POLICY NUMBER 5.100

COMPLETE STREETS POLICY

I. PURPOSE AND NEED FOR POLICY

Complete Streets call for a safe, accessible transportation network that accommodates users of all ages and abilities, which encompasses bicycles, pedestrians, transit riders, and motorists. The intent behind Complete Streets is that streets should be for everyone. To carry out this vision, a Complete Streets approach is integrated into the planning, design, construction, operation, and maintenance of the transportation system. In addition, Complete Streets redefines the goals of transportation funding and prioritization.

II. POLICY

The City of Burnsville shall be committed to the implementation of Complete Streets to create a comprehensive transportation network that is safe, equitable, multi-modal, complete, and connected. Burnsville's streets are one of the City's largest public spaces and must be safe and accessible for everyone.

Every city, state, and federal funded transportation project, as well as private development projects impacting the public way or where the public is allowed to travel, shall be approached as an opportunity to create safer, more accessible streets for all users. All new construction and reconstruction/retrofit projects must consider the needs of all modes of transportation and all users of the street in all phases. Project phases include planning, programming, concept design, right-of-way acquisition, construction, construction engineering, reconstruction, and operations. Maintenance and ongoing operations include resurfacing, repaving, restriping, rehabilitation, and other major maintenance.

III. PROCEDURES

A. Designate the Traffic Committee (a staff group that consists of representatives from Engineering, Street Maintenance, Public Works, Planning, Police, Fire, and Communications) as the responsible party to review all city transportation projects that are part of the Capital Improvement Program (CIP) that fall under this policy's jurisdiction. All formal exception requests will be reviewed by the Traffic Committee in accordance with the 2040 Comprehensive Plan and the Multi-Modal Plan.

   1. The Traffic Committee will review all transportation Capital Improvement Projects during the concept design phase.

   2. The project manager for the applicable transportation project will submit the Complete Streets Worksheet, attached as Appendix A, to the Traffic Committee for their review. If the project manager is seeking a deviation or exception to the Complete Streets policy, the project manager will submit in writing the reason for the deviation or exception to the Traffic Committee for their review. The Traffic Committee will review the project to ensure it meets the goals of this policy. If the project does not meet the goals of this policy, the Committee will refer the project and recommended changes back to the project manager.

   3. Facilities for people walking, biking, taking transit, using mobility devices, and driving, pursuant to the recommendations and typologies in the Burnsville Multi-Modal Study and Complete Streets Design Guidelines, shall be established in new

construction, reconstruction, re-striping, and re-surfacing of street and bridge projects within the City of Burnsville unless one or more of the following conditions for an exception are met:

a. Accommodation is not necessary on corridors where specific users are prohibited, such as interstate freeways or pedestrian malls. Exclusion of certain users on particular corridors should not exempt projects from accommodating other permitted users.
b. Severe topographic or natural resource restraints.
c. The cost of establishing facilities for all users would be excessively disproportionate to the need or exceed budget costs. In cases where the additional cost is considered excessively disproportionate, the project sponsor may propose an alternate design or will be required to sped a portion of the total project cost to improve accommodations for all users.
d. Routine maintenance. Routine maintenance includes pavement patching (diamond grinding, concrete panel repair, fog coat, seal coat, chip seal, slurry seal, and in-house area resurfacing projects). Emergency repairs are not subject to this policy.
e. Where a reasonable and equivalent project along the same street is already programmed to provide facilities exempted from the project at hand.

Supporting data/evidence will be required to show need for exception. Exception requests for capital improvement projects shall be approved by the Traffic Committee. Documentation of any proposed exceptions shall be filed with the improvement project.

B. Design Complete Streets to be context-sensitive and meet the needs of the community and surrounding area while emphasizing safe and accessible travel for all people. All facilities shall be designed in accordance with the best available standards and guidelines, such as:

- City of Burnsville:
  - Burnsville Multi-Modal Study
  - Burnsville Complete Streets Design Guidelines
  - Zoning Code
- Minnesota Department of Transportation (MnDOT)
  - Bicycle Facility Design Manual
  - Minnesota's Best Practices for Pedestrian and Bicycle Safety Guide
- American Association of State Highway and Transportation Officials (AASHTO)
  - Guide for the Development of Bicycle Facilities
  - A policy on Geometric Design of Highways and Streets
  - Guide for the Planning, Design, and Operation of Pedestrian Facilities
- Federal Highway Administration (FHWA)
  - Manual on Uniform Traffic Control
  - Separated Bike Lane Planning and Design Guide
- Institute of Transportation Engineers (ITE)
  - Recommended Practice Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities
- National Association of City Transportation Officials (NACTO)
  - Urban Street Design Guide
  - Designing for All Ages and Abilities
  - Urban Bikeway Design Guide
  - Transit Street Design Guide
- The International Fire Code.

Effective January 1, 2022, all projects entering the design phase will comply with the best available standards and guidelines for Complete Streets design except as to the components for which an exception has been granted.

C. View Complete Streets as integral to everyday transportation options. To this end:

1. The Engineering Department and the Department of Public Works will review current design standards, including subdivision regulations that apply to new roadway construction, to ensure that they reflect the best available design guidelines, and effectively implement Complete Streets.

2. City staff shall identify all current and potential future sources of funding for street improvement and recommend improvements to the project selection criteria to support Complete Streets projects.

3. The City shall promote project coordinate among the Public Works Department, Engineering Department, Planning and Community Development Department, Parks Department, the Burnsville Fire Department and Ambulance Service, the Burnsville Police Department, and the Department of Communications and Community Engagement, Burnsville-Eagan-Savage School District 191, Dakota County, the Minnesota Valley Transit Authority, Minnesota Department of Transportation, and other departments and agencies with an interest in the activities that occur within the public right-of-way to ensure efficient use of fiscal resources.

D. Establish project development and project selection processes that specify criteria that encourage funding prioritization for Complete Streets implementation by January 1, 2023.

1. Project selection criteria will address equity through prioritization of multi-modal projects located within the identified Priority Areas as identified in the City of Burnsville Multi-Modal Plan.

2. The City will develop a community engagement plan for public engagement in the design and implementation process. The engagement plan shall include equitable community engagement strategies.

3. The Traffic Committee will seek out Complete Streets training and workshops in order to share how recent trends in demographics, changing preferences, transportation costs, travel patterns, safety, and pubic health impact the need to plan and design transportation infrastructure for multiple types of users, including people walking, biking, riding public transit, and driving. Additionally, the training should include terminologies and approaches related to multimodal transportation planning, and highlight the key differences between traditional transportation planning and design and Complete Streets approach.

E. The Public Works Department will include Complete Streets data when reporting to the City Council and general public in the City's Annual report. The baseline data will be established January 1, 2022 and the annual report will follow the calendar year. The annual report shall be completed and public available with the City's Annual report beginning in 2023. During the annual report process, the policy will be reviewed for relevant updates and to incorporate new best practices. The annual report data could include:

- Percent of projects in CIP that include improvements for people walking, bicycling, and accessing transit
- Number of FHWA STEP safety counter-measures included in roadway projects
- Number of road diets completed
- Number of trees planted along trails and sidewalks
- Total miles of on-street and off-street bicycle facilities
- Miles of new on-street and off-street bicycle facilities installed during the calendar year
- Total miles of sidewalks
- Miles of new sidewalks installed during the calendar year
- Percent of pedestrian and bicycle network completed
- Number of Complete Streets projects within Priority Areas

IV. RESPONSIBILITY

The Public Works Department, specifically the Engineering Division within the Public Works Department will be responsible for the administration and implementation of this policy with the assistance of the staff members that participate in the Traffic Committee (Engineering, Street Maintenance, Public Works, Planning, Police, Fire, Communications).

V. AUTHORITY

Administrative implementation of policy and powers reserved for the city under state law, especially MS 174.75.

Submitted by Jen Desrude, City Engineer Date: October 5, 2021
Review by Ryan Peterson Public Works Director Date: October 5, 2021

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. The worksheet is also available in an electronic format that allows responses to by typed directly into the worksheet.

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, 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)

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?

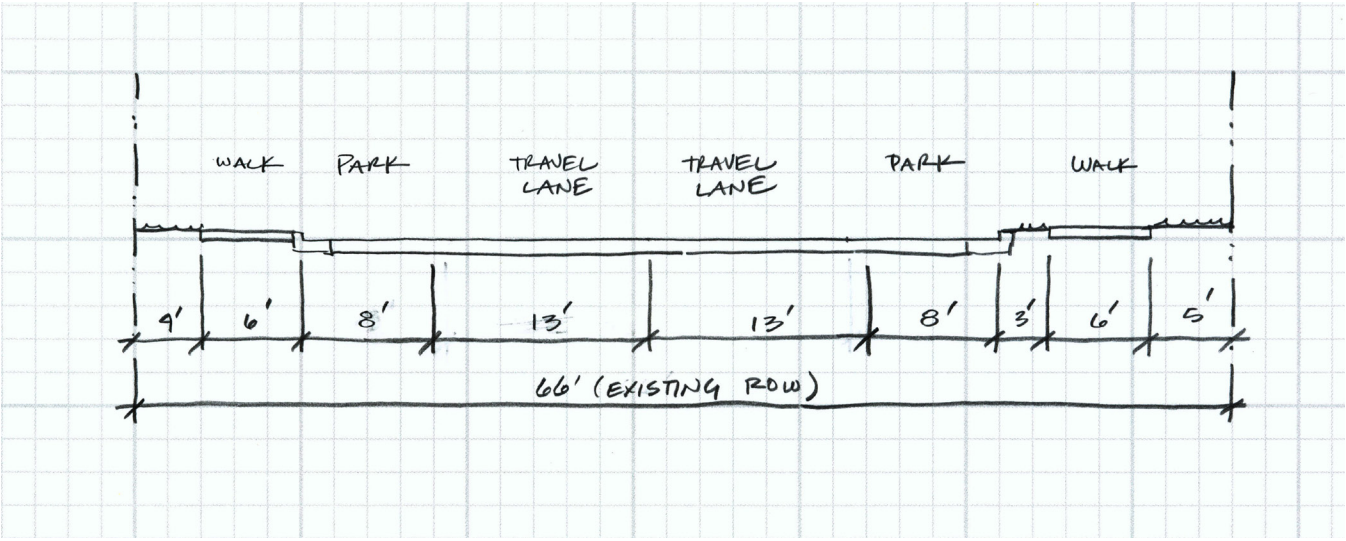
b. Does the street cross any high functional classification roads? (yes/no) If so, please list.

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

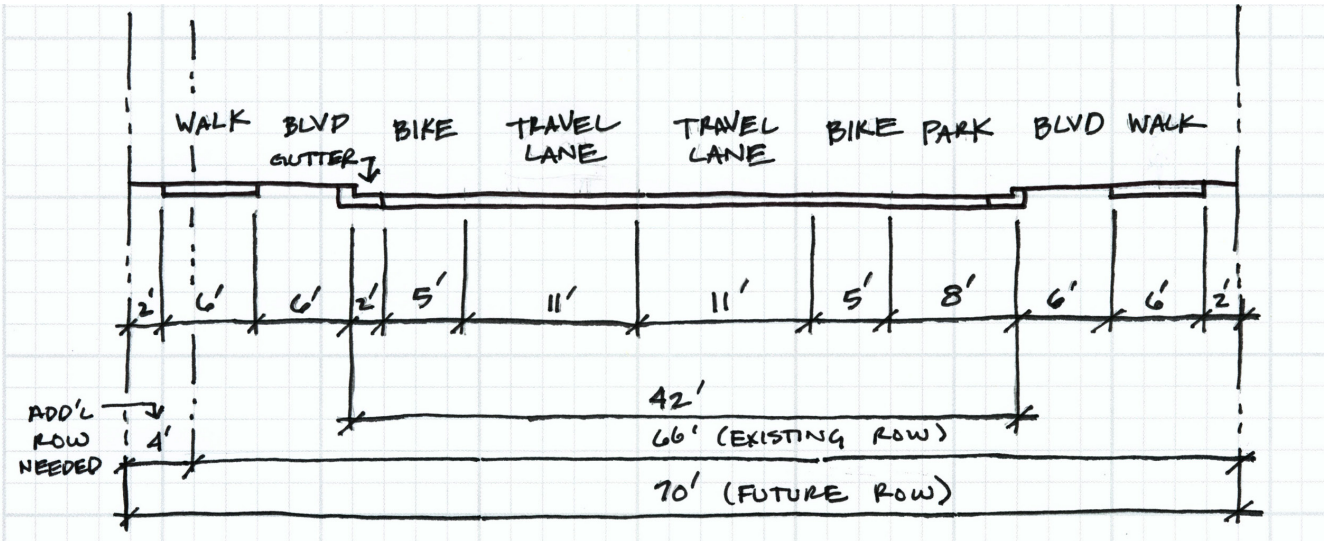
a. What is the recommended Area Typology?

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?