

# City of Osseo

## Complete Streets Policy



*Complete Streets Policy Adopted by City Council August 28, 2017*

## INTRODUCTION

The Complete Streets transportation and design policy emphasizes accessible and safe access to roadways for all transportation types, including pedestrians, bicyclists, motorists and transit riders. This differs from previous transportation design methods which often focused primarily on motorist travel.

The implementation of complete streets is intended to address the following issues:

- All Minnesotans do not drive, such as children, seniors, people with disabilities, and people who cannot afford a vehicle.
- The increased population in urban areas throughout the United States, and the corresponding increase in varied modes of transportation.
- Governmental agencies are required to bring transportation systems into compliance with the American with Disabilities Act (ADA) to facilitate safe and convenient access for those with disabilities.
- An increased focus on the health of Minnesotans and providing means to pursue active and healthy lifestyles through activities such as biking and walking.
- A focus on comprehensive planning and design to ensure that costly future roadway retrofits are avoided.

The City of Osseo received funding through the “Creating Healthier Communities” initiative of Hennepin County for the development of this policy. The goals of the “Creating Healthier Communities” project is to support policy, systems, and environment changes that support healthy choices regarding tobacco exposure, healthy food, and active living. The funding provided by the “Creating Healthier Communities” initiative through Hennepin County and the State Health Improvement Program (SHIP) was instrumental in the development of this policy which was considered and adopted by City Council resolution on August 28, 2017.

## BACKGROUND

### ***History***

The City of Osseo is one of the oldest communities in Hennepin County and in the Twin Cities Metropolitan Area. Historical records indicate that Osseo was first organized in 1852 and incorporated as the Village of Osseo in 1875. Located along a railroad line, Osseo served as a rural town center for the agricultural area of northern Hennepin County. Partly because of its agricultural heritage, the city enjoys a highly-connected street grid and wide rights-of-way in many residential areas.

Osseo has traditionally been the primary hub of this area because of its location on the railroad and at the confluence of two early regional highways - U.S. Highway 52 (later became TH 169) and MN Highway 152 (later became CSAH 81)- which were completed in the 1920s and 1930s. Established as a freestanding rural community, the expansion of the Twin Cities metro area and the regional highway system has brought urban growth to Osseo and its neighboring communities. The former townships of Brooklyn Park and Maple Grove incorporated as cities in 1969 and 1973, respectively. The City of Osseo is now surrounded by these two large and growing suburban communities. The highways that once served to fuel Osseo's growth now serve as barriers for pedestrians, cyclists, transit users, and those with limited mobility seeking to visit surrounding areas without the use of a private automobile.

Portions of Osseo were developed in the 1950's, 1960s and 1970s during a time in which the personal automobile dominated land use and transportation planning practices and policies. Portions of the community were annexed without a comprehensive plan to integrate sidewalks and other Complete Streets components. As a result, some areas of the city lack adequate connections to adjoining neighborhoods, parks, commercial areas and community institutions.

However, in recent years the design practices implemented by the City of Osseo have focused on increasing pedestrian-oriented streets, accessibility, and the use of alternative modes of transportation. The Complete Streets Policy will provide guidance for this initiative and direct comprehensive design and development goals for the City.

### ***Benefits***

Implementation of a Complete Streets Policy provides many benefits to the City of Osseo; these benefits include:

- Safer access for pedestrians and bicyclists
- Provides more options for transportation
- Improves public health and fitness
- Supports community and economic development
- Fosters stronger communities
- Lessens dependence on foreign energy
- Reduces environmental impacts of transportation
- Cost effectiveness

## **Challenges**

The implementation of a Complete Streets Policy must also address a number of challenges. These challenges relate to:

### Engaging other stakeholders

- Requiring public outreach and education to enhance user understanding and overcome resistance to change (e.g., construction of sidewalk in street right-of-way perceived as encroachment in residential front yards).
- Encouraging public participation during the planning process.
- Resolving cross-jurisdictional issues. The implementation of complete streets is voluntary for many local governments and an agency cannot be “forced” to implement a complete streets approach.
- Evaluating multi-jurisdictional cost sharing and maintenance agreements.
- Effectively involving regional interests in project-level public engagement process.

### Changing the status quo

- Overcoming the perception that a wider road is always a safer road.
- Requiring staff training on new planning, design and operations approaches.
- Increased costs in associated operation and maintenance costs.
- Increased costs in property acquisitions, when additional space is required for rights-of-way.
- Increased initial construction costs on select projects.

### Creating new roadways

- Balancing the needs of multiple transportation modes safely and efficiently.
- Addressing variability within modes (e.g., commercial vehicles versus smart cars, commuter versus recreational bicyclists).
- Maintaining adequate space for snow storage for all modes of transportation.
- Developing design solutions for locations with constrained conditions and/or right-of-way widths or natural barriers.
- Complying with design standards associated with roadway construction funding sources.
- Re-evaluating established paradigms about transportation investment and design priorities.

## POLICY

**Vision.** The Complete Streets Policy implementation is intended to guide design, planning, reconstruction, rehabilitation, and maintenance for all types of transportation infrastructure, and to encourage travel by bicyclists, walking, and public transportation, as well as private vehicles in a balanced manner. In addition, the policy aims to improve the safety for alternative transportation methods, improve the health and activity of residents, and promote cost effective future planning for the City of Osseo.

**All Modes, Purposes and Users.** This Complete Streets policy recognizes the different transportation users, modes and purposes and encourages city leaders and staff, as well as residents and business owners, to consider the range of needs and recognize the importance of planning and designing transportation systems for all modes, purposes and users.

**Connectivity.** This policy recognizes Complete Streets is not “all modes on all roads” but rather allows for the balancing of the needs of all users. When implementing a complete street design, it must meet connectivity standards to ensure the usefulness of the implementation.

**Jurisdiction.** The transportation network within the city consists of transportation systems constructed, maintained and operated by different units of government including the city, Hennepin County, Three Rivers Park District, Metropolitan Council/Metro Transit, the State of Minnesota and the federal government. This policy applies only to the transportation systems under the jurisdiction of the City of Osseo and will be encouraged by the City on all other jurisdictional roadways within the city as feasible.

Both Hennepin County and the state of Minnesota have adopted Complete Streets resolutions. As a result, any funding for projects passing through either of these agencies to the city should follow a Complete Streets approach. Additionally, this policy commits the city to work closely and foster strong relationships with other jurisdictions, including the above-referenced jurisdictions within the city and neighboring communities, particularly the cities of Brooklyn Park and Maple Grove in creating multimodal and interconnected transportation systems that serve the city and extend beyond its borders. Finally, in the event of development or redevelopment within the city, all private roads should aim to follow this Complete Streets policy.

**Exceptions & Flexibility.** While Complete Streets intends to make accommodations for all modes and users of the transportation network, it is acknowledged that it is not always possible to make such accommodations in every instance. Exceptions granted to this policy should be approved at a senior level and be documented with supporting data that indicates the basis for the decision.

**Design.** When designing Complete Streets projects, the City of Osseo will utilize the wide variety of design resources which includes but are not limited to:

- National Complete Streets Coalition
- Safe Routes to Schools
- American Association of State Highway Officials (AASHTO)
- Minnesota Department of Transportation
- Institute of Transportation Engineers

- Americans with Disabilities Act
- Public Right-of-Way Accessibility Guidelines
- Hennepin County Complete Streets Policy
- Minnesota Manual on Uniform Traffic Control Devices (MMUTCD)

There are numerous design options and tools available to implement Complete Streets, each with a unique set of benefits and disadvantages. A Complete Street may include:

- Sidewalks
- Frequent and safe crossing opportunities
- Accessible pedestrian signals
- Improvements to create safer and more comfortable pedestrian spaces including buffer space, pedestrian-scaled lighting, street furniture, refuge islands, landscaping and public art
- Median islands
- Wayfinding signage
- Traffic calming improvements
- Curb extensions/bump outs
- Narrower travel lanes/road diets
- Bike lanes (or wide paved shoulders)
- Comfortable and accessible public transportation stops
- Environmental improvements such as tree planting, storm water ponding and pervious space

The city will generally follow accepted or adopted design standards from the resources listed above when implementing improvements to fulfill this policy but will consider innovative or non-traditional design options where a comparable level of safety for users is present. Considering innovative or new ideas is especially important when working within the context of a fully developed city.

**Context Sensitivity.** During design of a Complete Streets project, the context and location will influence the method of implementation based on the primary usage in the area. Context sensitivity is to be considered alongside network connectivity, flexibility, innovation and the unique needs of various users.

**Performance Standards.** Complete Streets should be continuously evaluated for success and opportunities for improvement. This policy encourages the regular reporting of the implementation of Complete Streets through the following performance measures:

- User data – bike, pedestrian, transit and traffic
- Crash data
- Use of new projects by mode
- Compliments and complaints
- Linear feet of pedestrian accommodations built
- Number of ADA accommodations built
- Miles of bike lanes/trails built or striped
- Number of transit accessibility accommodations built
- Number of street trees planted
- Number of exemptions from this policy approved

**Project Triggers** The following projects types shall be reviewed for Complete street review and implementation types shall include:

- New construction
- Reconstruction
- Some types of rehabilitation
- Resurfacing and changes in the allocation of pavement space on an existing roadway (e.g., removal of on-street parking or reduction in the number of travel lanes).

Projects which are typically classified as routine maintenance project shall not be subject to the policy review process.

## Implementation

### ***Planning***

Establishing plans and protocols is a critical step in creating a community-supported, safe, comfortable and convenient transportation network that serves all modes. Effective planning results in design guidance and implementation clarity that allows the community and project designers to efficiently move forward on individual complete streets projects in a collaborative and cost-efficient manner.

### ***Development Resources***

The implementation of this Complete Streets policy will require city resources and staff time. A summary of anticipated activities along with their timing and frequency is present in the table below:

<b>Process Element</b>	<b>Timing / Frequency</b>
Staff Training	Continuous
Adopt Design Standards	Update periodically
Amendments to the City Code & Comp Plan	Consider when updating code & plan
Implement and Evaluate Performance Measures	Periodically
Coordinate with Other Jurisdictions	Continuous
Regularly Apply for Grants	Continuous
Review Funding Sources and Incorporate with the CIP	Annually with CIP update

### ***Public Engagement***

Effective public engagement is necessary throughout the implementation process, on all Complete Streets projects. In the planning phase, public engagement ensures that community and agency stakeholders have a chance to participate in the development of broader policy and planning documents, such as comprehensive plans, transportation plans and modal network plans. In the project phase, public engagement allows stakeholders to provide feedback on specific complete streets projects. Whether planning documents are being developed or a specific project is being designed and constructed, there are typically three communication phases to a project:

- Informing stakeholders of the upcoming planning study or construction project.
- Active participation of stakeholders in planning or project design.
- Formalized public meetings and hearings.

Construction projects should also include a communication plan to ensure stakeholders are informed of construction issues that may impact them. The specific stakeholders and communication approaches will vary depending on the complexity of the planning study or project and anticipated impacts. Early identification of stakeholders and their concerns will aid in the development of an appropriate public engagement plan.



## **Appendix A Complete Streets Worksheet**

This Complete Streets Worksheet is intended to serve as a guide when reviewing a roadway's ability to accommodate all modes of transportation (pedestrian, bicyclists, transit riders, freight, and automobiles) and people of all abilities in a cost-effective manner, while promoting safe operation for all users. Complete streets address the design of the entire street right-of-way to determine the best allocation of space between the various transportation modes. Complete streets may be achieved through single projects or incrementally through a series of smaller improvements or maintenance activities over time. This worksheet was developed to facilitate implementing the complete streets process and to help sort through potentially conflicting modal priorities.

Please reference the following materials when filling out the checklist:

- City and/or County Comprehensive Plans that cover the project area
- Transportation Plans that cover the project area (e.g., City, County, and/or State)
- Bicycle or Pedestrian Master Plans that cover the project area (e.g., City, Park district, County, and/or State)
- City and/or County ADA Transition Plans that cover the project area
- Area specific studies
- A Policy on Geometric Design of Highways and Streets (AASHTO "Green Book")
- AASHTO Guide for the Development of Bicycle Facilities, 4th Edition
- MnDOT Bikeway Facility Design Manual
- Minnesota Manual on Uniform Traffic Control Devices (MMUTCD)
- ADA Accessibility Guidelines (ADAAG)
- Proposed Rights-of-Way Accessibility Guidelines (PROWAG)
- Hennepin County Complete Street Policy
- State of Minnesota Complete Street Policy

Project Information	
Project Location (municipality):	
Roadway Jurisdiction:	
Project/Roadway Name:	
Project Start Point:	
Project End Point:	
Project Manager	

### Define Existing and Future Land Use and Urban Design Context

1. Do any adopted plans call for the development of bicycle, pedestrian, transit or roadway facilities on, crossing, or adjacent to, the proposed project? If yes, list the applicable plan(s).  
Guidance: Possible sources of this information include Comprehensive Plans, Transportation Plans, Bicycle or Pedestrian Master Plans or area-specific studies developed by applicable City, County and/or State Agencies.

2. Are there any local, county, statewide or federal policies that call for incorporating multimodal facilities?  
Guidance: Policies at the state and federal level may impact a project due to funding sources.

**3. Describe the study area.**

Guidance: What are the predominant land uses along the corridor? What is the community character? (e.g., tree-lined streets, historic, new development) Are there any planned redevelopment areas in the project area?

**4. What trip generators (existing and future) are in the vicinity of the project that might attract walkers, bikers or transit users?**

Guidance: For example, large employers, downtown or shopping districts, schools, parks, community centers, medical centers, transit stations, government buildings and senior care facilities.

**Define Existing and Future Transportation Context**

**5. Describe existing and projected modal volumes, if available.**

Volumes (as available)	Existing	Projected (Year)
Average Daily Traffic		
Pedestrian Counts		
Bicycle Counts		
Truck Volumes		
Transit Volumes		

6. Existing vehicle speed conditions.

- a. What is the posted speed limit for the project and associated intersecting streets?
- b. Provide speed data, if available.
- c. Are excessive speeds an issue in the project area?

7. Describe crash data, if available, and known conflict locations.

Guidance: Crash data will likely not be available for pedestrians and bicycles. Crash trends and known conflict points should include neighborhood input and antidotal data, such as areas of known “near misses”, or areas where seasonal activities cause safety issues, such as sports arenas or fairgrounds.

Transportation Mode	Number of Crashes	Period Covered
Vehicles		
Pedestrians		
Bicycles		

- a. Are there any crash trends between specific modes?
- b. Are there known conflict points between specific modes?

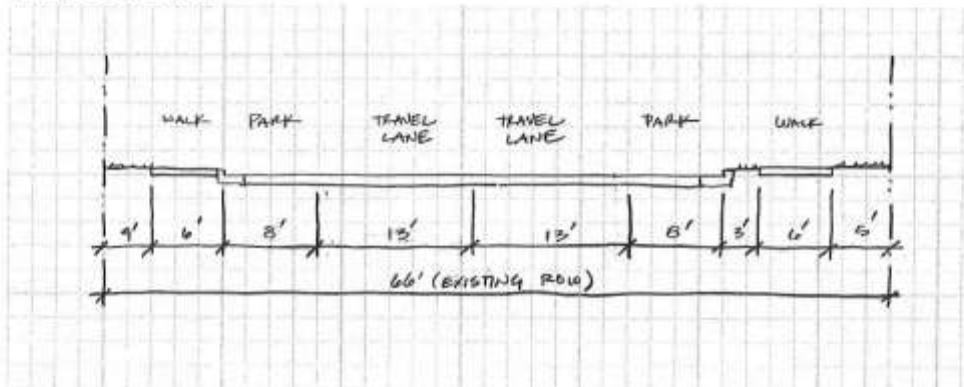
8. Describe Classifications.

- a. What is the road functional classification?
  
  
  
  
  
  
  
  
  
  
- b. Does the street cross any high functional classification roads? (yes/no) If so, please list.
  
  
  
  
  
  
  
  
  
  
- c. Does the roadway have other classifications (e.g., truck route, transit route, bicycle route, emergency vehicle route)? (yes/no) If so, please list.

9. Sketch in or attach the existing cross-section[s].

Guidance: The existing cross-section should include the full right-of-way and be clearly dimensioned. Additional cross-sections are advisable to illustrate specific situations or if corridor segments greatly vary.

Example Cross Section



10. What multimodal accommodations exist in the project and on streets that it intersects?

Guidance: Multimodal accommodations may include transit routes, sidewalks, trails, and designated on-street bicycle facilities, such as bike lanes, sharrows or signed bike routes.

11. If there are no multimodal accommodations, how far away are the closest parallel facilities?

Guidance: Designated transit routes or bikeways may not exist within the community, and therefore, may not be applicable.

12. What multimodal amenities exist in the project?

Guidance: multimodal amenities may include benches, bike racks/lockers, trash receptacles, crosswalks, traffic signals, mature tree canopy, transit stops/shelters, and wayfinding signage.

13. Describe any particular user needs/challenges along the project corridor that you have observed or have been informed of.

Guidance: User needs may consist of lack of facilities (worn dirt pathways), traffic congestion, difficulty accessing bus stops or sidewalks due to snow piles at intersections, at-grade crossings of railroads or high volume roadways, and steep terrain.

14. Are the existing facilities ADA and PROWAG compliant?

Guidance: Reference resources include the ADA Accessibility Guidelines (ADAAG), Proposed Rights-of-Way Accessibility Guidelines (PROWAG), and MnDOT Accessibility Design Tools website.

### Identify Existing Deficiencies

15. Based on the land use and transportation context analysis, describe existing and anticipated future deficiencies to full multimodal transportation that the project could/should address.

### Describe Future Objectives

16. Develop objectives regarding how multimodal facilities will be integrated into the project and how identified deficiencies will be addressed.

Guidance: The objectives will form the basis for the street design.

### Recommend Area Typology/Street Typology and Test Cross-section(s)

17. Complete the following questions if your community has developed Area Typologies and Street Typologies (See page 21, "Roadway Classification versus Settings" for a description of area and street typologies.)

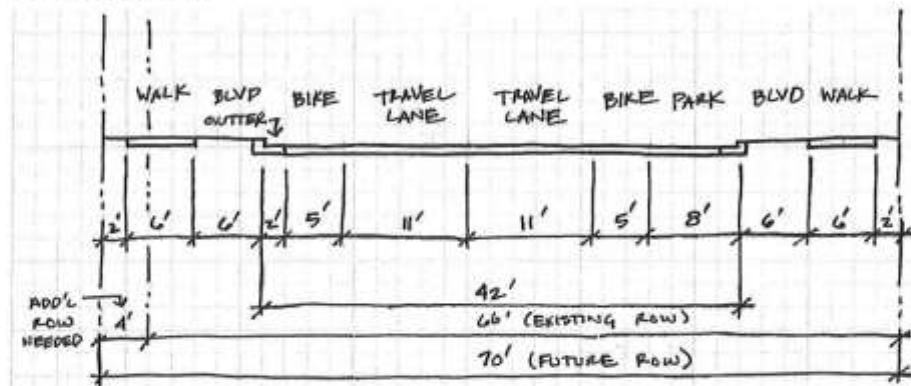
Guidance: If applicable, list document that contains your agency's Area Typologies and Street Typologies

- a. What is the recommended Area Typology?
  
- b. What is the recommended Street Typology?

18. Sketch in or attach the initial cross-section(s) that depicts desired street elements.

Guidance: Initial cross-section should be clearly dimensioned and indicate any additional right-of-way required. Additional cross-sections are advisable for specific situations or if corridor segments greatly vary.

Example Cross Section



19. Describe any constraints associated with the initial cross-section.

Guidance: Potential constraints include lack of right-of-way, existing structures, existing mature trees or environmental features, topography or number of driveways.

20. Sketch in or attach alternative cross-sections.

Guidance: Alternative cross-sections should be modifications of the initial cross-section that respond to identified constraints. All modes should receive equal consideration and accountability in the development of alternatives.



### Describe Tradeoffs and Select Cross-section

**21. Describe tradeoffs associated with the alternative cross-sections.**

Guidance: Examples of tradeoffs include removal of mature vegetation, narrower travel lanes, removal of on-street parking (one or both sides), right-of-way acquisition costs, and provision of bikeway facility on an adjacent parallel street.

**22. Sketch in or attach the selected cross-section(s).**

Guidance: Selected cross-section should be clearly dimensioned and indicate any additional right-of-way required. Additional cross-sections are advisable for specific situations or if corridor segments greatly vary.

**23. If the project does not accommodate all modes, list reasons why facilities for that mode are not provided.**

Guidance: For example, the cost of the facility will be disproportionately high in relation to number of projected users; adequate right-of-way does not exist and acquisition of additional right-of-way would create adverse impacts to valued community assets; a bikeway facility is being planned on an adjacent parallel route that can service bicyclists' needs.

## Implementation

24. Identify project milestones, roles and responsibilities for project implementation

25. How will access for all modes be maintained during project construction?

Guidance: Reference resource includes MnDOT Context Sensitive Solutions (CSS) Webinar, Maintaining Pedestrian Access Through Construction & Maintenance Work Zones

26. Facility Maintenance

a. What agency will be responsible for on-going maintenance for each mode?

b. What specific seasonal and long-term maintenance is needed for each mode?