



TOWN OF UPTON, MASSACHUSETTS

BOARD OF SELECTMEN

July 26, 2016

MEMO TO: Board of Selectmen
FROM: Blythe C. Robinson
Town Manager
RE: Complete Streets Policy Recommendation

In order to accommodate safe and accessible options for all types of travel, the State of Massachusetts in 2006 adopted a policy and a program called “Complete Streets”. The definition of this policy is “A Complete Street is one that provides safe and accessible options for all travel modes – walking, biking, transit and vehicles – for people of all ages and abilities. Complete Streets improvements may be large scale such as corridor wide improvements or focused on the needs of a single mode”. The State utilizes this concept on streets where State and Federal dollars will be spent, i.e. the Transportation Improvement Program (TIP) project we are planning on Hartford Avenue North, High Street, and Hopkinton Roads as well as others. The State would like to see municipalities adopt the same standard and apply it where it makes sense to do so, and as an incentive has dedicated funding both for the planning of projects and for implementation. The purpose of this memo is to provide you with an overview of the program so that the Board can decide whether it would like to pursue adoption of a policy for Upton or not.

Participating in this program and adopting a policy means that the Town would commit to what areas of town make sense to improve streets to this standard and at what level we would carry out these endeavors. For example, for the TIP project a strict interpretation of the standard would have been not only a wide enough road shoulder to accommodate bicycles, but also a six foot wide sidewalk on both sides of the street for the entire length of the project. As you know, the final design incorporates the bicycle lane, but the sidewalk will only be on one side of the street for about one half the distance. The State agreed that in this area, a sidewalk on Hopkinton Road and on the north side of both High Street and Hartford Avenue North was not needed. In thinking about our other roads, it might make sense to adopt such a policy on streets such as Maple Avenue, Grove Street and Pleasant Street, but not on streets such as South or North Street, cul de sacs and the like.

BOARD OF SELECTMEN
James A. Brochu, Chairman
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TOWN MANAGER
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Attached to this memo is a sample of the policy the State has put out, a frequently asked questions list and highlights of the program. In order to adopt the policy the Town would need to do the following:

- Attend mandatory State training (completed by Mr. Roy and myself)
- Develop a policy and submit it to the State for approval – it must score 80 points or higher
- Policy must be approved by the Selectmen at a posted public meeting

The benefits to having a policy are:

- Making street improvements over time that will benefit all modes of transportation and may result in offering users more healthy transportation options
- Additional State funding to implement the program
 - \$50,000 to develop a prioritization plan for future road projects
 - \$400,000 to implement a project from that plan

Balancing the benefits are several items. First, while Upton is considered a suburban area many of its streets have a rural feel, and the Board will want to consider whether this is the best approach for the Town in whole or in part. Also, while the State has provided the funding outlined above, it is not guaranteed after the current fiscal year. The State would like to see more communities adopt this so it is anticipated funding will continue.

I look forward to discussing this with the Board at the meeting on June 7th.

Enclosures

Cc: Vincent Roy, DPW Director

Town of Anytown COMPLETE STREET POLICY	
Effective Date	December 16, 2015
Public Meeting	September 6, 2015
Planning Board vote to recommend	November 2, 2015
Selectmen vote to introduce policy	December 2, 2015
Selectmen vote to adopt policy	December 16, 2015

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Vision and Purpose:

Complete Streets are designed and operated to provide safety and accessibility for all the users of our roadways, trails and transit systems, including pedestrians, bicyclists, transit riders, motorists, commercial vehicles, and emergency vehicles and for people of all ages and of all abilities. Furthermore, Complete Streets principles contribute toward the safety, health, economic viability, and quality of life in a community by providing accessible and efficient connections between home, school, work, recreation and retail destinations by improving the pedestrian and vehicular environments throughout communities. The purpose of Anytown’s Complete Streets policy, therefore, is to accommodate all road users by creating a road network that meets the needs of individuals utilizing a variety of transportation modes. It is the intent of the Town of Anytown to formalize the plan, design, operation and maintenance of streets so that they are safe for all users of all ages and abilities as a matter of routine. This policy directs decision-makers to consistently plan, design, and construct streets to accommodate all anticipated users including, but not limited to pedestrians, bicyclists, motorists, emergency vehicles, and freight and commercial vehicles.

Core Commitment:

The Town of Anytown recognizes that users of various modes of transportation, including, but not limited to, pedestrians, cyclists, transit and school bus riders, motorists, delivery and service personnel, freight haulers, and emergency responders, are legitimate users of streets and deserve safe facilities. “All Users” includes users of all ages and abilities.

The Town of Anytown recognizes that all projects, new, maintenance, or reconstruction, are potential opportunities to apply Complete Streets design principles. The Town will, to the maximum extent practical, design, construct, maintain, and operate all streets to provide for a comprehensive and integrated street network of facilities for people of all ages and abilities.

Complete Streets design recommendations shall be incorporated into all publicly and privately funded projects, as appropriate. All transportation infrastructure and street design projects requiring funding or approval by the Town of Anytown, as well as projects funded by the state and federal government, such as the Chapter 90 funds, City improvement grants, Transportation Improvement Program (TIP), the MassWorks Infrastructure Program, Community Development Block Grants (CDBG), Capital Funding and other state and federal funds for street and infrastructure design shall adhere to (comply with) the Town of Anytown’s Complete Streets Policy. Private developments and related street design components or corresponding street-related components shall adhere to (comply with) the Complete Streets principles. In addition, to

42 the extent practical, state-owned roadways will comply with the Complete Streets resolution,
43 including the design, construction, and maintenance of such roadways within Town boundaries.
44

45 Transportation infrastructure may be excluded, upon approval by the Board of Selectmen, where
46 documentation and data indicate that:

- 47
- 48 1. Facilities where specific users are prohibited by law, such as interstate freeways or
49 pedestrian malls. An effort will be made, in these cases for accommodations elsewhere.
50
- 51 2. Where cost or impacts of accommodation is excessively disproportionate to the need or
52 probable use or probable future use.
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55 **Best Practices:**

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57 The Town of Anytown's Complete Streets policy will focus on developing a connected,
58 integrated network that serves all road users. Complete Streets will be integrated into policies,
59 planning, and design of all types of public and private projects, including new construction,
60 reconstruction, rehabilitation, repair, and maintenance of transportation facilities on streets and
61 redevelopment projects.

62

63 Implementation of the Town of Anytown Complete Streets Policy will be carried out
64 cooperatively within all departments in the Town of Anytown with multi-jurisdictional
65 cooperation, to the greatest extent possible, among private developers, and state, regional, and
66 federal agencies.

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68 The Town of Anytown recognizes that "Complete Streets" may be achieved through single
69 elements incorporated into a particular project or incrementally through a series of smaller
70 improvements or maintenance activities over time.

71

72 The latest design guidance, standards, and recommendations available will be used in the
73 implementation of Complete Streets including:

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- 75 • The Massachusetts of Department of Transportation Project Design and Development
76 Guidebook
- 77 • The latest edition of American Association of State Highway Transportation Officials
78 (AASHTO) A Policy on Geometric Design of Highway and Streets
- 79 • The United States Department of Transportation Federal Highway Administration's
80 Manual on Uniform Traffic Design Controls (2009).
- 81 • The Architectural Access Board (AAB) 521CMR Rules and Regulations
- 82 • Documents and plans created for Anytown, such as bicycle and pedestrian network plans.
83

84 Complete Streets implementation and effectiveness should be constantly evaluated for success
85 and opportunities for improvement. The town will develop performance measures to gauge
86 implementation and effectiveness of the policies.
87

89 **Implementation:**

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91 The Town shall make Complete Streets practices a routine part of everyday operations, shall
92 approach every transportation project and program as an opportunity to improve streets and the
93 transportation network for all users, and shall work in coordination with other departments,
94 agencies, and jurisdictions to achieve Complete Streets.

95
96 The Town shall review and either revise or develop proposed revisions to all appropriate
97 planning documents (master plans, open space and recreation plan, etc.), zoning and subdivision
98 codes, laws, procedures, rules, regulations, guidelines, programs, and templates to integrate
99 Complete Streets principles in all Street Projects on streets. A committee of relevant
100 stakeholders designated by the Town Administrator will be created to implement this initiative.

101
102 The Town shall maintain a comprehensive inventory of pedestrian and bicycle facility
103 infrastructure that will prioritize projects to eliminate gaps in the sidewalk and bikeway network.

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105 The Town will reevaluate Capital Improvement Projects prioritization to encourage
106 implementation of Complete Streets implementation.

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108 The Town will train pertinent town staff and decision-makers on the content of Complete Streets
109 principles and best practices for implementing policy through workshops and other appropriate
110 means.

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112 The Town will utilize inter-department coordination to promote the most responsible and
113 efficient use of resources for activities within the public way.

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115 The Town will seek out appropriate sources of funding and grants for implementation of
116 Complete Streets policies.

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Complete Streets Funding Program

Frequently Asked Questions

GENERAL

1. **Q: Does participating in this program mean the municipality has to make every street complete with sidewalks and bicycle lanes?**
A: Each municipality, through their policy, commits to what areas and at what level they will carry out their Complete Streets endeavors. In the Complete Streets Prioritization Plan process the municipality strategically analyzes its needs for complete streets infrastructure and determines where it wants to invest. As monies become available, the prioritized projects can be funded.
2. **Q: What is the difference between Tier I, II and III?**
A: Tier 1 is the training and policy development phase. This is where you submit your policy for scoring if you have one, and if you do not you can send a letter of commitment to developing a policy within one year. Tier 2 is the CS Prioritization Plan development phase where you can submit the CS Prioritization Plan template or request technical assistance funding (\$50k) for the development of a Prioritization Plan. Tier 3 requires a brief application and list of the projects (top several project equaling a cost not to exceed \$400K that you want funding for that given year.
3. **Q: How many years will this funding be available to an eligible municipality?**
A: Right now this program is funded for two years, FY16 and FY17. The success and effectiveness of the program will play a major role in determining its longevity. Our hope is that there will be continued funding beyond FY 17 for municipalities to continue constructing projects from their Prioritization Plans.
4. **Q: What if I do not want to stay in the program? How do I get out? Will I be penalized?**
A: There is no obligation to stay in this program nor will you be penalized if you want out. As this is a reimbursement program, we may ask that if you want to be reimbursed for work such work as the prioritization plan, we are given a copy as proof of work completed for which we have reimbursed you for.
5. **Q: Are the requirements of this program subject to change?**
A: Yes. The requirements of the program may change over time. An example of this is if we want to go to bond funding and not casino funding. At that point we would need to evaluate the success of the program to date and consider going back to the legislation to amend the criteria requirements. Given the support we have received even from those who helped draft the original language it seems highly likely that the program will remain as it stands today.

POLICY REQUIREMENTS

6. Q: What if our municipal Complete Streets Policy did not score 80 points? Is there a way to appeal the Policy Score if we do not agree?
A: If your policy did not score above an 80 we will allow you to appeal the scoring. Refer to FAQ #8 which discusses how to get extra points.
7. Q: What if our Complete Streets Policy was not passed as a bylaw, ordinance or administrative policy by the chief elected official or an elected board with a public meeting?
A: If your policy was passed prior to the announcement of this Program's requirements in January 2016 and has received an 80 or above, we will ask for a letter of intent to pass a policy in Tier 2 be edited to signify that the Chief elected board or official has held a public meeting and is in support of the policy as formerly written. Alternatively, the policy can be formerly passed by the Chief elected board or official with a public meeting.
8. Q: How do I get extra points to add to my policy?
A: If your municipality joins the Community Compact Cabinet we will award you 4 extra points to be added to your policy. If you also choose Complete Streets as a best practice an additional 4 points will also be added. Note that a policy cannot score above 100.
9. Q: Can our Complete Streets Policy only apply to certain areas of town, such as an economic development zone (term?) or business district?
A: Yes. A municipality can tailor the policy to fit its needs. However, depending on how small or large the focus area is with respect to the entire municipality, it can impact the policy score.
10. Q: Should we look from input and support of the policy and program from all departments within our municipality?
A: Yes. Decisions as they relate to Complete Streets should really reach across all departments of a municipality. Each department may have their own ideas and offer helpful input on what they can do to promote and support complete streets. For example, a public health official may see this from the health benefits of Complete Streets where a DPW employee may see it from a safety and mobility point of view.

TECHNICAL ASSISTANCE

11. Q: Is there a guarantee I will get the Technical Assistance Funding?
A: It is a priority of the program to incentivize the passage of Complete Streets Policies and provide technical assistance for the development of Prioritization Plans, especially in the initial years. Based on the number of municipalities that have passed policies as of December 2015, we are positioned to provide the technical assistance for FY16 and FY 17. Additionally, many municipalities have the necessary analysis to complete their Prioritization Plans without technical assistance. The apportionment of technical assistance versus project funding will need to be evaluated as we see the level of demand.
12. Q: Can the technical assistance funding (up to \$50K) be paid to our Regional Planning Agency to conduct the Complete Streets Prioritization Plan?
A: Yes. RPA's may be hired to conduct a needs assessment, gap analysis, safety audit or other analysis necessary for the preparation of the Prioritization Plans.
13. Q: If we develop a Prioritization Plan do we have to go in order or can we choose from the list depending on our wants and needs?
A: No. The Prioritization Plan is your list and order of the projects you want to complete through this program and perhaps beyond that. In setting the goals for that year's funding request you may need to look at the order and the cost as well as other factors, such as your master maintenance plan or changes in your Capital Investment strategy, to determine what can be funded at the maximum allowable yearly funding of \$400K.

PROJECT

14. Q: What design standards does a municipality need to adhere to?
A: We recommend the following design guidelines be followed: 2006 Project Development and Design Guide; Latest edition of the MUTCD (Manual on Uniform Traffic Control Devices); Latest AASHTO Guide for the Design of Bicycle Facilities; Latest version of PROWAG (Public Rights of Way Accessibility Guidelines); Latest ADAAG (Americans with Disabilities Act Accessibility Guidelines); 521 CMR; Latest AAHSTO A Policy on Geometric Design of Highways and Streets (Green Book).
15. Q: How will MassDOT check to make sure we are following design guidance and using funds as directed?
A: As this is a reimbursement program MassDOT reserves the right to inspect any or all work done prior to the issuance of reimbursement. Failure to design projects to the standards as stated in your policy could result in additional expenses to the municipality as well as delay on reimbursement.
16. Q: How can project design be funded?
A: Project design may be done by a municipality or completed by a consultant on behalf of that municipality. The costs of design shall be the responsibility of the municipality. There may be other funding sources available for the design. It is the responsibility of each municipality to research and seek them out. Another option would be to leverage

Chapter 90 monies to pay for the design. As is typically the case on smaller construction projects, the cost of design is a small percentage of the cost of construction and would yield a high return on investment.

17. Q: Will MassDOT determine which projects from our Prioritization Plan are eligible?

A: Assuming the prioritization plan clearly identifies the concern and how it will be remedied by any given project, we will defer to the town on which projects they select. As we will need to look at equity across the state this may have more of an impact on which projects from a municipalities list are funded. If a project is not selected from that years list we will explain why.

18. Q: Is there a guarantee I will get the Tier 3 Project Funding?

A: We will do our best to provide equity and meet our requirement that 33% go to municipalities that are at or below the median household income. The number of eligible municipalities and cost of each project will determine how far the funding can stretch.

19. Q: What happens after year 2? If the legislation forces us back to the old language will we now be forced to meet all the criteria?

A: At that point we would need to evaluate the success of the program to date and consider going back to the legislation to amend the criteria requirements. Given the support we have received even from those who helped draft the original language it seems highly unlikely that if the program is successful, the legislation would force us back to the old language.

Announcing New Complete Streets Funding Program

The new Complete Streets Funding Program, authorized by the 2014 Transportation Bond Bill, offers Massachusetts municipalities incentives to adopt policies and practices that provide safe and accessible options for all travel modes – walking, biking, transit and vehicles – for people of all ages and abilities.

Online Portal

MassDOT has launched an interactive web portal to assist municipalities through the policy development, prioritization planning, and project approval steps of the application process. In addition, a Complete Streets Funding Program Guidance document, explaining the program requirements, model policy guidance and scoring system, and eligible infrastructure, is available online.

Primary Requirements

To be eligible for up to \$50,000 in technical assistance and up to \$400,000 in construction funding, a municipality must meet three primary requirements:

- Attendance of a municipal employee at a Complete Streets training
- Passage of a Complete Streets Policy that scores 80 or above out of a possible 100 points (Tier 1)
- Development of a Complete Streets Prioritization Plan (Tier 2)

MassDOT offers technical assistance to conduct a needs assessment, network gap analysis, and/or safety audit to determine a targeted investment strategy for Complete Streets infrastructure. Upon completion of these requirements, a municipality is eligible for construction funds (Tier 3). Reim-

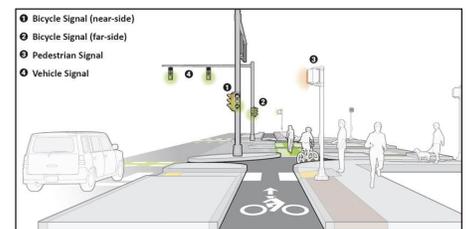


bursment for technical assistance and project funding will be managed by the appropriate Highway District Local Aid Office.

Available Funding: \$12.5M total for FY16 and FY17 (must be spent by June 30, 2017).

Community Compact Cabinet

Four points will be added automatically to the policy scores of all Community Compact Cabinet members, and any Community Compact member that has selected Complete Streets as one of its best practices will receive an additional four points.



For more information and to register to become a Complete Streets Eligible municipality go to www.mass.gov/massdot/completestreets.

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