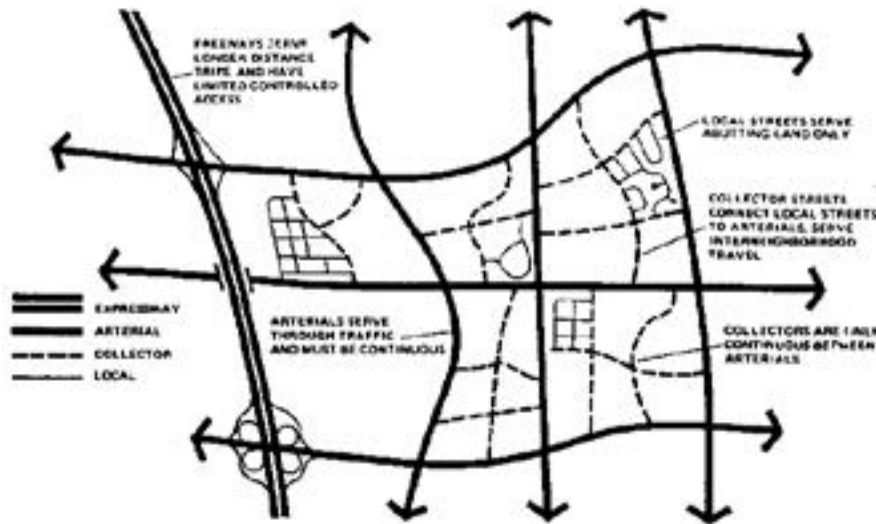


Figure 2-1: Roadway Function by Classification; Source: National Transportation Library

In addition, the Indiana Department of Transportation (INDOT) owns and operates 180 miles of state roads and interstates throughout the planning area. Communities must coordinate very closely with INDOT on road improvement and expansion projects to ensure that BPMP recommended network improvements are incorporated into any maintenance or reconstruction projects. INDOT roadways in Clinton County include:

- Interstate 65
- U.S. Route 52
- U.S. Route 421
- State Road 26
- State Road 28
- State Road 29
- State Road 38
- State Road 39
- State Road 75

Sidewalks

The City of Frankfort and each of the incorporated communities (Colfax, Kirklin, Michigantown, Mulberry and Rossville) own and maintain sidewalk networks. The extent and condition of these sidewalk networks vary

from community to community. As is typical of Midwest cities and towns, the sidewalk network is extensive in the parts of the communities built before 1970, the central business districts and adjacent neighborhoods. Developments and neighborhoods constructed after 1970 generally do not have sidewalks.

There is no comprehensive database or inventory of the location and condition of sidewalks in the City of Frankfort or the other incorporated communities. However, as part of this planning process, the HCCCC began a sidewalk inventory process. The Coalition conducted walk audits and determined the location of sidewalk gaps, the condition of existing sidewalks, location of curb ramps, location of crosswalks and location of pedestrian signals. Sidewalk gaps are areas where only a partial sidewalk network exists, forcing people walking into the roadway or creating unsafe crossing conditions.

The City of Frankfort and the Town of Kirklin operate a 50/50 sidewalk repair program. In the program, the city or town pays 50% of the cost of a sidewalk improvement and the property owner pays the remaining 50%.

Crosswalks

Crosswalks are marked to indicate the safest locations to cross the street and help designate where pedestrians have the right-of-way. In general, crosswalks should be installed in the following situations:

- At locations with traffic signals or stop signs.
- At non-signalized crossings in designated school zones.
- At non-signalized crossings where a crosswalk may be desirable because of roadway conditions such as number of vehicle lanes, traffic speed and/or traffic volume.

The size, type and material of crosswalks can vary depending on the location and other roadway characteristics such as volume of traffic, volume of pedestrians and visual clearance of drivers.

There is currently no inventory of the location of crosswalks within the City of Frankfort or the incorporated towns.

Curb Ramps

Curb ramps provide a transition from the sidewalk to the street. They are

a requirement of the Americans with Disabilities Act (ADA) and provide access for people with visual impairments, using mobility devices or those using strollers or shopping carts. The ADA requires that existing sidewalks have curb ramps and a detectable warning surface. Detectable warnings are required for street crossings or other potentially hazardous changes in the pedestrian walking environment. Perpendicular ramps are the preferred style since they provide directional cues.

There is currently no inventory of the location of curb ramps within the City of Frankfort or the incorporated towns.

Pedestrian Signals

Pedestrian signals indicate to the person walking whether or not it is appropriate to cross the roadway. Pedestrian signals should be installed at all signalized intersections or where the presence of pedestrians is reasonably expected. The ADA sets forth requirements for pedestrian signals, but generally, they should be clearly visible to the pedestrian at all times when in the crosswalk or waiting on the opposite side of the street.

There is currently no inventory of the location of pedestrian signals within the City of Frankfort or the incorporated towns.

Bicycle Infrastructure

There are currently no designated on-road bicycle facilities within Clinton County, the City of Frankfort or the incorporated towns. Currently, bicycles share the roadway with vehicular traffic, as legally permitted, but there is no signage alerting motorists to their presence. In parks, bicyclist and pedestrians share paths.

Bicycle Parking

Bicycle parking has been installed at several destinations throughout the City of Frankfort and the incorporated towns of Clinton County. However, bicycle parking is not required, nor is placement uniform or systematic. Bicycle parking should be required through ordinances for new development or redevelopment. The Association of Pedestrian and Bicycle Professionals Bicycle Parking Guidelines is available for reference and guidance.

Regional Connections

Several of the counties around Clinton County have made great strides in the planning and development of bicycle and pedestrian infrastructure. As Clinton County develops their network, it will be important to look for opportunities to connect to them. Existing networks include:

Carroll County – Carroll County has an extensive network of on road trails that connect all of its communities. While none of these routes touch the county-line between Carroll and Clinton counties, there are opportunities to connect to the Carroll County network from Clinton County utilizing County Road 100 W or County Road 800 W.

Howard County – The City of Kokomo has an extensive network of trails within its corporate limits. This includes the Nickel Plate Trail which stretches north to Rochester paralleling US 31 for most of the distance. Hamilton County – Hamilton County has an extensive system of on-road and off-road trails. The Northwest Border Loop utilizes County Road N 1200 E which is the border between Hamilton County and Clinton County.

Boone County – The City of Lebanon adopted a Bicycle and Pedestrian Master Plan in February 2015. Most of the recommendations contained in the plan are within the corporate limits of the City. However, the Farm Heritage Trail stretches from Lebanon to Thorntown. The phase of the Farm Heritage Trail from Thorntown to Colfax is under development.

Tippecanoe County – The City of Lafayette adopted a Bicycle and Pedestrian Master Plan in June 2015. Most of the recommendations contained in the plan are within the corporate limits of the City. In the County, County Road E 200 S is designated as an on-road route and connects into Clinton County's County Road W 700 N, just south of Rossville.

Montgomery County – The City of Crawfordsville adopted a Bicycle and Pedestrian Master Plan in August 2014. Most of the recommendations contained in the plan are within the corporate limits of the City. However, one existing trail project stretches along Sugar Creek to the west of the City and another proposed project includes constructing a side path along US 231 to the northern corporate limits of the City.

Existing Policies, Procedures and Programs

Beyond the planning efforts described above, Clinton County partners have made great strides in recent years to improve the built environment to support walking and biking and to encourage active living.

- The Walkways initiative led to the designation of 25 miles of mapped walking paths, representing each city and town in the county. Trailhead and directional signs were created, as were printed brochures, providing detailed maps and educational and encouragement information.
- More than 20 new bike racks have been installed throughout Frankfort and the county.
- Students have participated in walk audits, using geographic information system (GIS) devices to collect data about barriers to walking and biking.
- More than 3000 linear feet of sidewalks have been built with Safe Routes to School funding, providing safe access and connectivity for students.
- Frankfort Schools have held Walk and Bike to School Day events, with more than 200 students participating.
- Bike events, such as Buns on Bikes held at the Frankfort Hot Dog Festival, a history scavenger hunt ride and picnic at the lagoons ride have been held, encouraging ridership and creating an active group of riders.
- The City of Frankfort has worked with the Indiana Department of Transportation (INDOT) to design and build two Complete Streets projects.
- A sidewalk improvement program was initiated in Frankfort in 2009 provides a 50/50 match to property owners for the cost of replacing their sidewalk.
- Parents' knowledge and attitudes about the benefits of walking and biking to school have improved. In a survey conducted in 2010, only 46% believed it to be safe and healthy; by 2013, that number had increased to 86%.
- Several community events encourage bicycle travel by offering a parking corral.

CRASH ANALYSIS

Bicycle and pedestrian crashes that occurred in Clinton County over the past 10 years were analyzed by location and based on the primary contributing factor.

This analysis used the data available through the Automated Reporting Information Exchange System (ARIES) for 2006 through 2015. During that time, there were 117 crashes, 54 involving bicyclists and 63 involving pedestrians. It is important to note that though this is the best available data, it only reflects those for which a police report was completed and filed, possibly excluding minor incidents, near-misses and/or crashes on private property.

Table 2-1 and Figure 2-2 show the number of crashes involving bicyclists and pedestrian between 2006 and 2015. As expected, the crashes fluctuate from year to year, but average 4.5 bicyclist crashes and 5.6 pedestrian crashes per year.

	<i>Bicyclist</i>	<i>Pedestrian</i>
2006	4	8
2007	4	3
2008	2	9
2009	3	2
2010	5	9
2011	5	7
2012	5	3
2013	8	2
2014	3	2
2015	6	11
Total	45	56

Table 2-1: Bicycle and Pedestrian Crashes from 2006-2015

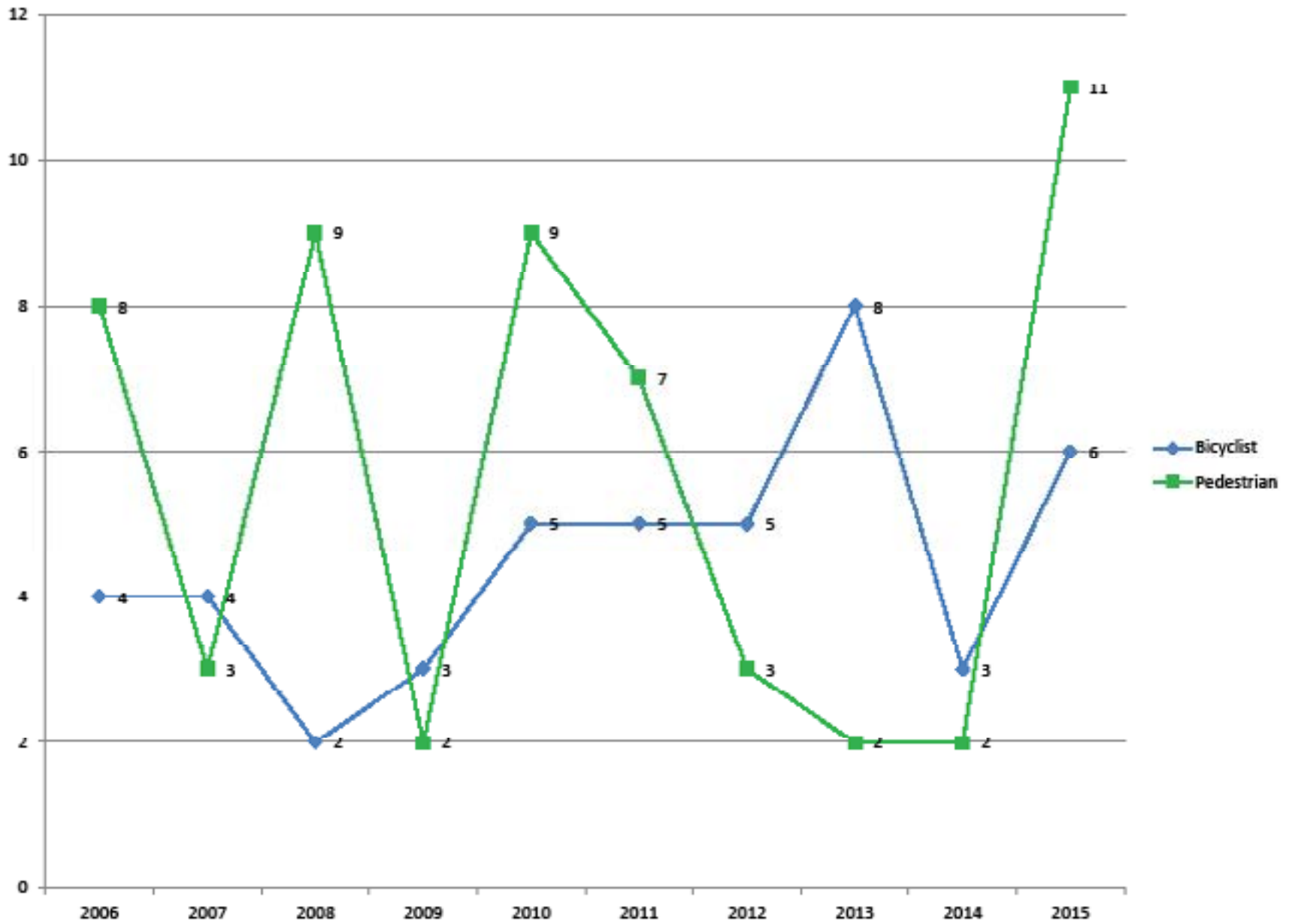


Figure 2-2: Bicycle and Pedestrian Crashes from 2006-2015

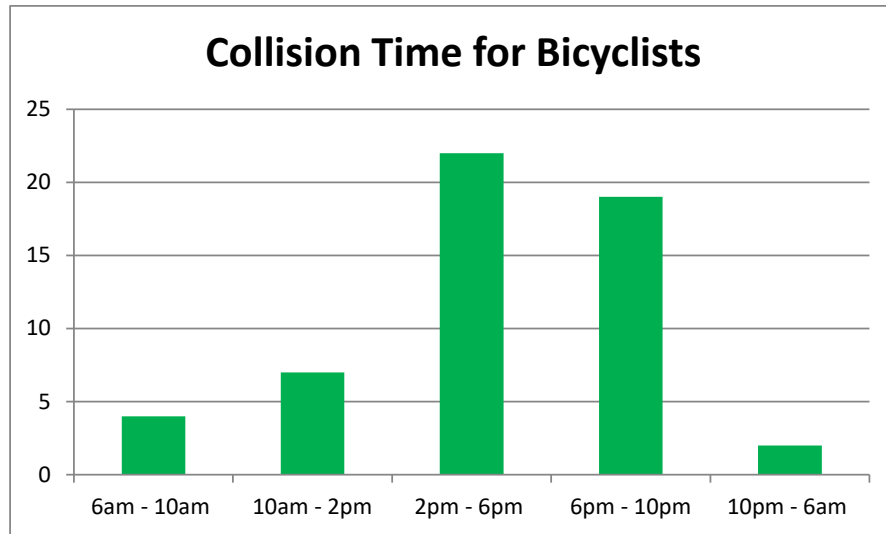


Figure 2-3: Collision Time for Bicyclists

Figure 2-3 and Figure 2-4 shows the distribution of bicycle and pedestrian crashes throughout the day over the ten year period. Crashes are most common during afternoon and evening hours for both groups, though pedestrian crashes also happen most frequently during overnight hours.

Map 2-3 shows the areas of Clinton County and Map 2-4 shows areas of the City of Frankfort where crashes occurred. Crashes are dispersed throughout Frankfort, but most occur in the central business district, along major arterials or at intersections with alleys. High pedestrian activity is expected in the central business district; and a lack of infrastructure for walking and biking, especially on busy, high-speed streets, results in a higher prevalence of collisions.

Figure 2-5 shows the primary factors associated with crashes throughout Clinton County. Map 2-5 shows the location of each primary factor within the City of Frankfort. The top three primary factors include:

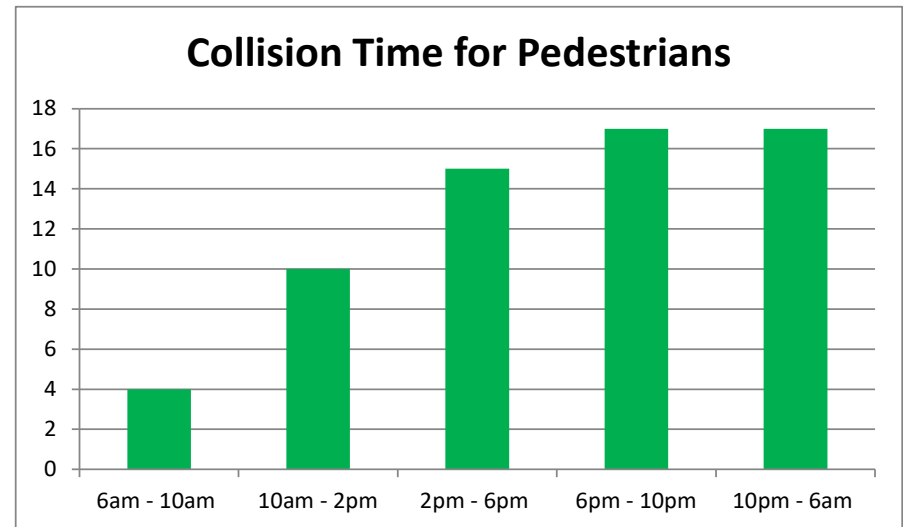
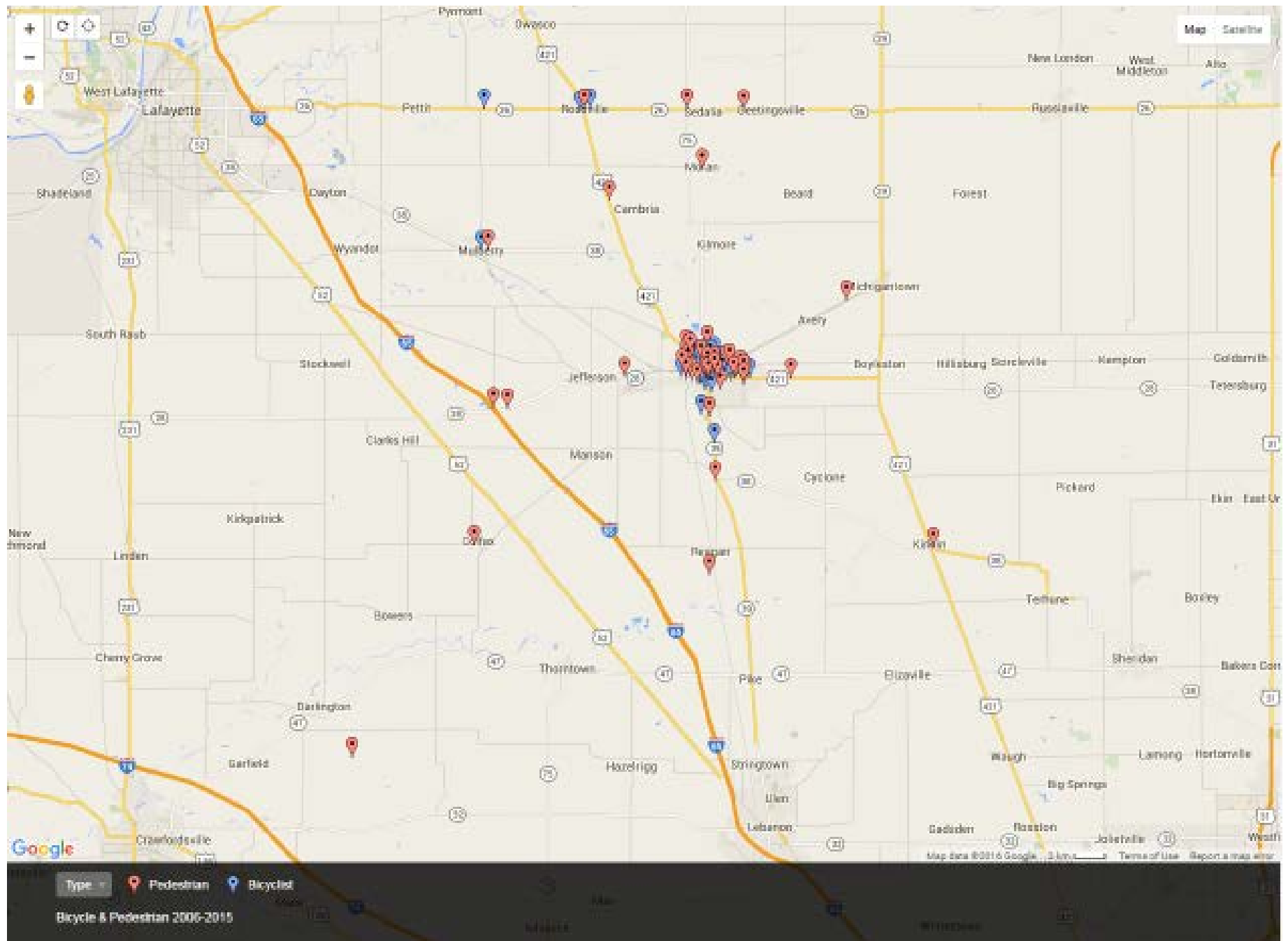


Figure 2-4: Collision Time for Pedestrians

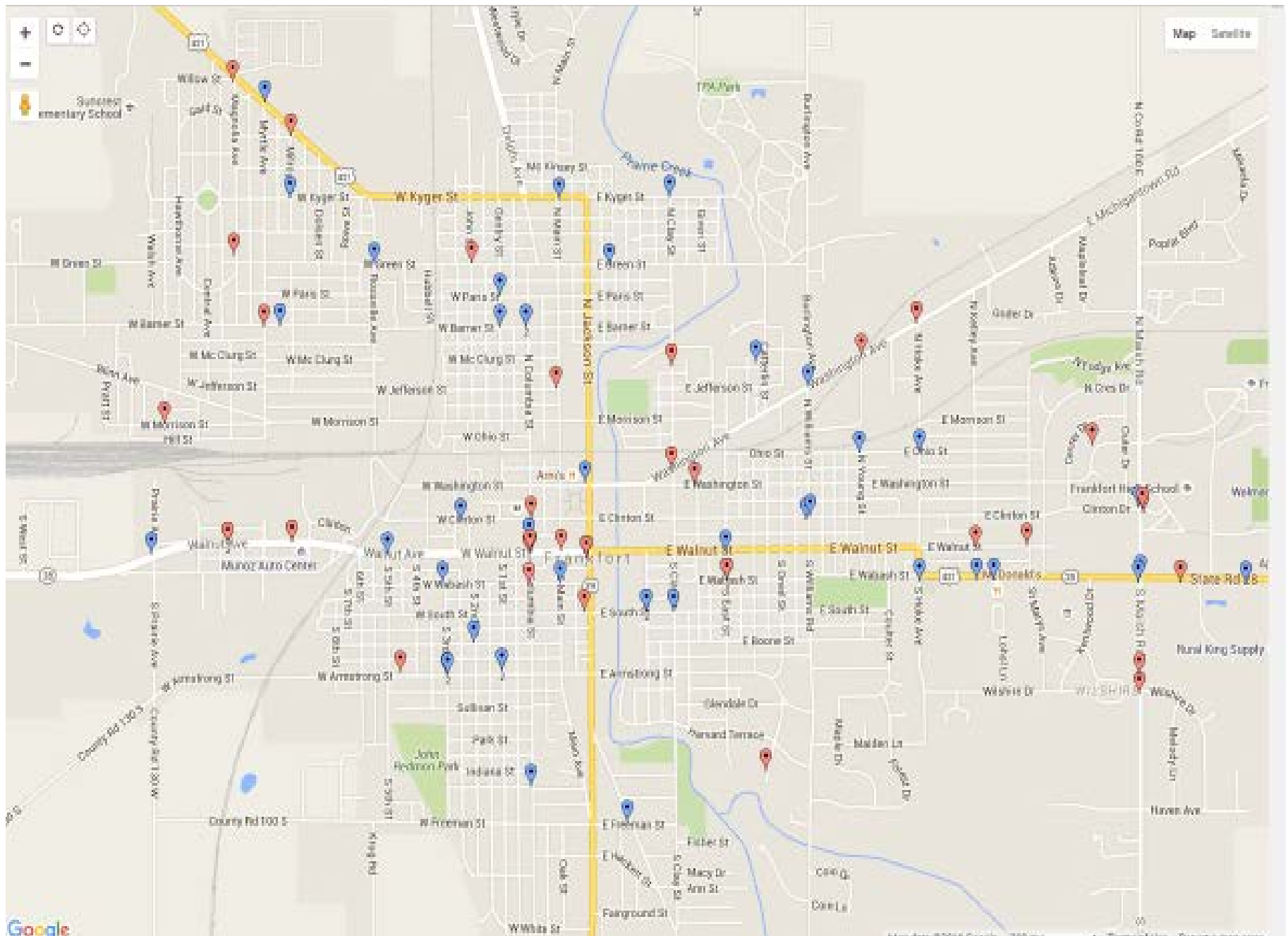
- Failure by motorists to yield right-of-way in 32, or 27%, of all crashes.
- Pedestrian action, such as darting out between parked cars, in 30, or 26%, of all crashes.
- Other factors, typically driver action, in 25, or 21%, of all crashes.

In reviewing the narratives included with incident reports, most pedestrian actions involved the person walking entering the roadway after disregarding a traffic signal. Most of the failure to yield right-of-way crashes involved right turns on red or occurred at stop signs when the driver failed to observe the bicyclist or pedestrian.

This data and analysis helped to form specific recommendations in this plan, guiding specific safety project locations improvements and shaping policy and program needs.



Map 2-3: Location of Bicycle and Pedestrian Crashes in Clinton County



Map 2-4: Location of Bicycle and Pedestrian Crashes in Frankfort

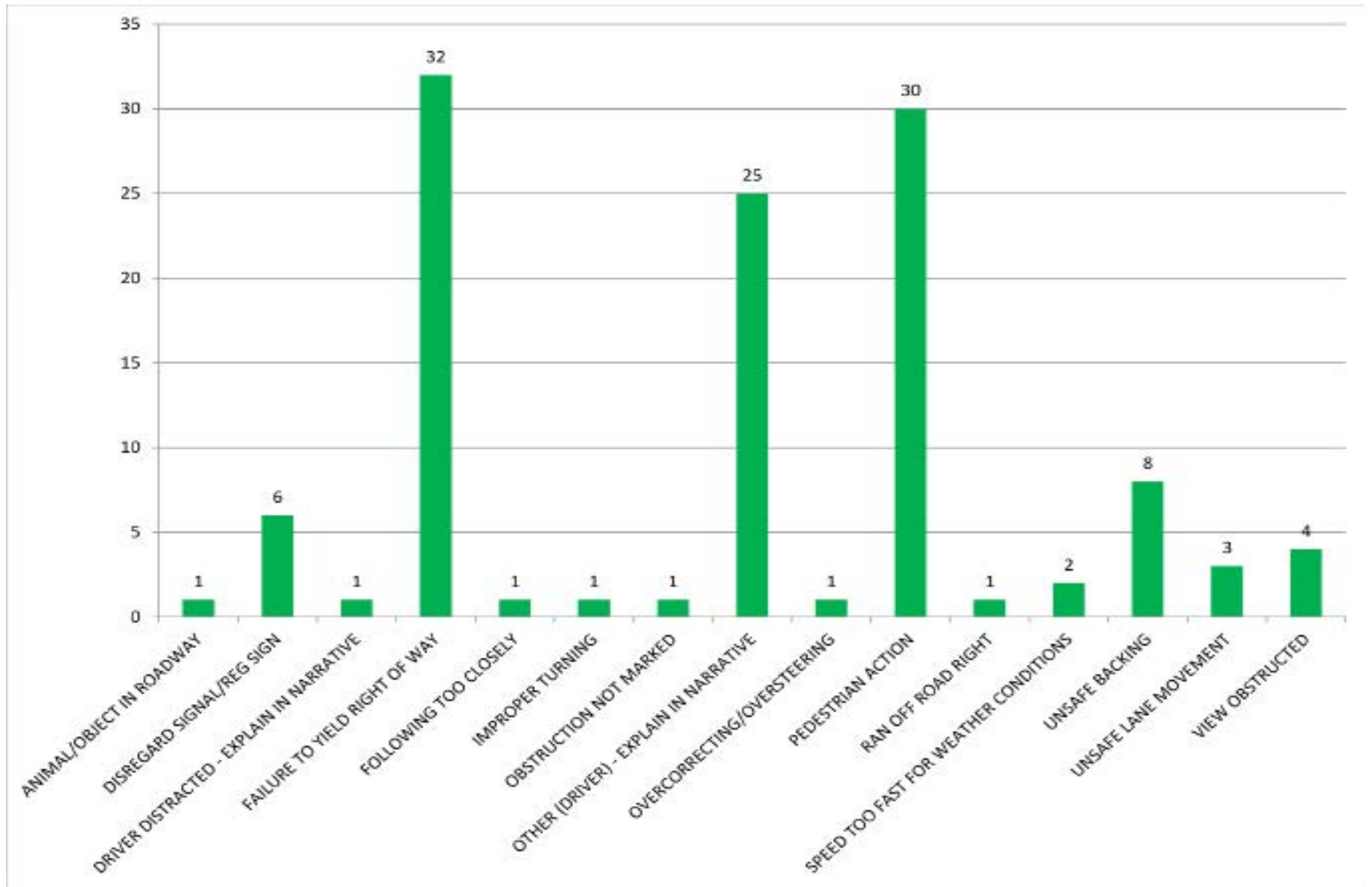
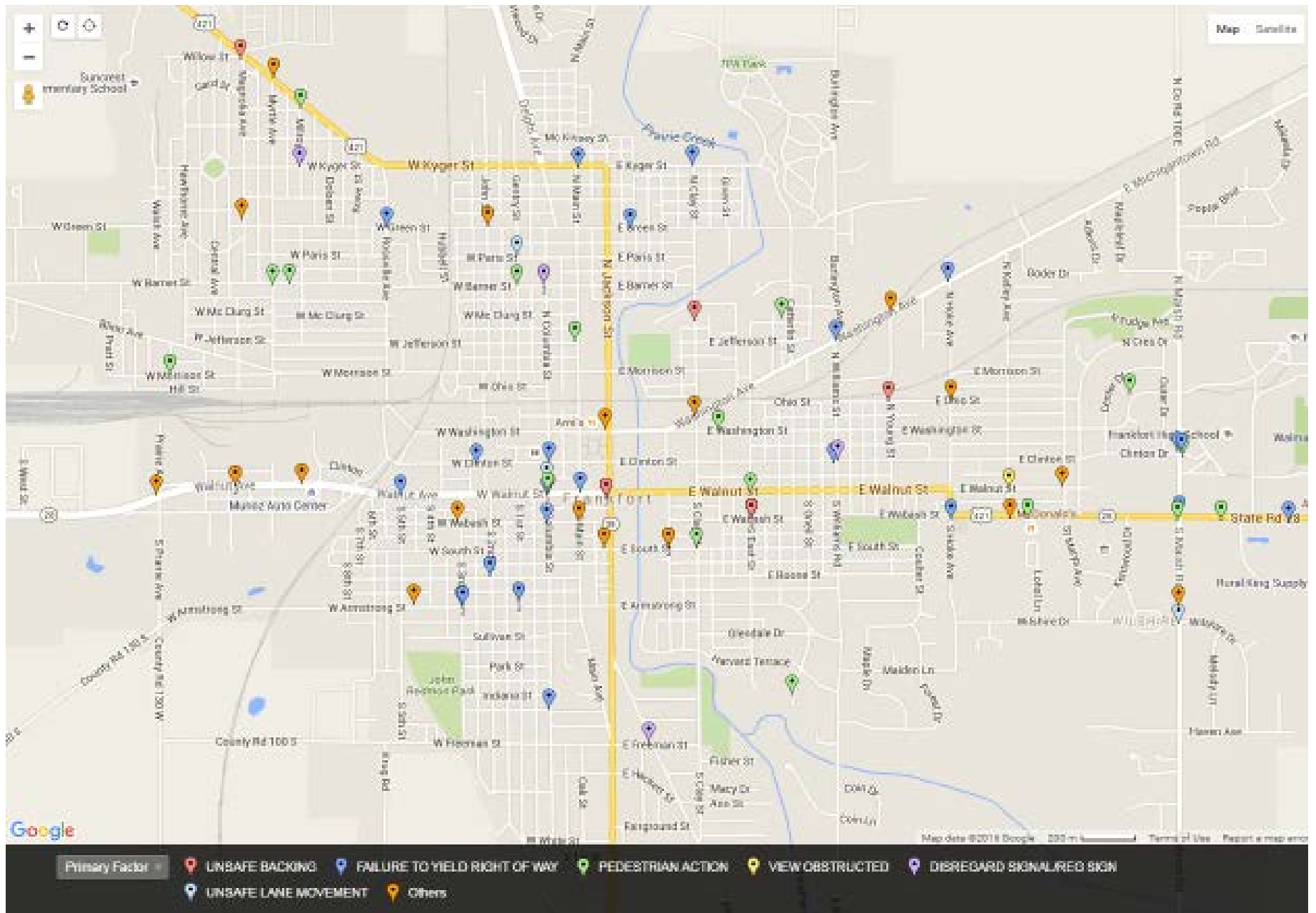


Figure 2-5: Primary Factor Associated with Bicycle and Pedestrian Crashes throughout Clinton County



Map 2-5: Location of Primary Factors Crashes within the City of Frankfort

Public Engagement

Community involvement is an important component of any planning process and was integral to shaping this BPMP. Opportunities for community input included a survey, advisory committee, public meetings and stakeholder interviews. Incorporating the thoughts, ideas and concerns of members of the community ensures that recommendations address high priority issues and builds their ownership of the plan.

Survey

As part of the BPMP planning process, a public survey was developed and distributed throughout Clinton County. The survey was modeled after similar public input surveys conducted as part of other communities' planning processes and was intended to better understand existing attitudes and behaviors related to walking and biking, as well as to collect input and ideas on potential strategies to be pursued.

The survey was promoted via a community meeting; emails to community members, elected officials and civic groups; as well as through Facebook and traditional media outlets. The full survey, with responses, can be found in Appendix A. The survey was completed by 285 respondents. The age and gender characteristics of those taking the survey are summarized in Figure 2-6 and Figure 2-7; 92% identified as white, six percent as Hispanic or Latino, and one percent as American Indian or Alaskan Native. Forty-eight percent of respondents lived and/or worked in Frankfort; 23% lived and/or worked in one of the five towns in Clinton County (Colfax, Kirklintown, Michigantown, Mulberry and Rossville).

More than two-thirds of those surveyed reported that they walk, jog or run at least a few times per week, if not every day. Only 20% reported riding a bicycle that often, with 54% reporting they never or almost never ride a bike.

The majority of those surveyed walk and/or ride primarily for recreation and exercise; fourteen percent of people walk primarily for transportation. Speaking to the growing demand for walkable and bikeable places, 87% of people indicated they would like to walk, jog or run more often and 78% want to bike more often.

Gender of Respondents

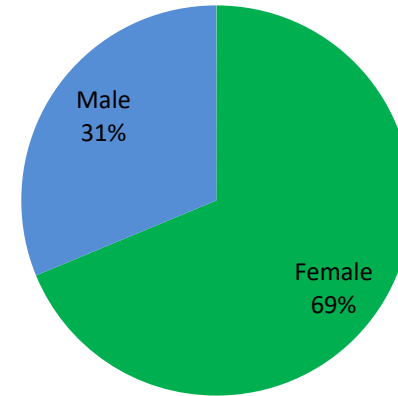


Figure 2-6: Gender of Respondents

Age of Respondents

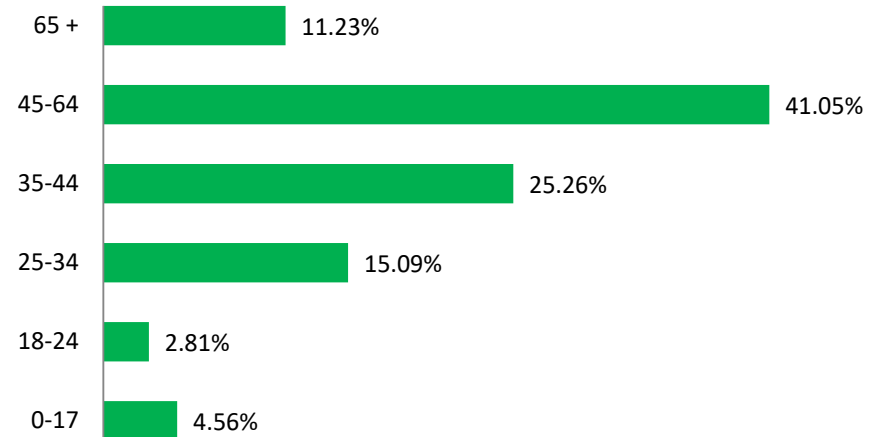


Figure 2-7: Age of Respondents

When asked about the characteristics of good places for walking, top responses included: high-quality sidewalk pavement, without bumps, gaps or tripping hazards; safe neighborhoods; parks or designated recreational areas; and sidewalks that are separated from the street by a grass strip.

The characteristics making for a good place to bike were: bike trails or designated bike paths; good pavement condition (road doesn't have too many potholes or bumps); and low traffic (slow moving vehicles).

The barriers to both walking and biking were similar, with lack of designated, continuous places to do so, pavement conditions and high vehicle speeds being most commonly cited. High traffic volumes, safety concerns and the distance to destinations were also noted.

The vast majority of those surveyed indicated they would like to be able to walk or bike to parks and recreation areas within Clinton County. Traveling within neighborhoods and throughout and beyond the county and were also commonly cited. Other popular destinations included libraries, ice cream shops, Walmart, the Industrial Park and downtown Frankfort.

Asked about where to locate bicycle and walking trails within Clinton County, common responses included parks, recreation areas, schools, businesses, retail centers, entertainment venues, the fairgrounds and the YMCA. Suggestions were made to improve walking and biking in each town, as well as to connect to other trails beyond the county, such as the Monon, Nickel Plate and Farm Heritage Trails.

The survey also asked about the types of walking and biking programs community members would like to see offered. Top choices included motorist awareness initiatives such as signage and education, group walks and rides and bicycle and/or pedestrian safety classes for children. Numerous other programs were proposed, including a dog-walking partnership with the Humane Society, a bike share program and communication and outreach activities.

Taken collectively and individually, survey responses provided valuable information about walking and biking in Clinton County today and offered a vision for what it can be in the future. The information collected was

used to inform and develop both the infrastructure and non-infrastructure recommendations presented later in the plan and serves as a benchmark by which future progress can be measured.

Advisory Committee

In late 2015, an advisory committee was formed to guide the overall planning process, assist with the creation of recommendations and identify projects that would become the backbone of the network. The advisory committee also fostered open dialogue about the plan with external stakeholders including community organizations, elected officials and representatives of the smaller communities.



Photo 2-1: Advisory Committee identifying Network

Several advisory committee meetings were held throughout the process, and included activities such as:

- A review of other community bicycle and pedestrian plans to determine the type and direction of the BPMP
- A discussion about promotion of the public survey and a review of early results
- A discussion about the vision, goals and process for implementation of the plan
- A mapping exercise to identify existing bicycle and pedestrian facilities, key community destinations and possible network routes
- A review of the draft network, including project types and groupings
- A review of non-infrastructure recommendations, organizing and prioritizing the projects, plans, policies, procedures and programs

Public Meetings

Two public meetings were held, providing the opportunity for Clinton County residents to involve themselves in the planning process and to help shape their community. Public meetings provided citizens with the opportunity to hear firsthand the details of the plan and provide their thoughts, concerns and ideas.

The first public meeting for the BPMP was held on February 8, 2016, at the Frankfort Community Public Library. The meeting included a brief discussion of how the BPMP planning process was started. HCCCC had applied for, but was not awarded, a grant from the Indiana State Department of Health to develop a bicycle and pedestrian plan. Still interested in creating the plan, the HCCCC pursued other funding sources which culminated in a \$20,000 grant from the Clinton County Community Foundation and a partnership with Health by Design to provide technical assistance.

At the public meeting, the release of the survey was discussed, and hardcopies were distributed to attendees. The meeting also involved community members discussing what they hoped to get out of the planning process and their initial input and concerns with regard to bicycling and walking in the community. The discussion focused on the provision of a safe and convenient bicycle and pedestrian network for people of all ages, abilities and riding levels.

The second public meeting for the BPMP was held on July 14, 2016, at the Frankfort Community Public Library. Participants received an update and brief background of the plan and planning process. Next, they reviewed the draft network map and the types of infrastructure projects to be considered, and routes were added, eliminated and prioritized.

Attendees were presented with a draft list of recommendations as organized by the advisory committee. The recommendations were discussed and each person was asked to rank the top three of most importance to him/her. Lastly, attendees were provided with images of potential pilot projects and asked to vote for their top choices. The pilot projects were small in scale and able to be completed by the HCCCC with the help of the city or county.

Stakeholder Interviews

Seven key community stakeholders – people who would offer additional input, considerations and value to the plan – were identified and interviewed. Key stakeholders have knowledge and insight that can help in the planning and decision making process. The primary purpose was to obtain relevant information for the plan and elicit reactions and suggestions based on the specific background, experience and role of that person.

The stakeholders interviewed included:

- Steve Clossin, Town of Colfax
- Alan Dunn, County Council President
- Jason Forsythe, Frankfort Street Superintendent
- Rick Gunyon, Frankfort Utilities Board Member
- Chris McBarnes, Frankfort Mayor
- Kevin Myers, Clinton County Highway Superintendent
- Don Stock, former Mayor of Frankfort

The stakeholders were asked a series of questions that allowed them the opportunity to discuss their role within Clinton County or the City of Frankfort, their ideas and concerns and their expectations of the BPMP. Several recurring themes and project ideas emerged, including:

- Focus on safety.
- Galvanize the existing support for walking and biking.
- Make Maish Road, Kyger Street and Kelley Road part of the network, as they provide good cross community connections.
- Explore easements along drainage ditches to provide trail access.
- Connect major destinations in town: YMCA, Library, Schools, central business district, Industrial Park, etc.
- Build upon the existing 50/50 sidewalk program.
- Explore abandoned rail line as possible trails.

RECOMMENDATIONS

3

BICYCLE AND PEDESTRIAN RESOURCES

In recent years, as communities have developed infrastructure to meet the increasing demand for walkable and bikeable places, new and innovative designs and standards have developed. That has led to the creation and/or revision of recommendations, guidance and best practices to guide the design and construction of bicycle and pedestrian projects. Available resources include:

American Association of State Highway and Transportation Officials (AASHTO) – Guide for the Development of Bicycle Facilities and Guide for the Planning, Design, and Operation of Pedestrian Facilities.

These guides are intended to provide detailed planning and design recommendations on how to include bicycle and pedestrian travel and operation in most roadway environments. They cover the planning, design, operation, maintenance and safety of on-road facilities, shared use paths and parking facilities. Flexibility is provided through ranges in each design to encourage facilities that are sensitive to local context and incorporate the needs of bicyclists, pedestrians and motorists. The guides also address the effects of land use planning and site design on pedestrian and bicycle mobility.

National Association of City Transportation Officials (NACTO) – Urban Bikeway Design Guide

The purpose of this guide is to provide communities and engineers with effective design strategies for providing bicycle facilities that help create the safe integration of bicycling into the roadway. The guide is based on research from cities across the world. While most of these treatments are not specifically addressed in AASHTO's Guide to Bikeway Facilities, all but two are permitted by the Manual on Uniform Traffic Control Devices (MUTCD). In addition, FHWA has issued memorandum officially supporting use of this guide.

Federal Highway Administration (FHWA)

The FHWA supports bicycle and pedestrian infrastructure through funding, policy guidance and resource development. In 2010, FHWA issued the following policy statement to clarify its position on creating fully integrated active transportation networks:



“The Department of Transportation’s policy is to incorporate safe and convenient walking and bicycling facilities into transportation projects. Every transportation agency, including DOT, has the responsibility to improve conditions and opportunities for walking and bicycling and to integrate walking and bicycling into their transportation systems. Because of the numerous individual and community benefits that walking and bicycling provide — including health, safety, environmental, transportation, and quality of life — transportation agencies are encouraged to go beyond minimum standards to provide safe and convenient facilities for these modes.”

Association of Pedestrian and Bicycle Professionals (APBP) – Bicycle Parking Guidelines

The purpose of the Bicycle Parking Guidelines resource is to provide guidance on the design and placement of bicycle parking. Incorporating bicycle parking into the planning process ensures that the parking promotes a well-designed orderly streetscape and avoids conflicts with the pedestrian environment and buildings. Bicycle parking also serves to encourage the use of bicycling as transportation. The guidelines include selection, site design, layout and maintenance of bicycle parking.

Clinton County and the City of Frankfort should adopt local bicycle and pedestrian standards by ordinance, to ensure that all projects meet a minimum design standard and that the installation of the infrastructure is consistent across the community. Communities may develop their own, or adopt those referenced above.

TYPES OF PROJECTS

Based on review of the above documents, the following types of projects were identified for the Clinton County bicycle and pedestrian network. These types are a general design standard that can be applied when certain roadway criteria are met, such as signed shared roadway on low volume county roads. It is important to note that these types of projects are not simply templates, to be applied to each roadway whenever criteria are met. Rather, each roadway has unique characteristics and context that will change the look and feel of each type of project.

Roadway

The inclusion of bicycle as a vehicle on roads. Bicycles are considered vehicles by law and can operate on all roadways except where prohibited by statute or regulation.

Use: Roads; Residential, County

Speeds: Low-speed

Volume: Less than 1,000 vehicles per day

Design Considerations: None

Signed Shared Roadway

The addition of signage such as Share the Road, Bicycles May Use Full Lane, Ride with Traffic and designated bicycle routes alert drivers of the presence of bicyclists.

Use: Local Roads, County Roads

Speeds: Low-speed

Volume: Less than 1,000 vehicles per day

Design Considerations: Use for bicycle routes and/ or roadways that connect bicycle facilities with high bicycle volumes.

Bike Lane

The allocation of roadway width to include a marked travel lane for bicyclists. These lanes are designated exclusively for bicycle use.

Use: Arterial/Collector Roads

Speeds: 25 miles per hour or greater

Volume: Variable; speed differential is more important

Design Considerations: Should be at least 4 feet wide (AASHTO recommends 5 feet). Width should be increased where adjacent to parking lanes to reduce dooring incidents.

Separated Bike Lane

The further delineation of a bike lane by adding a marked separation between the bike lane and either the auto travel or parking lane.

Use: Arterial/Collector Roads

Speeds: 35 miles per hour or greater

Volume: Variable

Design Considerations: At least 2 feet wide and most applicable along on-street parking with high turnover or travel lanes with high speeds. A buffer may hinder normal sight lines and should not be used in every situation.

Multiuse Path

The installation of an independent facility that mixes bicycle and pedestrian traffic.

Use: Arterial Roads or separate from roadways

Speeds: 45 miles per hour or greater

Volume: 20,000+ vehicles per day

Design Considerations: Allow 10-14 feet of width for bidirectional travel.

Analyze intersections to anticipate conflicts between path and roadway users. Designating pedestrian and bicycle space may reduce crash conflicts.

Pedestrian Improvements

The installation of sidewalks, curb ramps, crosswalks and pedestrian signals to specifically address pedestrian needs.

Use: All roadways

Speeds: varies, roads with higher speeds should have more separation

Volume: Varies

Design Considerations: Sidewalks should be a minimum of 5 feet wide and meet the United States Access Board's Proposed Rights-of-Way Accessibility Guidelines (PROWAG).

Complete Streets

The design of streets for all modes of transportation: transit, bicycles, pedestrians, etc.

Use: Arterial/Collector Roads.

Speeds: 35 miles per hour or greater

Volume: Variable

Design Considerations: Look at streets that serve as major transportation corridors and provide linkage across the community.

INFRASTRUCTURE RECOMMENDATIONS

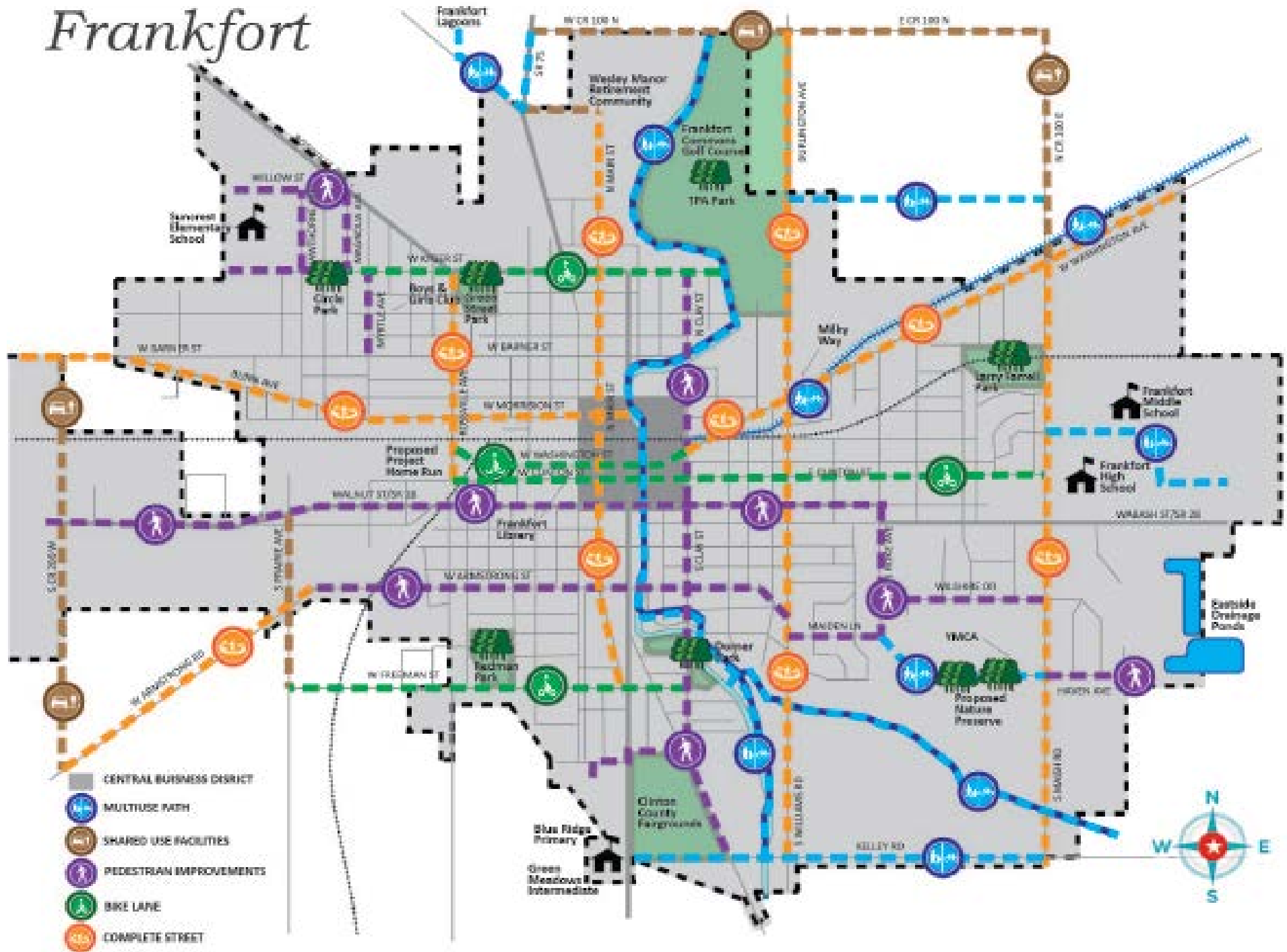
<i>Frankfort Projects</i>			
Type of Project	Project	Starting Point	Ending Point
Bike Lane	Kyger St	Walsh Ave	Catterlin St (TPA Park)
Bike Lane	Washington St	Rossville Ave	Washington Ave
Bike Lane	Clinton St	Monon St	Maish Rd
Bike Lane	Freeman St	Prairie Ave	Clay St
Complete Street	Rossville Ave	Kyger St	Clinton St
Complete Street	Maish Rd	Washington Ave	Kelly Rd
Complete Street	Williams Rd	Washington Ave	Kelly Rd
Complete Street	Burlington Ave	E CR 100 N	Washington Ave
Complete Street	Blinn Ave	W Barner St	W Morrison St
Complete Street	W Morrison St	Blinn Ave	Prairie Creek
Complete Street	Main St	Wesley Manor	Freeman St

Complete Street	Armstrong Rd	S CR 200 W	Armstrong St
Multiuse Path	Kelly Rd	N Jackson St	Maish Rd
Multiuse Path	SR 75	CR 100 N	Union Rd
Multiuse Path	Union Rd	SR 75	Frankfort Lagoons
Multiuse Path	Trail	Wesley Manor	TPA Park
Multiuse Path	Trail	TPA Park	Maish Rd/N CR 100 E
Multiuse Path	Prairie Creek	W CR 100 N	Kelly Rd & Maish Rd
Multiuse Path	Norfolk-Southern railline	N Clay St	Howard County line
Multiuse Path	Trail	Maish Rd	Walmart (through school property)
Multiuse Path	Trail	Maiden Ln	Maish Rd
Pedestrian Improvements	Willow St	Suncrest Elementary	Magnolia Ave
Pedestrian Improvements	Magnolia Ave	Willow St	Kyger St
Pedestrian Improvements	Hawthorne Ave	Willow St	Kyger St
Pedestrian Improvements	Myrtle Ave	Kyger St	Barner St
Pedestrian Improvements	Walnut St	INDOT Substation	Hoke St
Pedestrian improvements	Clay St	Alhambra Ave	Kyger St
Pedestrian Improvements	Alhambra Ave	Clay St	Kelley Rd
Pedestrian Improvements	Wilshire Dr	Hoke St	Maish Rd
Pedestrian Improvements	Hoke Ave	Walnut St	Maiden Ln
Pedestrian Improvements	Maiden Ln	Williams Rd	Hoke Ave
Pedestrian improvements	Armstrong St	Armstrong Rd	Williams Rd
Pedestrian improvements	Haven Ave	Maish Rd	Eastside Drainage Ponds
Pedestrian improvements	Fairground St	Jackson St	Clay St
Pedestrian improvements	White St	First St	Jackson St
Signed Shared Roadway	S CR 200 W	W Barner St	W Armstrong Rd
Signed Shared Roadway	Prairie Ave	Walnut St	Freeman St
Signed Shared Roadway	CR 100 N	SR 75	N CR 100 E

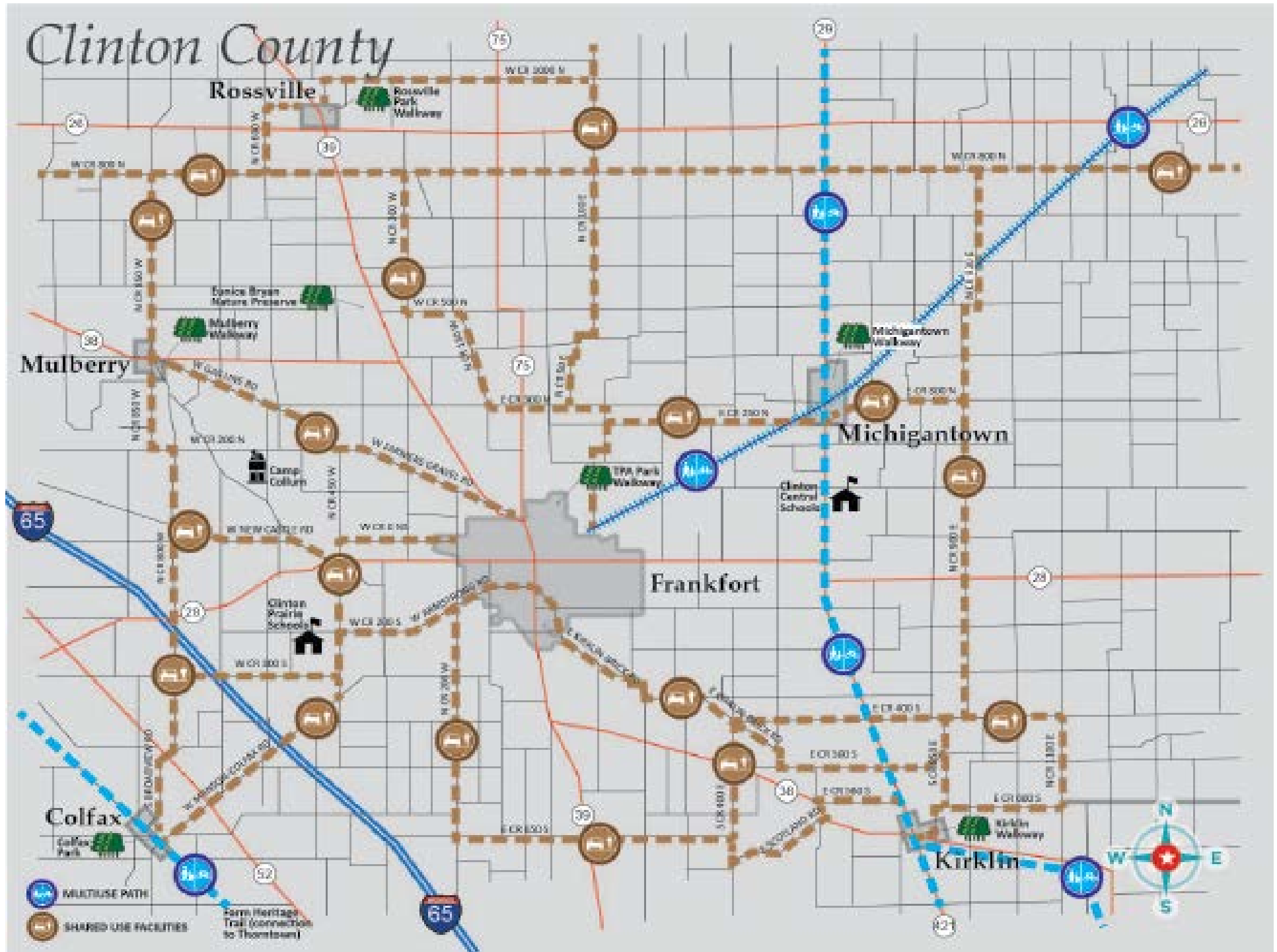
Clinton County Projects

Type of Project	Project	Starting Point	Ending Point
Multiuse Path	Farm Heritage Trail (Town of Colfax)	S CR 1000 W	Thorntown
Multiuse Path	Michigantown Rd (SR 29/SR 421)	E CR 1000 N	Boone County line
Multiuse Path	Norfolk-Southern railline	N Clay St	Howard County line
Signed Shared Roadway	W CR 800 N	N CR 1000 W	Howard County line
Signed Shared Roadway	W CR 950 N	N CR 600 W	OTTEN RD
Signed Shared Roadway	N CR 600 W	W CR 950 N	W CR 800 N
Signed Shared Roadway	N CR 480 W	W CR 800 S	N Plank St
Signed Shared Roadway	N CR 850 W	W CR 800 N	W CR 200 N
Signed Shared Roadway	W CR 200 N	N CR 850 W	N CR 800 W
Signed Shared Roadway	N CR 800 W (continuing to S CR 800 W)	W CR 200 N	W CR 450 S
Signed Shared Roadway	W CR 450 S	S CR 800 W	S Broadview Rd
Signed Shared Roadway	S Broadview Rd	W CR 450 S	Main St
Signed Shared Roadway	Manson-Colfax Rd	S Clark St	N CR 450 W
Signed Shared Roadway	W CR 300 S	S CR 800 W	S CR 450 W
Signed Shared Roadway	W New Castle Rd	N CR 800 W	W Mulberry-Jefferson Rd
Signed Shared Roadway	S CR 450 W	Manson-Colfax Rd	W CR 0 N
Signed Shared Roadway	W Mulberry-Jefferson Rd	W New Castle Rd	S CR 450 W
Signed Shared Roadway	W Gas Line Rd	N CR 850 W	W CR 200 N
Signed Shared Roadway	W CR 200 N	W Gas Line Rd	W Farmers Gravel Rd
Signed Shared Roadway	W Farmers Gravel Rd	N CR 200 W	Rossville Ave
Signed Shared Roadway	W CR 0 N	N CR 450 W	N Jackson St
Signed Shared Roadway	W CR 200 S	S CR 450 W	S CR 200 W
Signed Shared Roadway	Armstrong Rd	S CR 200 W	S Prairie St
Signed Shared Roadway	N CR 200 W	Armstrong Rd	E CR 650 S
Signed Shared Roadway	W CR 650 S	N CR 200 W	S CR 400 E

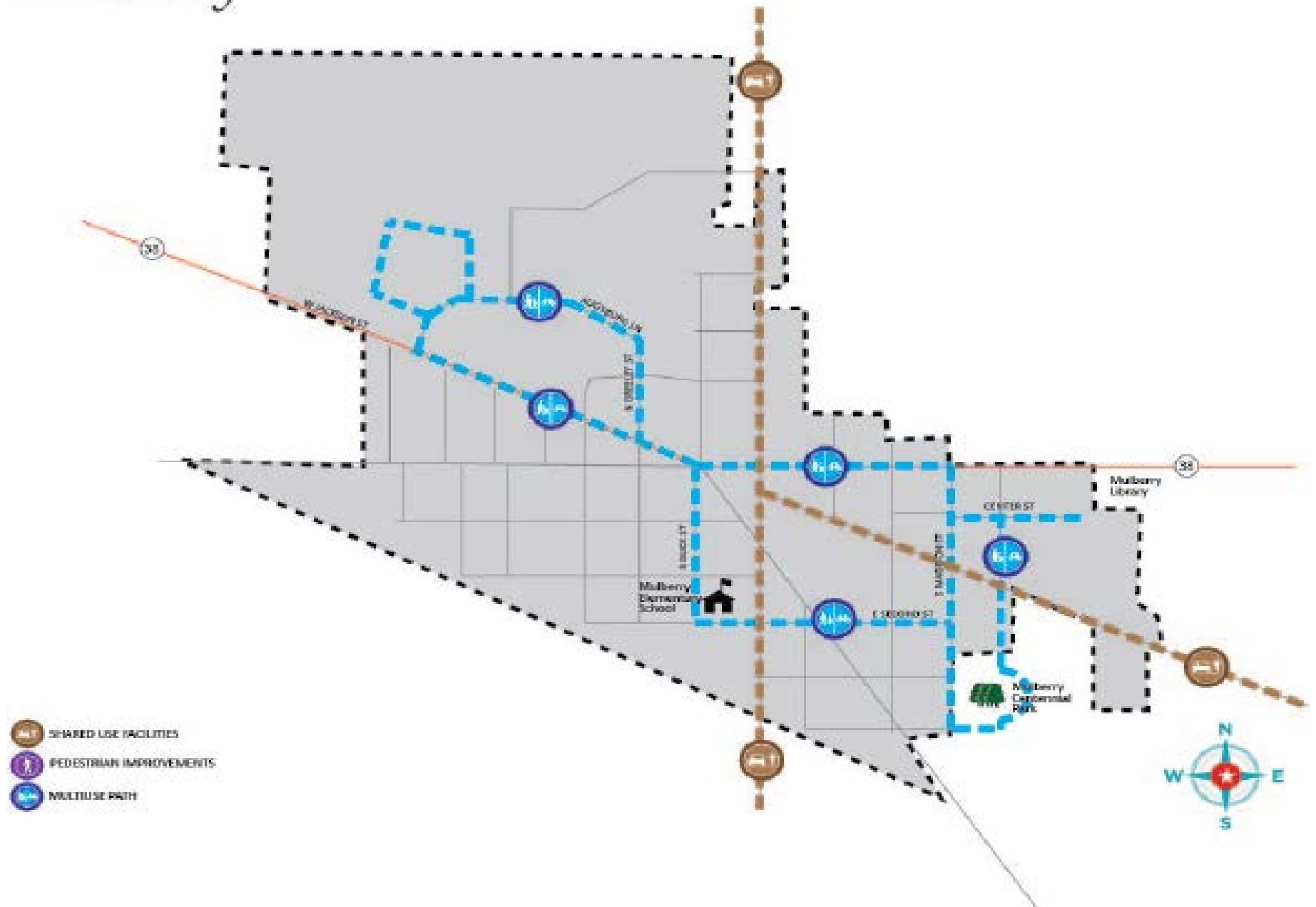
Frankfort



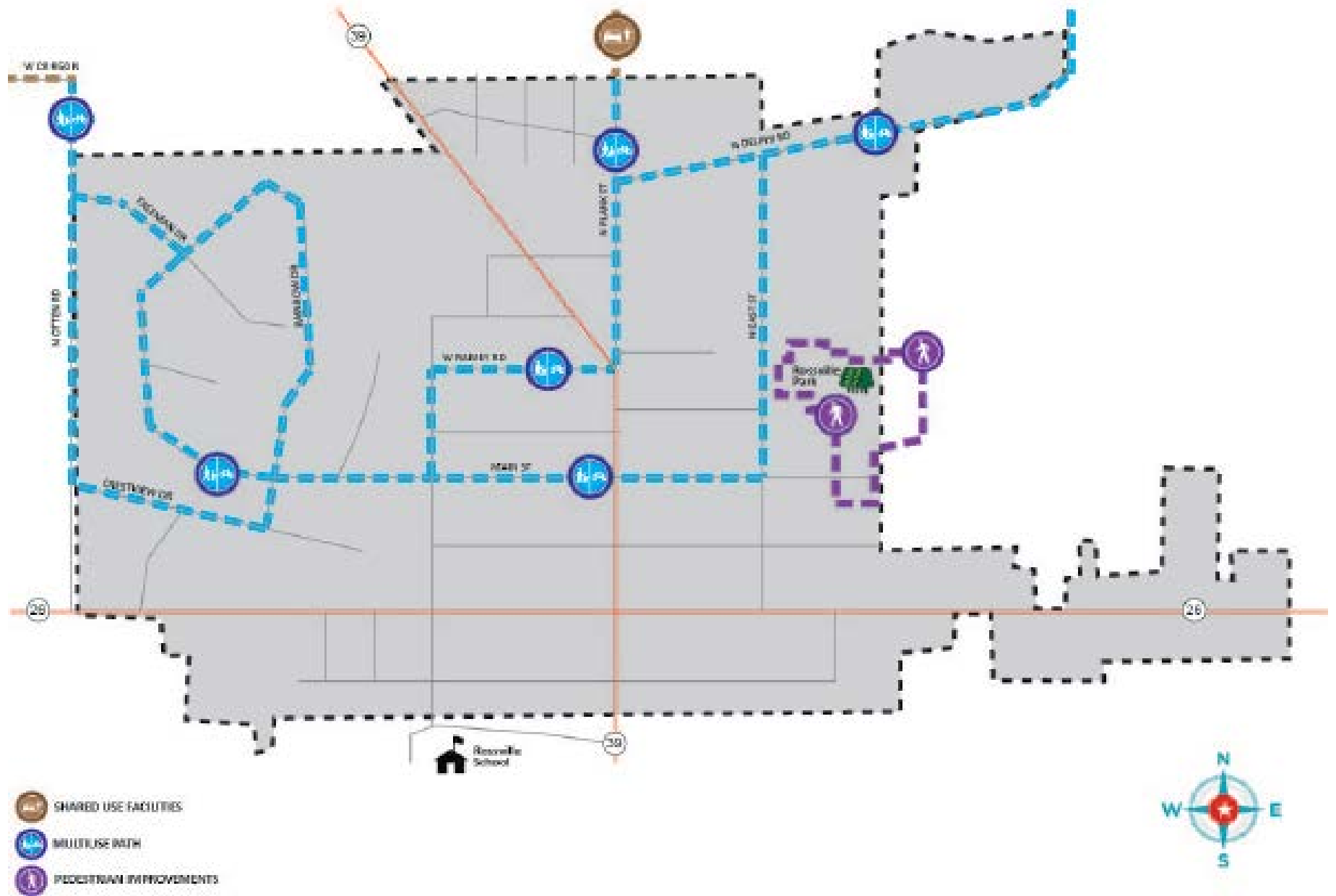
Clinton County



Mulberry



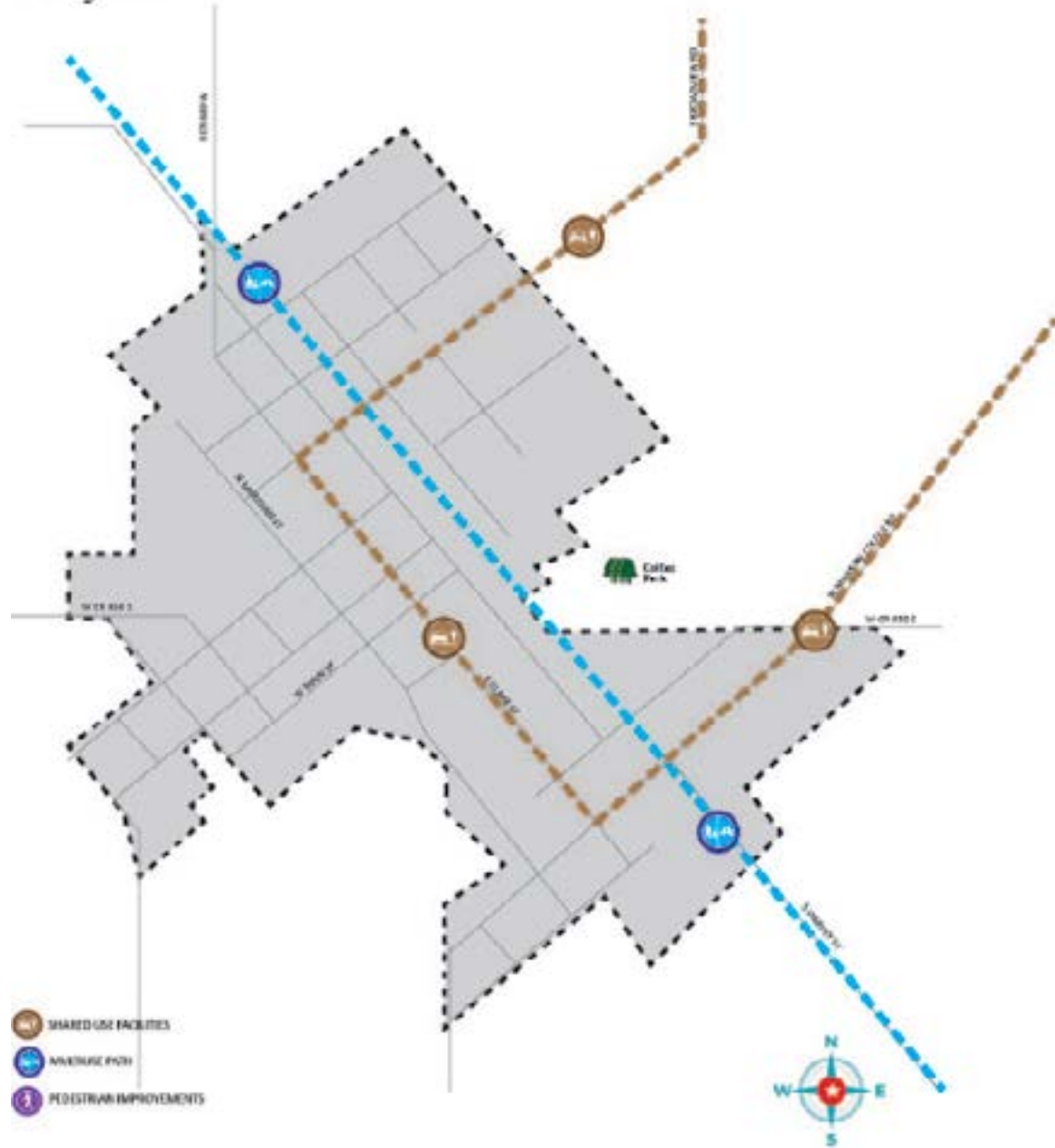
Rossville



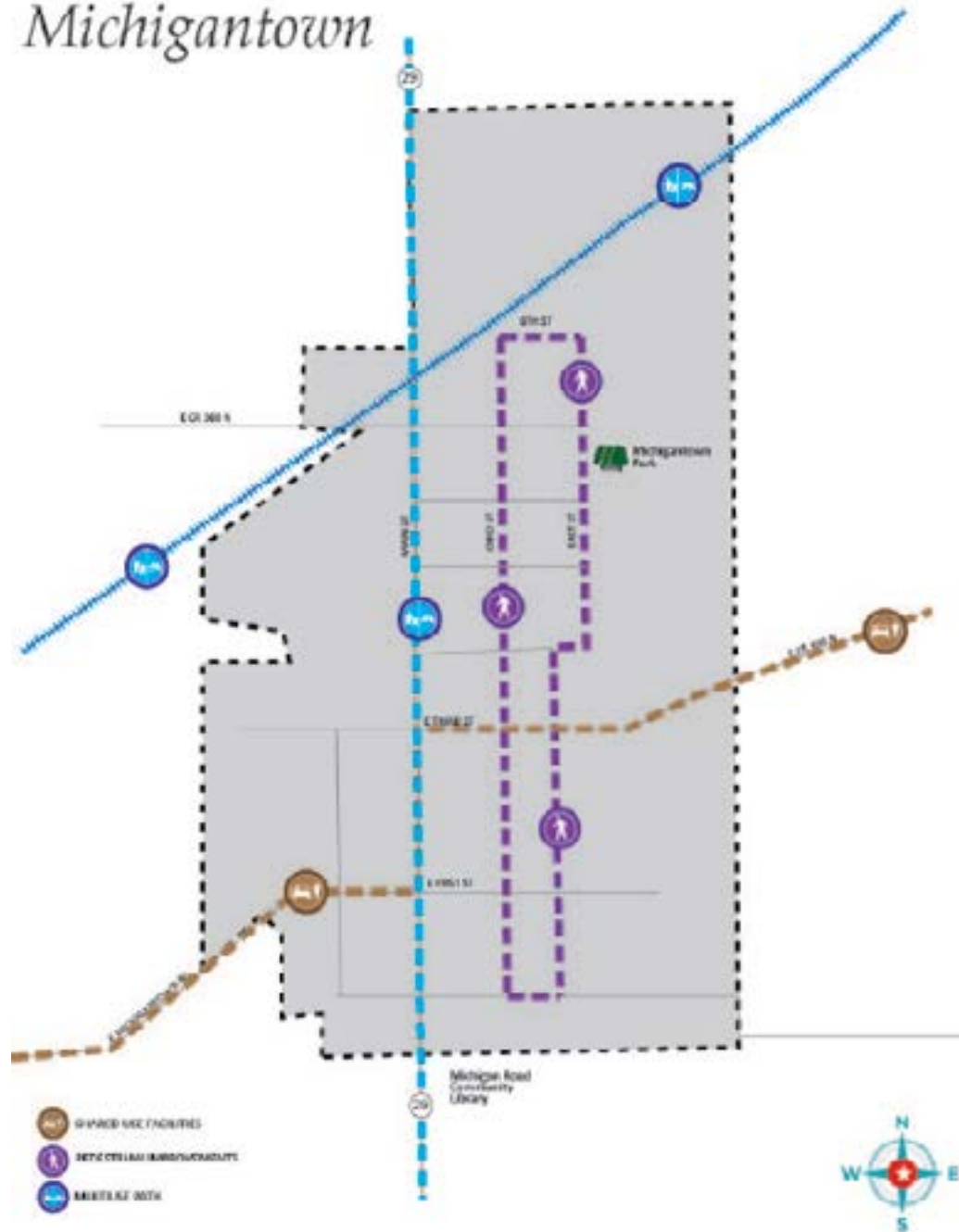
Kirklín



Colfax



Michigantown



Signed Shared Roadway	S CR 400 E	E CR 400 S	W CR 650 S
Signed Shared Roadway	E Kirklin Brick Rd	E Kelly Rd	S CR 500 E
Signed Shared Roadway	S CR 500 E	E Kirklin Brick Rd	E CR 500 S
Signed Shared Roadway	E CR 500 S	S CR 500 E	S CR 850 E
Signed Shared Roadway	E CR 400 S	S CR 400 E	S CR 1100 E
Signed Shared Roadway	S CR 1100 E	E CR 400 S	E CR 600 S
Signed Shared Roadway	E CR 600 S	S CR 850 E	S CR 1100 E
Signed Shared Roadway	S CR 830 E	E CR 600 S	N Main St
Signed Shared Roadway	S CR 850 E	ECR 400 S	E CR 600 S
Signed Shared Roadway	S CR 900 E	E CR 400 S	E CR 500 N
Signed Shared Roadway	N CR 930 E	E CR 500 N	W CR 800 N
Signed Shared Roadway	E CR 300 N	N Main St	N CR 900 E
Signed Shared Roadway	E CR 250 N	NCR 130 E	N Main St
Signed Shared Roadway	NCR 130 E	E CR 300 N	E CR 180 N
Signed Shared Roadway	E CR 180 N	N CR 100 E	N CR 130 E
Signed Shared Roadway	N CR 100 E	N CR 180 N	Maish Rd/Norfolk-Southern railline
Signed Shared Roadway	N CR 300 W	E CR 800 N	W CR 500 N
Signed Shared Roadway	W CR 500 N	N CR 300 W	N CR 130 W
Signed Shared Roadway	N CR 130 W	W CR 500 N	E CR 300 N
Signed Shared Roadway	E CR 300 N	N CR 130 W	N CR 130 E
Signed Shared Roadway	N CR 50 E	N CR 100 E	E CR 300 N
Signed Shared Roadway	N CR 100 E	W CR 1000 N	E CR 425 N
Signed Shared Roadway	W CR 1000 N	N Plank St	N CR 100 E
Signed Shared Roadway	E CR 580 S	S CR 580 E	Michigantown Rd (SR 29/SR 421)
Signed Shared Roadway	E Scotland Rd	S CR 400 E	E CR 580 S

System-Wide Infrastructure Projects

In addition to the corridor improvements detailed above, there are a number of other system-wide infrastructure projects that will support and enhance safety and access for people walking and biking.

<i>Projects</i>			
Strategy	Action Steps	Timeline	Partners
Fund and build mapped infrastructure recommendations	Identify all relevant groups, stakeholders Prioritize projects Understand costs Identify and secure funding Let, bid, construct	Long term, Ongoing	Frankfort Towns County INDOT
Repaint and add crosswalks and other pavement markings	Identify all relevant groups, stakeholders Identify number and locations Fund project(s) Paint pavement markings Establish ongoing system	Short term, Ongoing	Frankfort Towns County INDOT
Build ADA accessible curb ramps	Identify all relevant groups, stakeholders Identify number and locations of needed curbs Fund project(s) Build/upgrade curbs	Mid term, Ongoing	Frankfort Towns County INDOT

Install and upgrade pedestrian signals to include count-down timers	Identify all relevant groups, stakeholders Identify number of existing, potential signals Fund signals Install/replace signals	Mid term	Frankfort Towns County INDOT
Incorporate traffic calming elements	Identify all relevant groups, stakeholders Research elements Identify appropriate locations Secure funding Install elements	Mid term	Frankfort Towns County INDOT
Install bike parking	Identify all relevant groups, stakeholders Identify needs, locations Secure funding Purchase and install racks	Short term	City of Frankfort Towns County INDOT
Establish bicycle hub(s)	Identify all relevant groups, stakeholders Research elements, needs, costs Identify location(s) Approach potential partners Secure commitments, funding Create hub(s)	Mid term	Frankfort Towns County HCCCC

Strategies are the course of action that is taken to accomplish a community vision, plan or goal. Strategies are often timeless; they are the guiding principles that drive the action.

Action Steps are the specific steps needed to accomplish the strategy. Action Steps often have a specific timeline attached to them.

The timeline is based on ongoing, short term, mid term and long term timeframes. Specific dates have not been included to allow for flexibility in implementing the action steps, as well as shifting budgets and priorities. The timeframes are defined as follows:

- Ongoing: activities that have already started or will begin once the plan is adopted and will continue indefinitely
- Short term: activities that will take 1 to 3 years to accomplish
- Mid term: activities that will take 4 to 7 years to accomplish
- Long term: activities that will take more than seven years to accomplish

Partners are responsible for ensuring the action steps are completed and the overall strategy is achieved. Having a variety of partners brings different strengths and assets to plan implementation, and allows for community-based organizations and local public agencies to play their best role in any given situation. Ultimately, though, everyone must work together to achieve the overall vision of the plan.

NON-INFRASTRUCTURE RECOMMENDATIONS

Non-infrastructure recommendations include plans, policies, procedures and programs that support and encourage walking and biking, while also leading to the development of additional infrastructure projects. They are often systems-level approaches, addressing issues like communication and coordination, data collection, decision-making processes, community-wide education and outreach and funding.

The non-infrastructure recommendations presented here represent established best practices for creating walkable, bikeable communities.

<i>Plans</i>			
Strategy	Action Steps	Timeline	Partners
Coordinate, align and integrate existing and future planning efforts, including, but not limited to long-range transportation plans, ADA transition plans, comprehensive plans, downtown plans, economic development plans, etc.	Identify all relevant groups, stakeholders	Short term, Ongoing	Frankfort Towns County INDOT HCCCC
	Convene and hold partner and community conversations		
	Monitor and understand planning cycles, timelines		
	Include walking and biking stakeholders in all planning efforts		
	Integrate walking and biking strategies and priorities into all plans		
Strengthen the existing Safe Routes to School Plan, by supporting engineering, education, encouragement and enforcement activities	Track and evaluate planning processes and plans for walking and biking impacts and outcomes	Short term, Ongoing	Frankfort INDOT HCCCC
	Identify all relevant groups, stakeholders and existing activities		
	Prioritize strategies and activities		
	Determine responsible partners in both schools and the community		
	Implement SRTS plan		

<i>Policies</i>			
Strategy	Action Steps	Timeline	Partners
<p>Establish dedicated funding for bike & pedestrian projects:</p> <p>Identify and/or commit new revenue sources</p> <p>Develop sidewalk cost-sharing tools</p> <p>Establish a sidewalk revolving loan fund</p> <p>Establish a maintenance fund</p>	<p>Hold partner and community conversations</p> <p>Identify and research funding options</p> <p>Determine funding options to be used</p> <p>Establish policies, procedures to secure funding</p> <p>Collect funding</p> <p>Build projects</p>	Mid term, Ongoing	Frankfort Towns County INDOT HCCCC
<p>Establish street design standards for bicycle and pedestrian facilities</p>	<p>Identify all relevant groups, stakeholders</p> <p>Review current design standards, tools and practices</p> <p>Research available design resources, guidance</p> <p>Adapt existing standards or develop new standards</p> <p>Adopt standards for use</p>	Mid term	Frankfort Towns County INDOT HCCCC

<p>Update zoning ordinances, including, but not limited to:</p> <p>Development standards</p> <p>Bicycle parking</p> <p>Sidewalk/ADA improvements</p> <p>Sidewalk clearance (snow, vegetation, debris)</p>	<p>Identify all relevant groups, stakeholders</p> <p>Review existing zoning ordinances</p> <p>Research best practices, guidance, model language</p> <p>Develop new/updated language, policies</p> <p>Adopt new/updated ordinances</p>	Short term, Ongoing	Frankfort Towns County HCCCC
<p>Establish a 3-foot passing law</p>	<p>Hold partner and community conversations</p> <p>Research 3-foot passing laws, including model language</p> <p>Develop model language</p> <p>Secure commitment from elected officials</p> <p>Adopt ordinance</p>	Short term	Frankfort Towns County HCCCC

Adopt Complete Streets policies	<p>Hold partner and community conversations</p> <p>Research Complete Streets policies, including model language</p> <p>Develop model language</p> <p>Secure commitment from elected officials</p> <p>Adopt ordinance</p>	Short term	County Towns HCCCC
Create a Complete Streets checklist to ensure policy standards are met	<p>Review existing Complete Streets policy language</p> <p>Identify systems and procedures impacted</p> <p>Establish checklist for decision-making, project management</p> <p>Assign staff responsibility for implementation</p> <p>Offer public accountability/transparency</p>	Short term	Frankfort Towns County HCCCC

<i>Procedures</i>			
Strategy	Action Steps	Timeline	Partners
Establish a combined bicycle and pedestrian advisory committee, or separate advisory groups	<p>Hold partner and community conversations</p> <p>Research purpose, structure, function</p> <p>Secure commitment/role within city/town/county</p> <p>Identify and invite committee members</p> <p>Hold kick-off meeting</p> <p>Meet on ongoing basis</p>	Short term	Frankfort Towns County HCCCC
Improve communication and coordination within and across public agencies and departments, including, but not limited to: municipal departments, public boards, INDOT, utility providers, etc.	<p>Identify all relevant groups, stakeholders</p> <p>Convene meetings Identify issues</p> <p>Establish processes, systems for communication and coordination</p>	Short term	Frankfort Towns County INDOT Utilities HCCCC

Establish and follow preferred construction management practices, including, but not limited to ensuring maintenance of pedestrian and bicycle traffic during construction and inspection of projects to ensure design and construction standards are met	<p>Identify all relevant groups, stakeholders</p> <p>Research existing and preferred construction management practices</p> <p>Convene meetings</p> <p>Identify issues</p> <p>Establish processes, systems for preferred practices</p>	Short term	Frankfort Towns County INDOT HCCCC
Develop and use an asset management tool and process (including bicycle and pedestrian facilities)	<p>Identify all relevant groups, stakeholders</p> <p>Research existing and potential asset management tools and processes</p> <p>Select tool and processes to be used</p> <p>Assign staff responsibility for tool use and maintenance</p> <p>Establish baseline information</p> <p>Report progress</p>	Mid term, Ongoing	Frankfort Towns County INDOT HCCCC

Establish an ongoing bicycle and pedestrian count program	<p>Identify and convene all relevant groups, stakeholders</p> <p>Research potential count methods and programs</p> <p>Identify purpose and goals of program</p> <p>Determine count methods to be used</p> <p>Assign staff responsibility for program development, implementation and maintenance</p>	Short term, Ongoing	Frankfort Towns County INDOT HCCCC
Enforce safe motorist, bicyclist and pedestrian behaviors	<p>Identify all relevant groups, stakeholders</p> <p>Research and review existing best practices</p> <p>Identify issues to be addressed through enforcement</p> <p>Determine enforcement methods to be used</p> <p>Fund enforcement activities</p> <p>Monitor and evaluate enforcement activities</p>	Short term, Ongoing	Frankfort Towns County INDOT Police HCCCC

<i>Programs</i>			
Strategy	Action Steps	Timeline	Partners
Encourage community placemaking initiatives	Identify all relevant groups, stakeholders Research placemaking Identify potential initiatives Fund initiatives Implement initiatives	Mid term, Ongoing	Frankfort Towns County HCCCC
Establish a wayfinding system for biking and walking	Identify all relevant groups, stakeholders Research wayfinding options, messages Identify and prioritize locations Fund system Implement system	Mid term	Frankfort Towns County HCCCC
Create a bicycle map similar to the Walkways map	Convene partners/workgroup Research and identify potential routes Determine routes to include Develop maps Distribute maps	Mid term	Frankfort Towns County HCCCC

Apply to become a Bicycle-Friendly Community (BFC)	Convene partners/workgroup Review BFC application, process Compile data and info Complete applications Celebrate and make improvements Maintain designation and/or reapply	Mid term	Frankfort Towns County HCCCC
Promote Bicycle-Friendly Business status (BFB)	Identify all relevant groups, stakeholders Review BFB requirements, process Identify potential businesses to apply Assist interested businesses in process & preliminary improvements Support and promote BFBs		Frankfort Towns County HCCCC

Apply to become a Walk-Friendly Community (WFC)	Convene partners/workgroup Review WFC application, process Compile data and info Complete applications Celebrate and make improvements Maintain designation and/or reapply	Mid term	Frankfort Towns County HCCCC
Start a bicycle share program	Convene partners/workgroup Research bike-share options Identify and approach partners Fund program Establish program Maintain program	Mid term	Frankfort Towns County HCCCC

Conduct education and encouragement activities, including, but not limited to: walk/bike incentive programs, destination rides for events and activities, night bike rides, partnership with Humane Society to walk dogs, group walks and bike/ped safety education for children and adults	Convene partners/workgroup Research and identify potential activities Prioritize activities Organize activities Communicate and market activities Conduct activities Evaluate activities	Short term, Ongoing	Frankfort Towns County HCCCC
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IMPLEMENTATION

4

NEXT STEPS

Infrastructure projects are the most visible component of the BPMP; when residents see signs being installed or bike lanes being striped they know something is happening. However, it is equally important, and sometimes more effective, to address the recommended plans, policies, procedures and programs. Such initiatives often dictate the need to build projects.

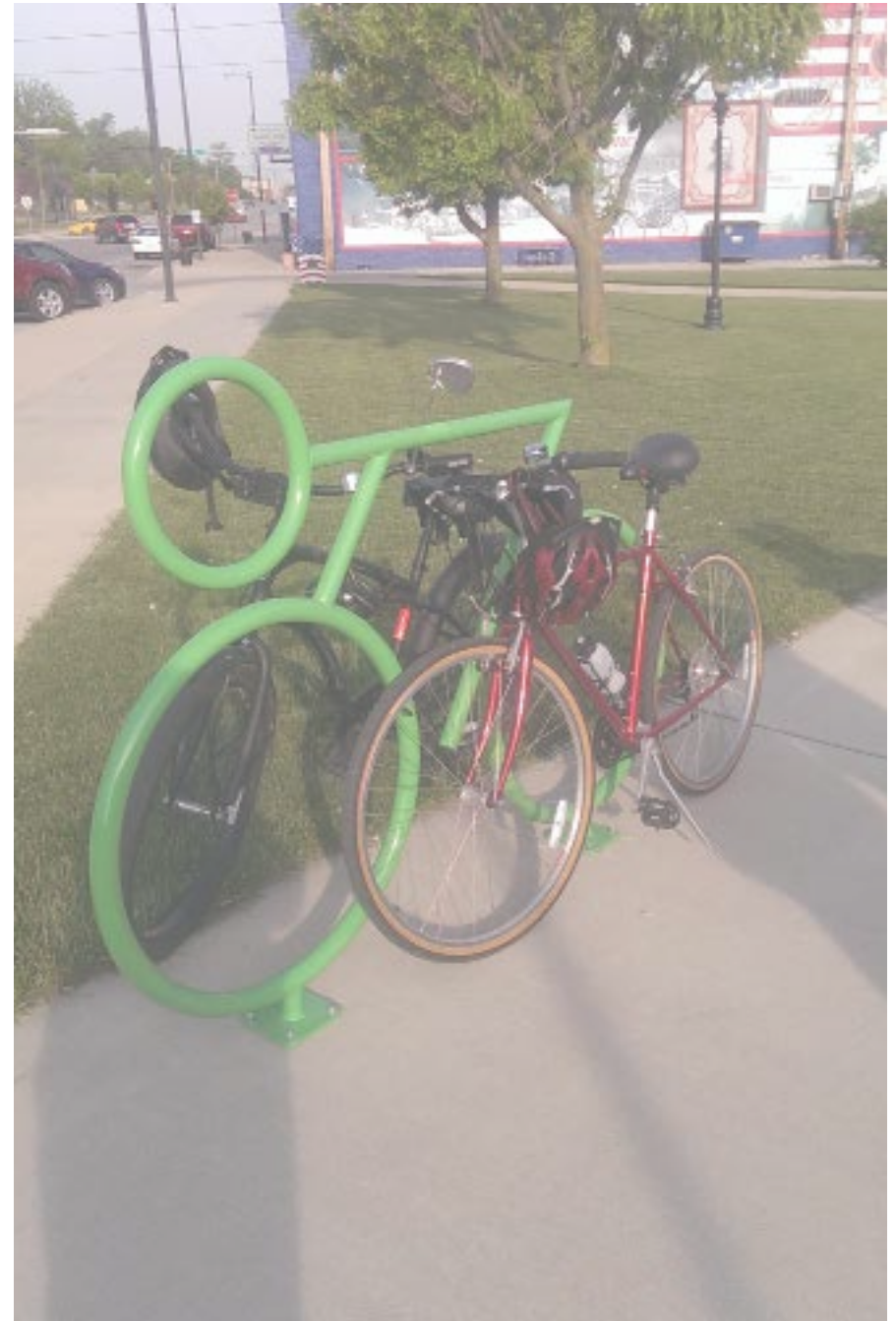
Furthermore, without a commitment to building a culture of active transportation, promoting policy changes or increasing programming around bicycle and pedestrian initiatives, the projects that are built may go unused, discouraging communities from investing in future projects.

Adopting the BPMP at all levels of local government is the first step in ensuring its success. This includes Clinton County, the City of Frankfort and the towns in Clinton County: Colfax, Kirklin, Michigantown, Mulberry and Rossville. Adoption of the BPMP demonstrates that each local unit of government shares the vision set forth herein and is committed to seeing the network constructed.

The second step will be for community partners, including HCCCC, other stakeholder groups and local government representatives to initiate plan implementation. Since this is a countywide plan, it is important to continue building relationships and maintaining open dialogue. This process should also include identifying other community organizations and groups that can be responsible for implementing components of the plan.

Establishing a combined bicycle and pedestrian advisory committee (or two separate advisory groups) is the first procedural recommendation, and a foundational step in the implementation process. This committee will be responsible for overseeing implementation of the BPMP, and should include a broad cross section of the community including bicycling and walking club members, law enforcement officials, local officials, school representatives, street/road department staff, fitness group members and business owners.

The third step, which will be ongoing, will be to identify and secure funding to implement the projects, plans, policies, procedures and



programs recommended in this BPMP. It will require strong coordination and cooperation among all partners, the alignment of ongoing and future efforts and being opportunistic when situations arise to make Clinton County more walkable and bikeable.

FUNDING

Funding a plan, especially a plan that requires large capital expenditures, is always a challenge. Many communities focus on federal aid and grants for active transportation projects; however, grants are often highly competitive and the federal aid process can be cumbersome. Furthermore, communities often face other critical needs that compete with walking and biking projects. The overview of funding options below offers a range of considerations and potential resources to be used in building-out this walking and biking network.

State Funds

Various State of Indiana Departments administer programs that can be used to construct bicycle and pedestrian projects. Build relationships, monitor program development and pursue funding announcements for the following agencies:

Indiana Department of Transportation (INDOT) – INDOT administers funding for transportation programs including support for non-motorized modes of travel. INDOT is divided into six districts. Clinton County is located in the Crawfordsville district.

Office of Community and Rural Affairs (OCRA) – OCRA works to create thriving Indiana communities through place making and economic development programs. OCRA is divided into eight community liaison districts. The community liaison is the point of contact for the local unit of government. Contact information for community liaisons is available on OCRA's website.

Department of Natural Resources (DNR) – DNR's Division of Outdoor Recreation helps to plan, build and maintain outdoor recreation opportunities including trails and greenways. The DNR administers several grants that can be used for land acquisition or trail development.

Local Funds

Local revenue sources for cities, towns and counties that can be used for bicycle and pedestrian improvements are typically funds that result from sales taxes, property taxes and other miscellaneous taxes and fees. There are generally few restrictions on the use of these funds, which may be used for a large variety of local community needs. As such, there is typically high demand for them. There are several ways, though, to leverage these funds to accomplish bicycle and pedestrian projects:

Cost Share Program – A 50/50 program splits the cost of improvements between the community and the property owner. These projects tend to focus on pedestrian improvements and are limited in scope.

Integration into Larger Projects – The most effective way to build components of the network identified in the BPMP is to ensure coordination with other projects that are already happening, such as road projects or utility projects. A Complete Streets policy requires the review of any transportation project for its impact on the transportation system and whether bicycle and pedestrian facilities can be included.

New Development – Future construction projects are a means of providing sidewalks (including improvements), multi-use trails and other facilities like bicycle parking. To ensure that roadway construction projects provide infrastructure where needed and feasible, it is important that policies and an effective review process be in place and that any proposed new development be vetted against the BPMP.

Subdivision Regulation or Development Ordinance – Ordinances can be passed that require all developers to install sidewalks or trails at the time of development. Many communities have this requirement and find it to be very beneficial in creating safe, connected communities, as well as increasing quality of life for residents.

Other methods of local government funding include:

Tax Increment Financing (TIF), which is a financing method used for redevelopment and public infrastructure that diverts future property tax revenues increases from a defined area to the public improvement.

Business Improvement Districts (BID), which are areas in which a majority of the property owners agree to an additional tax or levy to fund public improvements or infrastructure specifically in the district.

Foundations: Community & Private

Local community foundations and private corporate foundations often support safety and active transportation projects. Foundation missions are often very focused so the project request would need to match the funder's eligible project type. Local branches of national businesses or businesses with corporate headquarters in the state are great places to look for corporate funding. This is a great way to get local businesses involved in promoting walking and bicycling and giving back to the community. Examples of nationwide and local foundations include:

- SIA Foundation
- Ball Brothers Foundation
- People for Bikes
- State Farm Community Grants

Volunteer and Public-Private Partnerships

Local schools or community groups may use bicycle and pedestrian projects as a 'project for the year', possibly working with a local designer or engineer. Groups of employees may be formed to help clear the right-of-way where needed. A local construction company may donate or discount services. A challenge grant program with local businesses may be a good source of local funding, where corporations 'adopt' a segment and help construct and maintain the facility. Some communities also allow established programs like subdivisions or homeowner associations to

donate funding or collect funding to pay for improvements.

EVALUATION

As discussed above, realizing the vision of a walkable and bikeable Clinton County, with communities that are safe, healthy, accessible and connected, will require an organized, intentional and collaborative approach to pursuing the recommendations included in this plan. It is absolutely doable, but must include a long-term investment of hard work, commitment and funding.

Though achieving the five goals outlined in Chapter One will be the ultimate indicator of this BPMP's success, measuring progress as the plan is implemented will be key to sustaining energy and momentum. Table 4-1 offers a framework for this evaluation, with performance measure categories, as well as specific indicators, that will allow civic leaders, community partners and the public to monitor and track change.

Ongoing evaluation, including data collection and reporting, should be a standard component of implementation activities and managed by the advisory committee(s) overseeing the process.

Performance Measure	Indicators	Direction	Data Source	Baseline	Frequency	Responsible Party
Infrastructure for walking & biking	Miles of trails	Increase	Internal Tracking	0	Yearly	City, Towns, County
	Miles of bikeways	Increase	Internal Tracking	0	Yearly	City, Towns, County
	Linear feet of sidewalks	Increase	Internal Tracking	N/A	Yearly	City, Towns, County
	Painted crosswalks	Increase	Internal Tracking	40	Yearly	City, Towns, County
	ADA curb ramps	Increase	Internal Tracking	N/A	Yearly	City, Towns, County
	Countdown pedestrian signals	Increase	Internal Tracking	0	Yearly	City, Towns, County
	Bicycle parking	Increase	Internal Tracking	40	Yearly	City, Towns, County
Safety	Pedestrian crashes	Decrease	ARIES	5.6	Yearly	City, Towns, County, HCCCC
	Bicycle crashes	Decrease	ARIES	4.5	Yearly	City, Towns, County, HCCCC
	Pedestrian fatalities	Decrease	ARIES	1	Yearly	City, Towns, County, HCCCC
	Bicycle fatalities	Decrease	ARIES	1	Yearly	City, Towns, County, HCCCC
Number of people walking & biking	Students walking to school	Increase	Student Travel Tally	75	Yearly	School District, HCCCC
	Students biking to school	Increase	Student Travel Tally	70	Yearly	School District, HCCCC

Strategies to support walking & biking	Plans	Increase	Internal Tracking	N/A	Yearly	City, Towns, County, HCCCC
	Policies	Increase	Internal Tracking	N/A	Yearly	City, Towns, County, HCCCC
	Procedures	Increase	Internal Tracking	N/A	Yearly	City, Towns, County, HCCCC
	Programs	Increase	Internal Tracking	N/A	Yearly	City, Towns, County, HCCCC
	Projects	Increase	Internal Tracking	N/A	Yearly	City, Towns, County, HCCCC
Economic Development	New developments near walking & biking improvements	Increase	Planning Department	N/A	2-5 Years	City, Towns, County
	Tax revenue from properties near walking & biking improvements	Increase	Assessor's Office	N/A	2-5 Years	City, Towns, County
Community Health	County Health Rankings	Improve	County Health Rankings Report	2016: 66 – Outcomes; 52 - Factors	Yearly	HCCCC
	Fitness Gram	Improve	Fitness Gram Report	N/A	Yearly	HCCCC

APPENDIX A