

APPENDIX H

**Memo: Edina Living Streets –
Review of Existing Plan and
Policies, Peer Review Lessons,
and Draft Living Streets Policy
Framework**



MEMO

To: Wayne Houle, PE – Edina City Engineer
Michael Thompson, PE – Edina Living Streets Committee Chair

From: Dan Edgerton, AICP – HR Green
Jack Broz, PE – HR Green
Fred Rozumalski, RLA – Barr Engineering Co.
Matt Metzger, PE – Barr Engineering Co.

Subject: Edina Living Streets – Review of Existing Plans and Policies, Peer Review Lessons, and Draft Living Streets Policy Framework

Date: July 16 , 2012

1.0 Introduction

The City of Edina seeks to encourage the development of a more accessible and sustainable transportation system over time. To accomplish this goal, the city envisions redesigning its street network using a “complete streets” approach, guided by green streets and active living design principles. The result will be a “living streets” system which facilitates all modes of transportation, incorporates ecological services, and encourages walking and bicycling through safe and aesthetically attractive transportation corridors. The purpose of this memorandum is twofold:

1. To document the review of existing plans and policies relevant to living streets, and
2. To provide a framework for a Living Streets Policy and Plan.

2.0 Review of Existing Plans and Policies

The City of Edina has implemented a number of planning and policy documents, ordinances, and other initiatives which have a bearing on transportation system investment decisions. Attachment 1 includes a draft living streets policy background document, prepared by the city. This document summarizes the relevant plans and policies which lead to the undertaking of the current study, many of which provide the policy direction and guidance for the city’s living streets efforts. In contrast, some existing policies and regulations could conflict with or create a barrier to the implementation of a living streets program.

The following is a brief summary of the documents, regulations, and programs most relevant to living streets. As the city moves toward implementation of its Living Streets Policy and Plan, each of these documents should be reviewed and policies and regulations with a direct connection to transportation design elements (i.e., right-of-way, sidewalks, trees, etc) should be amended in order to expressly support the city’s living street goals.

Plans and Studies

- Edina Comprehensive Bicycle Transportation Plan (2007)
The Edina City Council adopted a Comprehensive Bicycle Plan in 2007. The guiding vision for this document is to support the gradual transformation of the City of Edina into a “progressive

bicycle-friendly community where citizens can easily integrate cycling into their daily lives." This document compliments living street by planning for a fully integrated, safe, and inviting bicycle network for a full range of users.

- Edina Comprehensive Plan (2008)
The Edina City Council adopted an updated Comprehensive Plan in 2008. The plan promotes a vision for a city that is pedestrian, bicycle and transit friendly and inclusive of all users. A number of chapters are relevant to living streets, including Chapter 2: Visions, Goals, and Objectives; Chapter 4: Land Use and Community Design; Chapter 7: Transportation Plan; and Chapter 10: Energy and the Environment.
- Edina Comprehensive Water Resources Management Plan Update (2009)
The City of Edina developed a Comprehensive Water Resources Plan in 2009. This plan establishes the City's goals and policies for municipal drainage systems, design criteria, and rules for development and redevelopment. The plan supports the living streets goals to reduce street water runoff into watersheds.
- Edina Capital Improvement Plan (2012)
The purpose of the Capital Improvement Plan (CIP) is to guide capital investment decisions based on a community's needs, taking into account the best use of limited resources while providing efficient and effective municipal services. As the Edina Living Streets Policy is implemented, the CIP should be revised to reflect prioritization of capital investments in accordance with the city's living streets goals.

Programs and Initiatives

- Edina Fit City Program (Resolution 2006-70)
In July 2006 the Edina City Council adopted a resolution expressing a commitment "to providing an activity-friendly community to its residents" and authorizing "the application for The Governor's 'Fit City' Program," which recognizes cities committed to creating and maintaining an environment supportive of active living. The goals of the Fit City program and the City's resolution supporting an activity-friendly community compliment living streets.
- Edina Green Steps Program (Resolution 2011-37)
The City of Edina adopted a resolution to participate in the Minnesota Pollution Control Agencies (MPCA) Green Step Cities program in 2011. The Green Step Cities program aims to provide Minnesota cities a clear pathway to greater sustainability based on implementing best practices specific to Minnesota cities. Several of these best practices would be supported by a Living Streets Policy, including, #11: Complete Streets (requires "complete streets policy" or "living streets," which is inclusive of "complete streets" concepts); #12: Mobility Options (walking/biking, Safe Routes to School, etc.); #16: Urban Forest; #17: Efficient Stormwater Management; #18: Green Infrastructure (porous pavement, swales, etc.); and #19: Surface Water Quality (rain gardens, etc.).
- Edina Do Town Program (2011)
In September 2011, the City of Edina, in partnership with Bloomington and Richfield, launched an 18-month initiative to improve community health by making changes that support healthy eating and active living choices. This initiative would fit with a Living Streets policy by seeking to promote active living which is a core principal of living streets.

Policies and Regulations

- Edina Assessment Policy (2010)
The purpose of the Edina Assessment Policy is to provide regulations for assessments to properties for non-state aid street projects. This policy is relevant to Living Streets as it governs

how traditional street improvements are funded. As the Edina Living Streets Policy is implemented, the city should seek new and innovative ways to provide additional funding for design elements related to living streets and update its assessment policy to clearly define how each street design element will be funded.

- Municipal State Aid Special Assessment Policy (2010)

The purpose of the Municipal State Aid (MSA) Assessment Policy is to establish assessment rules for MSA improvement projects. As the Edina Living Streets Policy moves forward, the city should collaborate with its partners (i.e., Hennepin County, MnDOT, etc.), to identify new ways to support the implementation of living streets in Edina.

- Edina City Code

The Edina City Code is a comprehensive document which codifies the general ordinances of the City of Edina. Several elements of the City Code will have a direct bearing on the implementation of living streets within the city, whether through supporting policies, or in some cases policies that conflict with living streets principles. The following is a listing of some of the relevant chapters (not all inclusive). Upon implementation of a Living Streets Policy in Edina, these elements of the City Code should be reviewed and updated as necessary to expressly support the city's living streets goals.

- *Chapter 4: Buildings, Construction and Signs* – Revise the following sections to support living streets principles such as creating livable neighborhoods.
 - Section 405: Landscaping, Screening and Erosion Control
 - Section 421: Right-of-way management
- *Chapter 7: Health* – Consider linking this ordinance to the Living Streets Policy to support active living goals.
- *Chapter 8: Land Use Plats and Zoning (all sections)* – Consider adopting form based zoning policies which emphasize size and position over use. This tool could be used to encourage living streets tenants such as mixed use development which promotes active living and helps to make the street a more attractive environment for non-motorized users.
- *Chapter 10: Misdemeanors and Nuisances* – Revise the following sections to support living streets principles such as reducing the total amount of paved area through modified parking and vegetation ordinances.
 - Section 1046: Parking and Storage of Vehicles and Equipment
 - Section 1050: Maintenance of Vegetation
- *Chapter 11: Public Utilities (all sections)* – Revise this chapter to support the stormwater efficiency goals of living streets.
- *Chapter 12: Streets and Parks (all sections)* – This chapter should be thoroughly reviewed and revised to support living streets goals such as allowing flexibility in street design to implement a full range of living streets design elements and to place greater emphasis on serving the needs of non-motorized users.
- *Chapter 14: Traffic Control and Vehicles* – The following sections should be thoroughly reviewed and revised to both support living streets goals such as allowing flexibility in street design to implement a full range of living streets design elements, and to remove barriers such as excessive auto “clear zone” requirements as appropriate.
 - Section 140: Pedestrian, Bicycle, and Vehicular Traffic, Parking, Standing and Loading
 - Section 1405: Clear View Zone

In addition, as living streets implementation moves forward, the city should adopt additional policies and ordinances in support of living streets, such as traffic calming and street design guidelines. These policies should be defined as part of the future living streets planning process.

3.0 Lessons Learned

The following is a summary of key lessons learned during previous Living Streets efforts in other municipalities.

Lessons Learned in Los Angeles County, CA

(May 3, 2012 Discussion with Ryan Snyder of Ryan Snyder Associates)

Lessons learned related to policy:

- Build a policy from the ten policy elements delineated in Table 2.1 of the Los Angeles County Model Design Manual for Living Streets.
- Exceptions should be rare. The process for design and review must be clear.
- City procedures and standards need to be changed as appropriate to accommodate the new policy. For example it may be stipulated the a bike advisory committee reviews all street projects, or a pre-design check list is created for components of Living Streets (e.g. pedestrian circulation, stormwater management, street trees).
- It is important to create implementation plans. It might include plans such as Safe Routes to School (SRTS), a sidewalk plan, or an urban forest plan.

Lessons learned related to implementation:

- For each street project Ryan recommends well facilitated workshops with property owners to first educate them on Living Streets, and then to have them participate in the selection of street elements appropriate for their street.
- During the education process show lots of photographs and drawings of Living Streets as well as dysfunctional streets. Make it very visual. Explain all the benefits. Talk about the down side of keeping the street as it is.
- It is important to have all voices (supporters as well as opponents) at the table during the facilitated workshops, and to encourage the quiet people to speak their mind. It helps to break into small groups and have a balance of opinions at each table.
- In preparing for the workshops, understand any complaints about the project street beforehand in order to respond with a Living Streets solution. Create solutions from the complaints.
- Label this policy as a traffic calming and street beautification initiative rather than undefined term such as Bike Boulevard or Living Streets. This allows focus on the benefits, and prevents a target for opponents.
- The most significant opposition to Living Streets stems from confusion about traffic congestion. When proposing a Living Street project, designers and staff should be well prepared with statistics from other projects and other cities that prove that congestion does not become an issue. Ryan suggests steering the conversation away from congestion and to the life style benefits of Living Streets.

- Ryan has found that it is essential for city leadership to stand behind the plan. Staff must be fully supported in the process of implementing Living streets, and not be put in the middle of disputes between neighborhood factions.
- It will be important to provide Living Streets training for city staff.

Lessons Learned in Creating the North St. Paul, MN Living Streets Policy and Plan

(Barr Engineering Staff)

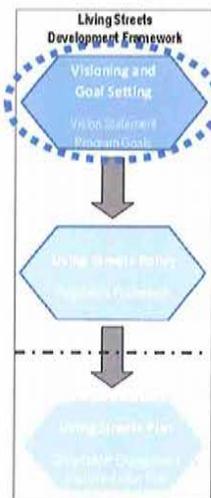
- Gather feedback about Living Streets concepts from residents prior to targeting specific neighborhood projects. Then, implement Living Street projects in areas where demographics or questionnaire feedback shows support. If there are residents who have a history of opposing proposed actions by the City, they are likely to oppose a new effort as well.
- During the N. St. Paul community engagement process, public opinions showed correlations with demographics. Much support was seen from younger families, new to the area, some with children. Much dissent was received from older, senior residents who have resided in the neighborhood for a long time.
- Every street and neighborhood is unique. The street reconstruction elements favored by residents are likely to vary. The complexity of design on different street types (state-aid vs. locally funded) will vary. Implementation should be flexible to accommodate the needs of each unique street segment.
- A useful strategy may be to not name the effort "Living Streets", but to simply make changes to street reconstructions policies, design process and focus on safe routes to school. In North St. Paul the term became a target for residents opposed to the project. Reconstructing streets using Living Street design elements under the usual capital-improvement process may prove to be a good strategy.
- In North St. Paul and Maplewood, it was vital to have a design process framework for the Ramsey-Washington Metro Watershed District to cooperate w/ the City Engineer(s). This cooperative effort facilitated design development and feedback exchange at key phases of concept and final design. The District and City worked together to develop design templates and final designs that addressed their various goals and the goals of other stakeholders. Developing a design process in Edina that engages various stakeholders early in the design process and throughout design and construction is recommended.

4.0 Living Streets Development Framework

In order to implement an effective living streets program in Edina, the city should develop a Living Streets Policy and Plan, which includes a clearly stated vision statement and goals, a set of supporting policies, and a process or plan for implementation. This development framework is illustrated in Figure 1. This document presents a draft living streets vision and a policy template developed based on the initial stakeholder engagement workshop described below. These represent the first two steps in the development framework. The third step, which includes a detailed plan for implementation of Living Streets in Edina, will be developed as part of a future effort.

A Living Streets Policy will provide the regulatory framework for living streets and a Living Streets Plan will provide the details needed for implementation, such as prioritization of projects by mode, an implementation process, and design guidelines and templates. The purpose of this framework is to facilitate discussion in order to move the City toward adoption of an Edina Living Streets Vision and the development and implementation of a Living Streets Plan. This material should be continually updated and refined as the living streets implementation process moves forward.

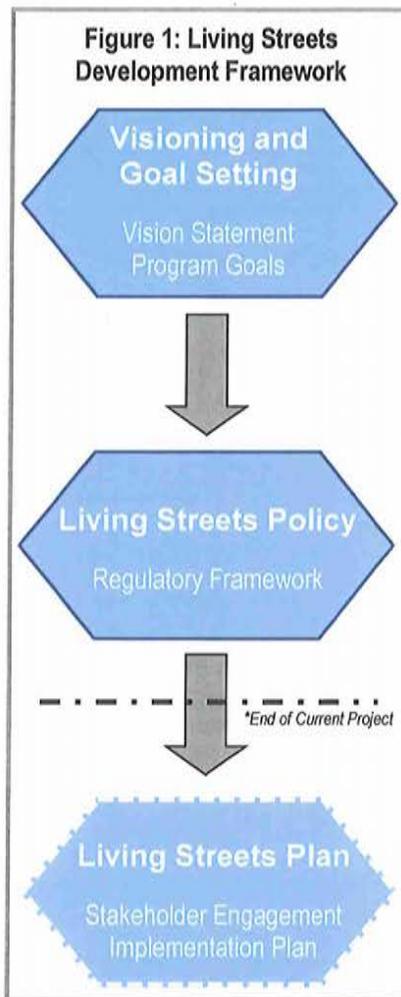
Visioning and Goal Setting



In March of 2012 the City of Edina hosted a two part Living Streets Workshop, facilitated by a nationally recognized living streets expert (refer to Attachment 2 for a summary). The purpose was to introduce participants to the living streets concept and to initiate the process of developing a Living Streets Policy in Edina. A key result of this effort was the engagement of stakeholders in the visioning, goal setting, and policy making process. The results and proceedings from this workshop served as the basis for the development of the vision and policy framework presented below.

Living Streets Vision

The purpose of the vision statement is to set the philosophical framework for living streets in Edina. It should answer the question *“why implement living streets?”*, creating a picture or vision of the community which Edina residents are striving toward. As part of the Living Streets workshop, attendees participated in a visioning exercise in which they were asked *“What will be the vision behind a new living streets policy? (refer to Attachment 2)”* Based on this visioning session a series of common themes emerged. These themes paint the vision for living streets in Edina.

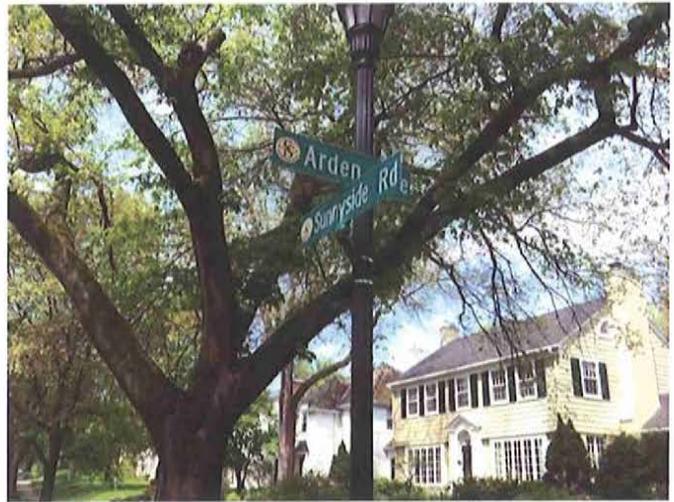


Participants envisioned Edina as a place...

... where all modes of transportation are equally accessible



... with a cohesive community identity



... where families regularly choose walking or bicycling instead of driving



... where biking and walking are not only safe and convenient, but also enjoyable



... where public policy strives to promote sustainability through balanced infrastructure investment decisions.



... where people choose physical activity for enjoyment



... where the streets are a place you want to sit.



... where environmental stewardship and reduced energy consumption are pursued in the public and private sectors alike.



Based on the themes described above, the Edina Living Streets Committee developed the following draft vision statement for stakeholder consideration.

Draft Edina Living Streets Vision Statement

Living Streets balance the needs of motorists, pedestrians, bicyclists, and transit riders in ways that promote safety and convenience, enhance community identity, create economic vitality, improve environmental sustainability, and provide meaningful opportunities for active living and better health.

The purpose of this draft statement is to facilitate discussion in order to move the City toward an approved Edina Living Streets Vision. This vision statement should be continually updated and refined as the living streets study process moves forward.

Living Streets Goals

In order to develop a policy which moves the city toward its vision for living streets, it is important to clearly articulate the goals and priorities of the living streets program. Goals should answer the question “*what will living streets look like?*”, stating the broad, overriding outcomes the city wants to achieve. Typical goals for implementing living streets are listed below:¹

- Serve the land uses that are adjacent to the street; mobility is a means, not an end
- Encourage people to travel by walking, bicycling, and transit, and to drive less
- Provide transportation options for people of all ages, physical abilities, and income levels
- Enhance the safety and security of streets, from both a traffic and personal perspective
- Improve peoples' health
- Create livable neighborhoods
- Reduce the total amount of paved area
- Reduce stormwater runoff and capture/treat pollutants for improved watershed health
- Maximize infiltration and reuse of stormwater
- Reduce greenhouse gas emissions and other air pollution
- Reduce energy consumption
- Promote the economic well-being of both businesses and residents
- Increase civic space and encourage human interaction
- Maintain and improve the urban forest

With these goals presented as a basis, participants of the Edina Living Streets Workshop developed the following priorities for living streets in Edina:

Living Street Priorities

- Safe and enjoyable access to all modes for all users and all abilities
- Streets will vary in character (context sensitive)
- The transportation network will enhance neighborhoods
- Streets will incorporate green management best practices

Further, the following were identified as additional goals or attributes for the Edina Living Streets System:

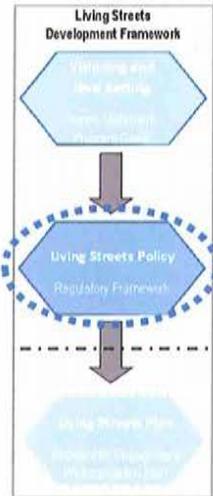
Secondary Goals

- Foster income equity
- Pedestrian-oriented design
- Connect people, not just places

¹ Los Angeles County. Model Design Manual for Living Streets. 2011.

- Foster active lifestyles
- Be inviting
- Support commerce
- Be sustainable

Living Streets Policy Development



The intent of a living streets policy is to provide policy direction in support of implementing the city's living street vision and goals. A living streets policy should answer the question "*how will we achieve living streets?*" It should be broad enough to cover all aspects of the transportation system and should contain sufficient detail to guide the design process in support of living streets principles. The policy should not prescribe how to design every segment of every street; rather, it should clearly define what the city wants to accomplish with its streets and refer to specific design guidance developed as part of the planning process (i.e., modal balance, prioritization, checklists, design templates, etc.).

Los Angeles County has developed a living streets policy model based on the 10 policy elements for complete streets established by the *National Complete Streets Coalition*, updated to incorporate living streets principles.¹ Any agency may adopt all or part of the Los Angeles model as is, or modify the model based on community goals, provided the Los Angeles County Design Manual is acknowledged and credited as appropriate.

The following is a draft Edina Living Streets Policy framework, which was developed using the Los Angeles County model described above as a template, and updated to reflect the values of Edina. This framework includes a range of policy elements and statements intended to provide comprehensive policy level support for living streets. The policy is intended to provide a regulatory framework for living streets and not a plan for implementation.

The draft policy framework should be reviewed and refined by the Edina Living Streets Committee throughout the living streets process, based on comprehensive stakeholder engagement and continuous public outreach. Once the Edina Living Streets Policy has been finalized, the Living Streets Committee should present the policy to the full Edina Transportation Committee for final approval and recommendation to the City Council. Once a final policy is drafted and approved, the policy can be enacted by the City through a living streets ordinance or resolution enacting the policy.

Draft Edina Living Streets Policy

Vision Statement – Why?

Living Streets balance the needs of motorists, pedestrians, bicyclists, and transit riders in ways that promote safety and convenience, enhance community identity, create economic vitality, improve environmental sustainability, and provide meaningful opportunities for active living and better health.

Goals (based on Edina Living Streets Workshop – March 2012) – What?

The goal of the Edina Living Streets Policy is to ensure the following:

- Safe and enjoyable access to all modes for all users and all abilities
- Streets will vary in character (context sensitive)
- The transportation network will enhance neighborhoods
- Streets will incorporate green management best practices

Policy Elements (guided by Los Angeles Co. model) – How?

Living Street Element *Policy Statements*

Vision The City will develop policies and practices that cause its transportation system to be designed in accordance with the Living Streets Vision and Goals described above.

All Users and All Modes The City will incorporate the full range of appropriate living streets elements in accordance with its Living Streets Policy and Plan when planning for and designing the local transportation network and in regulatory approvals for private developments, such as conditional uses and PUD.

The City will plan, design, and build high quality transportation facilities that prioritize the needs of the most vulnerable users (pedestrians, cyclists, children, elderly, and disabled) while enhancing safety and convenience for all users, and providing access and mobility for all modes.

Connectivity The City will strive to enhance community cohesion by connecting places. This will include design, operation, and maintenance of a transportation system that provides a highly connected network of streets, paths, and trails. The street network will accommodate all modes of travel.

The City will seek opportunities to overcome barriers to active transportation. This includes preserving and repurposing existing rights-of-way, and to adding new rights-of-way to enhance connectivity for pedestrians, bicyclists, and transit.

The City will prioritize non-motorized connectivity improvements to services, schools, parks, civic uses, regional connections, and commercial uses.

The City will require large, new developments to provide interconnected street networks with small blocks that connect to existing or planned streets on the perimeter of the development.

Jurisdiction The City will seek to implement living streets on all streets within Edina. The roadway network in Edina generally comprises state, county, and local routes. Policies and legislation supporting living streets implementation on state and county routes are in place.

The State of Minnesota has passed legislation in support of complete streets on state routes and MnDOT is in the process of developing a Complete Streets Policy. Hennepin County has enacted a policy supporting complete streets implementation on County routes. While there are differences, Edina's living streets vision and the state and county complete streets efforts are complementary.

The Edina Living Streets Policy applies to all roads within the City's jurisdiction (local, collector, and arterial).

The City will require all developers to obtain and comply with the standards and procedures of the Edina Living Streets Policy and Plan.

The City will actively seek to coordinate its Living Streets Policy and Plan with partner agencies, in order to influence decisions on roads outside of its jurisdiction (i.e., MnDOT and Hennepin County). This will include providing a copy of the Edina Living Streets Policy to partner agencies, and seeking their input throughout the Living Streets Plan development process. At a minimum, this outreach to partner agencies will include MnDOT, Hennepin County, the Metropolitan Council, and the Minnehaha Creek and Nine Mile Creek Watershed Districts.

Phases

As living streets may be achieved through single projects or incrementally through a series of smaller improvements or maintenance activities over time, the City will apply the living streets policy document to all roadway projects including those involving operations, maintenance, new construction, reconstruction, retrofits, repaving, rehabilitation, or changes in the allocation of pavement space on an existing roadway. This also includes privately built roads intended for public use.

Projects will include consideration of the logical termini by mode. For example, the logical termini for a bike lane or sidewalk may extend beyond the traditional limits of a roadway construction project, in order to ensure multimodal connectivity and continuity.

The City will draw on all sources of transportation funding to implement living streets and actively pursue new funding sources as available.

Exceptions

Living streets implementation will be a required component of ALL street construction, reconstruction, repaving, rehabilitation, and maintenance projects.

Exceptions to the guidelines set forth in the Edina Living Streets policy may be made, based on professional judgment.

The City will develop an Living Streets exception request process to set the conditions by which a project could be exempted from part of all of the Edina Living Streets Policy

Design

The City will adopt new living streets design guidelines and procedures to guide the planning, funding, design, construction, operation, and maintenance of new and modified streets while remaining flexible to the unique circumstances of different streets where sound engineering and planning judgment will produce context-sensitive designs. The City will undertake a planning effort to define this process.

The City will incorporate living street design principles of into all city plans, manuals, rules, regulations, and programs as appropriate, in accordance with the Living Streets Policy and Plan. As new and better practices evolve, these will be incorporate those as well.

The City will provide well-designed pedestrian accommodations in the form

of sidewalks or shared-use pathways on all arterial and collector streets and on local streets.

The City will provide frequent, convenient and safe street crossings. These may be at intersections designed to be pedestrian friendly, or at mid-block locations where needed and appropriate.

The City will provide bicycle accommodations along all avenues, boulevards, and connector streets.

The City will keep street pavement widths to the minimum necessary.

The City will allocate right-of-way for boulevards, plant trees, and treat stormwater associated with right-of-way harcover, including trails, transit, and pedestrian facilities as well as streets, whenever a street is constructed, reconstructed, or relocated where physical conditions warrant.

The City will prioritize right-of-way space allocation for access and mobility (all modes) improvements and include on-street residential parking only when it is not in conflict with access and mobility (all modes) and achieving other living streets goals, such as managing stormwater runoff.

Context Sensitivity

The City will seek input from local stakeholders when designing their streets with full input from local stakeholders.

Street design will enhance the character of neighborhoods and be in keeping with existing land uses.

When designing streets, the City will be mindful of preserving and protecting natural features, such as waterways, trees, slopes, and ravines.

The City will design their streets with a strong sense of place. They will use architecture, landscaping, streetscaping, public art, signage, etc. to reflect the community, neighborhood, history, and natural setting.

The City will coordinate with merchants along commercial corridors to develop vibrant retail districts.

The City will inventory building and zoning codes to bring into agreement with Living Streets principals and minimum design guidelines as established by the Living Streets Policy and Plan.

The City will develop a Living Streets Plan which includes a palette of design templates for street types and minimum design guidelines, from which developers can choose.

Implementation

The City will develop, adopt, and apply a Living Streets Plan for the implementation of living streets in Edina. At a minimum, the plan should include the development of street typologies based functional classification, multimodal traffic volumes, and land use, which are correlated to a design

"toolbox."

The City will incorporate living streets concepts into the next circulation element of their general plans (i.e., Comprehensive Plan, Bicycle Plan, Safe Routes to School Plan, etc.).

The City will update its storm management plan to include living streets principles which aim to capture streetwater runoff on site.

The City will create an urban forest management plan to protect and expand the existing urban tree canopy.

The City will review, modify, update, and delete out-dated policies included but not limited to the Assessment Policy and the City Code.

The City will prioritize CIP-prioritize by mode; based on the Living Streets Policy and addressing safety, access, and convenience.

The City will actively engage stakeholders in the street planning and design process, including property owners, residents, and other users of the transportation system. At a minimum, engagement efforts will entail extensive education campaigns, design input, public meetings, and other forms of on-going communication.

The City will actively seek out and pursue funding and grant opportunities to implement the Living Streets Policy and Plan.

Operations

The City will update right-of-way maintenance standards and practices to support living streets. As an example, on-street bicycle lanes may require more upkeep (i.e., cleaning/debris removal, striping, etc.).

The City will update its traffic enforcement practices to support living streets, such as citations for speed limit violations.

Every city agency, including public works, planning, maintenance, and others will follow the Edina Living Streets Policy and will conduct ongoing coordination in support of living streets operations.

The City will conduct on-going public engagement in order to provide public education on safe and efficient street operations and multimodal considerations. This could include a page on the city website and a living streets component at regularly scheduled public meetings and open houses.

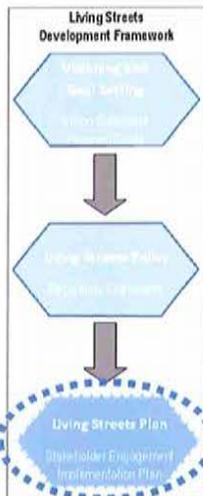
5.0 Next Steps

The purpose of the living streets vision and goals, and policy framework presented herein is to facilitate stakeholder dialog in an effort to move toward the development and adoption of an Edina Living Streets Policy and a Living Streets Plan. The Living Streets Policy will provide the regulatory framework for living streets and the Living Streets Plan will provide the details needed for implementation, such as prioritization of projects by mode, an implementation process, and design guidelines and templates.

Living Streets Policy

The next step in this process is the continued refinement of the Living Streets Policy Framework based on stakeholder engagement efforts. The purpose of the next stakeholder engagement efforts should be to present and seek input on the Living Street Vision and Goals and Policy Framework, in order to build stakeholder support for the Living Streets Policy. The policy should be a living document (i.e., continuously revised, modified, and updated), which clearly articulates and supports the city's vision and goals for living streets in Edina.

Living Streets Plan



Presented above are a draft living streets vision and a policy template, which represent the first two steps in the living streets development framework. The third step includes the development of a detailed plan for implementation of Living Streets in Edina. After completion of a Living Streets Policy, the city should consider undertaking a planning process which includes stakeholder involvement, identification of priority streets, and areas (neighborhoods/districts) for the implementation of living streets policies. The plan should also include the development of an implementation process which includes design guidance. The implementation process should not prescribe how to design every segment of every street; rather, after clearly defining what a community wants to accomplish with its streets, designers can apply this framework along with the specific guidance developed as part of the planning process (i.e., modal balance, prioritization, checklists, etc.), to meet the community's goals.

At a minimum, the plan should include the development of street typologies based functional classification, multimodal traffic volumes, and land use, which are correlated to a design "toolbox." This could include an implementation process or check-list which is followed when a street project is initiated. The process would identify the functional classification and traffic volumes, such as:

- Low volume local – under 300 vehicles per day (vpd)
- Local – 300-1000 vpd
- Higher volume Local – over 1000 vpd
- Minor collector – under 3000 vpd
- Collector – 3000-6000 vpd
- Major collector – over 6000 vpd

The process would also include considerations for land use and other relevant issues, such as:

- Business segment – that part of a street adjacent to and within a set distance from a business district
- School segment – that part of a street adjacent to and within a set distance from a public or private K-12 school or public community center
- Park segment – that part of a street adjacent to and within a set distance from a public park or regional trail

- Flagged – streets or segments of streets for which a problem has been identified, such as speeding.

As an example, a project on Elm Street might have the following considerations:

Elm Street has 1300 vpd. The segment of Elm between 42nd Street and 44th Street is adjacent to the school. The school segment runs from 41st Street to 45th Street. A speeding issue has been noted on the 3900 block.

Classification: Higher volume local with school segment, flagged for speeding and volume.

This process would allow streets to be classified and correlated to an appropriate set of design tools, given the context of the street. Two example design Templates are included as Attachment 3.

Attachment 1: Living Streets Background Document

LIVING STREETS

Background

Complete Streets typically refers to street design that provides for multiple modes of transportation (auto, mass transit, pedestrian, bike). *Green Streets* typically refers to street design that reduces environmental impacts by reducing impervious surface, managing stormwater, and providing shade.

Living Streets refers to streets that are not only Complete and Green but also designed to improve active living, community identity, and social connections. Cities such as Denver, Los Angeles and Tucson have Living Streets initiatives. In the Twin Cities, the Ramsey-Washington Metro Watershed District and North St. Paul have developed and are implementing a new Living Streets Plan. The City of Maplewood is also pursuing a process to adopt Living Streets.

Complete Streets Legislation

The State of Minnesota passed Complete Streets legislation in 2010. The Commissioner of Transportation has committed Mn/DOT to implement a complete street vision for the trunk highway system. In January 2010 the Edina City Council adopted a resolution expressing support for a statewide Complete Streets Policy. Inasmuch as the statewide policy will not apply to local roads, cities are encouraged to adopt policies to meet their unique needs; however this is not a mandate.

According to Mn/DOT, Complete Streets does not mean "all modes on all roads"; rather, the goal of Complete Streets should be to:

- 1) Develop a balanced transportation system that integrates all modes via planning that is inclusive of each mode (i.e., transit, freight, automobile, bicycle and pedestrian); and
- 2) Include transportation users of all types, ages and abilities.

Examples of Complete Streets goals and principles listed in the report to the legislature include:

- 1) Reduce crash rates and severity of crashes;
- 2) Improve mobility and accessibility of all individuals including those with disabilities in accordance with the legal requirements of the ADA;
- 3) Encourage mode shift to non-motorized transportation and transit;
- 4) Reduce air and water pollution and reduce noise impacts;
- 5) Increase transportation network connectivity;
- 6) Maximize the efficient use of existing facilities;
- 7) Strive for tax supported investments to provide maximum benefits to the community and all user groups;
- 8) Safely integrate intermodal connections across the transportation network; and
- 9) Promote safe and convenient access and travel for all users (pedestrians, bicyclists, transit riders) and people of all abilities as well as freight and motor vehicle drivers.

While City actions to date support the development of a Complete Streets policy for local streets, the City could go further in planning for and implementing its vision for a transportation system that also addresses environmental and active living goals and enhances community identity. The

Living Streets concept is the next step.

Minnesota Green Step City

The Minnesota Pollution Control Agency (MPCA) has launched the Minnesota Green Step Cities program. Five cities—including Edina—were selected to pilot the program. The Edina City Council asked the Energy and Environment Commission (EEC) to evaluate whether the City should apply to become a Green Step city and, if yes, which of the 28 best practices related to sustainability Edina should undertake in order to become certified. In January 2011, the EEC recommended that Edina join the Green Step Cities program and outlined the 16 best practices Edina should undertake. The City Council adopted the EEC's recommendation.

Six of the City's 16 best practices would be supported by a Living Streets Plan. These are:

- #11. Complete Streets (requires "complete streets policy" or "living streets," which is inclusive of "complete streets" concepts);
- #12. Mobility Options (walking/biking, Safe Routes to School, etc.);
- #16. Urban Forest;
- #17. Efficient Stormwater Management;
- #18. Green Infrastructure (porous pavement, swales, etc.); and
- #19. Surface Water Quality (rain gardens, etc.).

For more information on the Green Steps Cities program, please see the January 18, 2011 City Council meeting.

Edina Fit City Resolution

In July 2006 the Edina City Council adopted a resolution expressing a commitment "to providing an activity-friendly community to its residents" and authorizing "the application for The Governor's 'Fit City' Program."

The Fit City Program recognizes Minnesota cities committed to creating and maintaining an environment supportive of active living. The program requires participating cities to "adopt a resolution affirming activity-friendly commitments by City leaders and elected officials" and to "agree to advertise and display 'Fit City' designation."

The goals of the Fit City program and the City's resolution supporting an activity-friendly community provide support for a Living Streets Plan.

2008 Comprehensive Plan

The Edina City Council adopted an updated Comprehensive Plan in 2007. The Plan promotes a vision for our city that is pedestrian, bicycle and transit friendly and inclusive of all users. The following Principles from Chapter 4 provide support for a Living Streets Plan:

1. *Design public open and green linkages that bring both amenity and positive image to neighborhoods, corridors, and business precincts.*
2. *Design public streets to serve not only vehicles but also pedestrians, people with mobility disadvantages and bicycles, balancing the spatial needs of existing and future users within the right-of-way. Address both mobility and recreational needs and opportunities.*
3. *Create walkable streets that foster an active public life;*

4. *Protect and improve the urban forest, including street trees and related landscaping, in order to provide shade and shelter for pedestrians and screening for parking and service uses.*
5. *Create and promote environments that make it safe and convenient for people to integrate physical activity into their daily routines.*
6. *Recognize and integrate Edina's historic landscape features, such as its stone walls and gateways, into the design and redesign of streets, paths and pedestrian ways.*
7. *Promote a clear hierarchy of street types of distinctive and differentiated character that are defined by landscape and pedestrian amenities as well as adjacent buildings. Within larger redevelopment sites, promote a fine-grained and interconnected network of local streets and paths, encouraging pedestrian circulation and providing a choice of access points (p. 4-36. See also Guidelines of 4-37-39).*

Additional support for Living Streets can be found throughout the 2008 Comprehensive Plan. Please see the attached "Excerpts from the 2008 Comprehensive Plan" for more.

DISCUSSION

Living Streets¹

Living Streets pulls together the concepts of Complete Streets and Green Streets, and puts additional focus on quality of life aspects for city residents. Figure 1 below shows the components of Living Streets. The model balances the "green" components (environment and social factors) and the "grey" components (transportation and utilities) of the system. All too many times in the past, the "green" factors have not been highly prioritized for agencies. This mentality is starting to change in many agencies statewide.

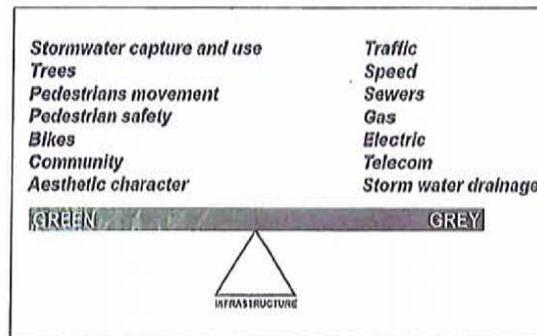


FIGURE 1 - RWMWD/BARR REPORT

A Living Streets policy should:

¹ Landscape Architect Fred Rozumalski from Barr Engineering and Ramsey-Washington Metro Watershed District (RWMWD) administrator Cliff Aichinger has championed the Living Streets concepts they developed for North St. Paul. The RWMWD administrator has stated that the North Saint Paul Living Streets policy is in the public domain and can be used as a template for others with credit giving for photos. To read the complete policy, please see http://www.ci.north-saint-paul.mn.us/index.asp?Type=B_BASIC&SEC=%7B13DF596B-ED60-4D35-B13A-6EE928B643AB%7D.

- 1) Improve stormwater quality through reducing the impervious footprint of streets, meeting or exceeding city and watershed rules through best management practices (BMP) such as rain gardens and swales.
- 2) Implement traffic calming measures through the use of techniques best suited for site conditions.
- 3) Improve biking and walking conditions along natural connector routes and collector streets through designation of bike lanes, sidewalks, or multi-purpose trails.
- 4) Create boulevard tree standards that provide environmental benefits (stormwater management, shade to reduce heating and cooling costs, filtering air pollutants, reduce urban heat island effect), enhance quality of life, and are practical and affordable.

As seen in Figure 2, a street section of 22' can accommodate parking on one side of the street with two cars passing one another on a residential street. A 22' street section with parking on one side can also accommodate larger vehicles but there may be some yielding when vehicles must pass one another near a parked vehicle. Narrowed streets could reduce costs and also provide room for sidewalk on one side that is no closer than the previous street edge once was located.

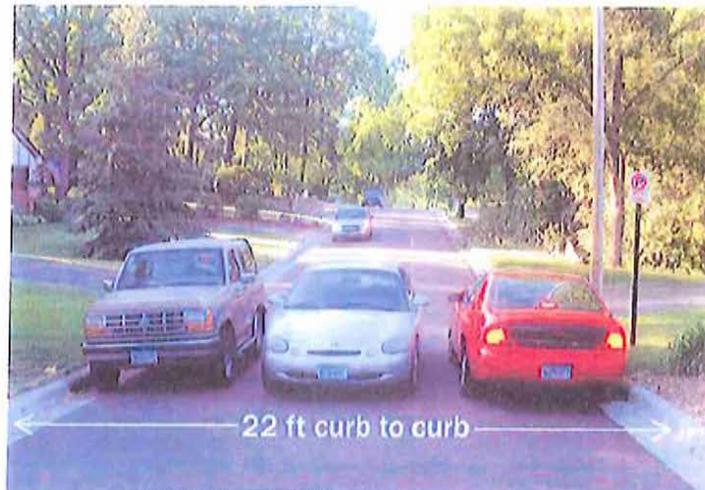


FIGURE 2 - RWMWD/BARR REPORT

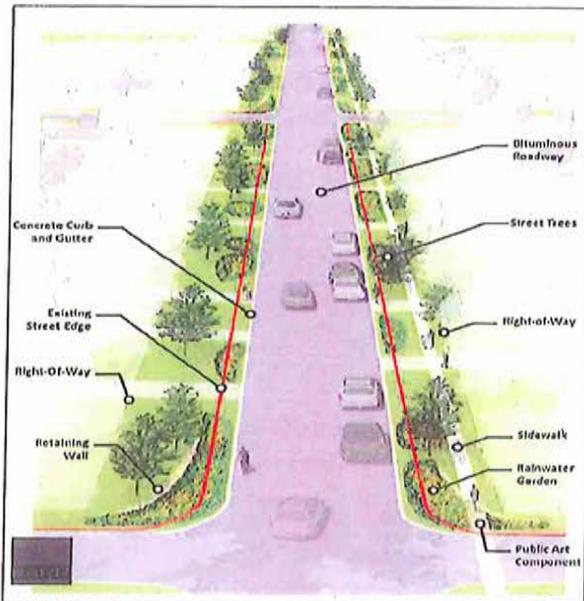


FIGURE 3 – RESIDENTIAL STREET - RWMWD/BARR REPORT

Active Living Opportunities – Providing a designated system of sidewalks, trails, and bike lanes increases the likelihood for walking and biking. Figure 4 depicts a typical layout of a collector street with biking and pedestrian facilities which could be standardized through ordinance language.

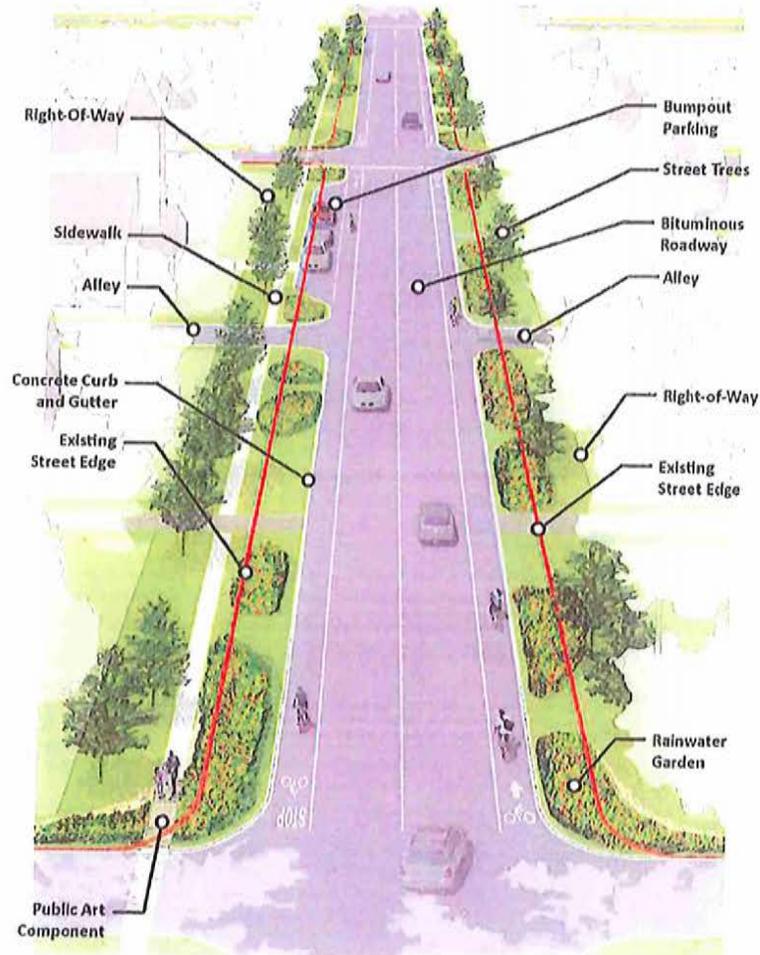


FIGURE 4 – COLLECTOR STREET - RWMWD/BARR REPORT

RECOMMENDATION

That the ETC discuss a Living Street Policy/Plan and develop a framework for working collaboratively with staff, other boards and commissions, and the City Council, with the intent to ultimately recommend a Living Street Policy/Plan to be implemented as the new vision for neighborhoods and collector streets in Edina. This Living Street Policy/Plan is important considering the large capital investment that will be occurring throughout the city to local neighborhoods over the next decade and beyond.

Attachments:

- 1) Sample Resolution
- 2) Excerpts from 2008 Comprehensive Plan

**DRAFT RESOLUTION
DECLARING SUPPORT FOR ESTABLISHING A LIVING STREETS POLICY
FOR THE CITY OF EDINA, MINNESOTA**

WHEREAS, the Living Streets concept is designed to assure safety and accessibility for all the users of our roads, trails and transit systems, including pedestrians, bicyclists, transit riders, motorists, commercial and emergency vehicles, and for people of all ages and of all abilities; and

WHEREAS, Living Streets reduce congestion by providing safe travel choices that encourage non-motorized transportation options, increasing the overall capacity of the transportation network; and

WHEREAS, Living Streets will help the City of Edina reduce greenhouse gas emissions as more people choose an alternative to the single occupant vehicle; and Living Streets is consistent with the US Mayors Climate Protection Agreement and the City's participation in the Green Steps Cities program; and

WHEREAS, Living Streets support economic growth and community stability by providing accessible and efficient connections between home, school, work, recreation and retail destinations by improving the pedestrian and vehicular environments throughout communities; and

WHEREAS, Living Streets enhance safe walking and bicycling options for school age children, in recognition of the objectives of the national Safe Routes to School program; and

WHEREAS, Living Streets provide environmental and social benefits including but not limited to:

- 1) Improving stormwater quality
- 2) Providing traffic calming measures
- 3) Enhancing community feel
- 4) Promoting active living
- 5) Improving biking and walking conditions
- 6) Protecting and enhancing the urban forest

THEREFORE, BE IT RESOLVED, that in order to develop and maintain a safe, efficient, balanced and environmentally sound city transportation system for people of all ages and abilities, transportation and development projects shall incorporate a philosophy that expands transportation choices and further incorporates the Living Streets theme and key concepts listed above; and

BE IT FURTHER RESOLVED, the ETC in collaboration with staff shall prepare a Living Streets Policy/Plan and staff shall concurrently review city ordinances, engineering standards, policies, and guidelines in order to make recommendations ultimately to the City Council on a Living Street Policy/Plan that will reduce impacts to the environment, be practical and economical, while also meeting community and stakeholder needs consistent with Living Streets concepts.

Excerpts from 2008 Comprehensive Plan

Chapter 4: Land Use Goals—

1. Protect and preserve the essential character of existing residential neighborhoods (p. 4-21)
6. Increase mixed use development where supported by *adequate infrastructure to minimize traffic congestion, support transit, and diversity tax base* (p. 4-22)
7. *Increase pedestrian and bicycling opportunities and connections between neighborhoods, and with other communities, to improve transportation infrastructure and reduce dependence on the car* (p. 4-22)
8. Ensure that *public realm corridor design is contextual, respectful of adjacent neighborhood character supportive of adjacent commercial and/or mixed use development, promotes community identity and orientation, and creates the highest quality experience for pedestrians, cyclists, and transit users* (p. 4-22)

Land Use and Transportation Interface

There is a fundamental link between land use planning and transportation planning. The transportation system must function as a network that links a diversity of uses in a manner that promotes efficient multi-modal travel (motor vehicles, bicycle, transit and pedestrian). ... Chapter 7 of this Comprehensive Plan deals with transportation, and responds to and supports the land use and community design policies presented in this chapter. (p. 4-22)

Land Use Policies—

3. Edina has evolved to a large degree into a community defined by roads. The City's roads should continue to evolve to act as connectors, rather than as barriers. *The city will incorporate amenities and infrastructure into its public corridors to make them beautiful, efficient, multi-modal public spaces.*
5. In reviewing developing proposals, the City will examine how land use and transportation are integrated to *ensure that new development and redevelopment expands non-motorized travel options.*
6. The City will maintain the current open space and wetlands acreage and seek to expand it whenever possible.
8. The City will grow and develop in a sustainable manner that will *protect its high quality natural environment, promote energy efficiency and conservation of natural resources, and minimize the impacts of buildings on the environment over the lifetime of each building.* (p. 4-34)

Staging Development: Small Area Plans—

These Small Area Plans may include planning principles such as:

- 1) Area or neighborhood land use pattern and design that *encourages walking and transit use*
- 2) *High degree of connectivity to existing and new public (and active private) spaces to encourage physical activity, social interaction, and optimal land use*
- 3) *Smaller parking footprints*
- 4) *Reduction in impervious surfaces and associated storm water runoff* (p. 4-35).

Citywide Movement Patterns and Public Spaces—

Principles:

8. *Design public open and green linkages that bring both amenity and positive image to neighborhoods, corridors, and business precincts.*
9. *Design public streets to serve not only vehicles but also pedestrians, people with mobility disadvantages and bicycles, balancing the spatial needs of existing and future users within the right-of-way. Address both mobility and recreational needs and opportunities.*
10. *Create walkable streets that foster an active public life;*
11. *Protect and improve the urban forest, including street trees and related landscaping, in order to provide shade and shelter for pedestrians and screening for parking and service uses.*
12. *Create and promote environments that make it safe and convenient for people to integrate physical activity into their daily routines.*

13. Recognize and integrate Edina's historic landscape features, such as its stone walls and gateways, *into the design and redesign of streets, paths and pedestrian ways.*
14. Promote a clear hierarchy of street types of distinctive and differentiated character that *are defined by landscape and pedestrian amenities* as well as adjacent buildings. Within larger redevelopment sites, promote a fine-grained and *interconnected network of local streets and paths, encouraging pedestrian circulation* and providing a choice of access points (p. 4-36. See also Guidelines of 4-37-39).

Guidelines: Medium- and High-Density Design (All Uses)—

A Pedestrian-Friendly Environment: Improving the auto-oriented design pattern discussed above under "Issues" *will call for guidelines that change the relationship between parking, pedestrian movement and building placement.*

Landscaping: *Provide visual screening and privacy to buffer cars from people, provide visual relief and allow stormwater infiltration in parking lots.* Permeable hardscape, where appropriate, is preferred over blacktop or traditional paving.

Parking: *Evaluate current parking standards in order to encourage shared parking and minimize the visual impact of surface parking.*

- Design surface parking to maximize stormwater infiltration and allow for groundwater recharge, using infiltration swales, pervious pavement or similar techniques
- Where vehicle parking requirements exist, implement minimum bicycle parking standards as well (p. 4-45).

Movement Patterns:

- *Provide sidewalks along primary streets and connections to adjacent neighborhoods along secondary streets or walkways.*
- *Limit driveway access from primary streets while encouraging access from secondary streets.*
- *Encourage enhanced transit stops, including shelters, shade and seating where feasible.*
- *Provide pedestrian amenities, such as wide sidewalks, street trees, pedestrian-scale lighting, and street furnishings (benches, trash receptacles, etc) (p. 4-47).*

Implementation—

Provision for urban forest protection and improvement consistent with Plan guidance for creating a pleasant pedestrian environment, screening parking areas, providing the benefits of landscaping, and restoring environmental processes that a tree canopy provides the biological community. These provisions may include a tree preservation ordinance. Other measures may also be considered to ensure appropriate tree replacement and management of our urban forest (4-56).

Chapter 7: Transportation

Goals and Policies: Transportation—

Goals:

1. *Maintain and enhance mobility for residents and businesses through creation and maintenance of a balanced system of transportation alternatives.*
2. *Implement a fully multi-modal transportation system that supports the land use vision and future land use plan for managing and shaping future growth.*
3. *Minimize the impacts of the transportation system on Edina's environment and neighborhood quality of life.*
4. *Reduce the overall dependence on the use of single-occupant vehicles by promoting land use patterns that allow for shorter vehicular trips and the use of alternative travel options.*
5. *Ensure that all Edina's residents, workers, and visitors, including those with transportation disadvantages, have viable travel options.*
6. *Promote a travel demand management program through a coordinated program of regulations, marketing, and provisions of alternative travel options.*

7. *Provide multiple travel options for transit users, pedestrians, bicyclists, and rideshare users, as well as for drivers of private automobiles.*
8. *Support attractive and high performance transit service connections.*
9. *Manage parking provision to encourage joint and shared use of facilities, ride-sharing (car pools and van pools), bicycle parking, and increased transit use (p. 7-38-39).*

Policies

Roadway Design:

5. *Design/enhance collector and arterial roadways to minimize through traffic on local streets in the functional classification system, and to be compatible with other transportation modes including transit, bicycle and pedestrian.*
6. *Use adequate transitions and buffers including, but not limited to, earth berms, walls, landscaping and distance to mitigate the undesirable impact of high volume roadways.*
8. *Encourage beautification of local roadways, where appropriate, with amenities such as boulevard streets, decorative street lighting, and monuments.*
9. *Monitor and address transportation requirements associated with demographic trends, such as an aging population (p. 7-39-40).*

Parking:

2. *Continue to limit on-street parking in and near congested commercial areas.*

Pedestrian/Bicycle:

1. *Provide accessibility to pedestrians and bicycles at major activity centers, including necessary storage facilities.*
2. *Create pedestrian and bicycle interconnections among major generators, with continuity across major roadways and other barriers.*
3. *Review and recommend construction of pedestrian and bike paths throughout Edina cooperatively with the Three Rivers Park District and Hennepin County.*
4. *Promote safe walking, bicycling and driving. Promote vehicle drivers respect for bicycles and pedestrians along with bicyclists and pedestrian observation of signs and use of designed paths for travel.*
5. *Support inclusion of pedestrian and bicycle access planning when upgrading roadways, bridges and redevelopment projects.*
6. *Provide sidewalks and safe crossings for areas of potential pedestrian/vehicle conflicts, including high-traffic streets, commercial areas, areas with transit access, and in high-density residential locations.*
7. *Provide appropriate signage in areas of potential conflict between pedestrians and automobile traffic.*
8. *Separate pedestrian traffic from bicycle traffic to ensure desired safety conditions. When a bicycle facility is provided, considerations should also be given to providing a corresponding pedestrian way where possible. This could be as a separate facility or through striping.*
9. *Support recommendations of the Comprehensive Bicycle Transportation Plan for implementation (7-43-44)*

Comprehensive Bicycle Transportation Plan—

Vision:

The guiding vision for this document is to support the gradual transportation of the City of Edina into a “progressive bicycle-friendly community where citizens can easily integrate cycling into their daily lives” (p. 8).

Guiding Principles

The following goals and principles guide the recommendations included in this Plan:

Improving Safety: proactively addressing existing hazardous conditions, assigning dedicated road space to cyclists, and alerting motorists of their presence will help improve safety and convenience for all users of Edina's streets and sidewalks.

Connecting to Local and Regional Destinations: Providing safe and convenient connections to destinations in Edina and neighboring communities will increase bicycle use and help lower demand on Edina's overall automobile transportation system. Connecting to the growing network of regional trails will expand the number of potential destinations available to Edina citizens and provide increased access to our region's recreational and transportation assets.

Safe Routes for All: Bicycling can serve the mobility needs of people over a wide range of ages and abilities. Providing a network of safe and comfortable bicycle routes to schools and parks will be an important builder of healthy life-long habits of active living and independence for children, seniors and other adults.

Bicycling As A Base For Community Health: A safe and inviting bicycle transportation network will help improve community health by increasing opportunities for active transportation and active living for all of Edina's citizens.

Bicycling As A Useful Transportation Option In Edina: A high quality bicycle network will make it easy and convenient for people in Edina to choose cycling as a way to meet at least some of their transportation and mobility needs. A network of safe, convenient and easily accessible routes will expand and use of the bicycling as a useful transportation option in Edina (p. 8-9).

Chapter 9: Parks, Open Space, and Natural Resources

Natural Resources Conservation and Management

Goals:

4. *Conserve, and replace as necessary, Edina's urban forest to ensure the long-term vitality and viability of this integral part of Edina's overall identity and attractiveness (9-21)*

Policies:

5. *Create a program for maintaining trees throughout the City, and replacing them as necessary (p. 9-22).*

Walking and Biking Trails Pathways Plan

Policies:

2. *Continue to work with the Bike Edina Taskforce and Public Works staff to implement the new bike pathway master plan for the City of Edina. The objective is to identify the best routes for connecting existing and future internal park trail systems, as well as to identify the most appropriate routes for links to regional systems, as well as to identify the most appropriate routes for links to regional trails that will connect to neighboring community trails (p. 9-26).*

Chapter 10: Energy and Environment

Goals and Policies—Air

4. *Encourage property owners to plant trees along roadways where possible to help reduce traffic noise and absorb carbon dioxide*

Chapter 11: Community Services and Facilities

Environmental Health/Public Health

Goals and Policies:

1. *Ensure an Effective Local Government Public Health System.*

- Inform, educate and empower people about health issues
 - Mobilize community partnerships and action to identify and solve health problems
 - *Develop policies and plans that support individual and community health efforts*
2. Reduce Behavioral Risks that are Primary Contributors to Morbidity/Mortality.

Behavioral risks that contribute to morbidity and mortality include tobacco use, alcohol and other drug use, *physical activity/inactivity*, nutrition, and *weight management*. A strategy for reducing these behavioral risk factors is:

- *Health education and promotion of health lifestyles and healthy living.*

3. Promote Health for All Children, Adolescents, and their Families.

- Work with the Park and Recreation Department to implement the requirements of the "Fit City" program.

4. Promote Well-Being of the Elderly, Those with Disability, Disease or Chronic Illness.

- Fostering healthful behaviors such as *good nutrition, physical exercise*, medication management, obtaining flu shots, *efforts to reduce isolation and promote mental health* (p. 11-12-13).

Attachment 2: Edina Living Streets Policy Development Workshop



REGULAR TRANSPORTATION COMMISSION MEETING
REPORT/RECOMMENDATION

To: Edina Transportation Commission	Agenda Item No.: <u>VI.E.</u>
From: Wayne D. Houle, PE City Engineer	ACTION:
Date: March 15, 2012	<input type="checkbox"/> Recommendation/Motion
Subject: Living Streets Workshop Recap	<input type="checkbox"/> Discussion
	<input checked="" type="checkbox"/> Information

Info/Background:

This item was continued from the February 16, 2012 ETC Meeting.

ETC Chair and ETC Members who attended the Living Streets Workshop will provide an update of the February 15 Living Streets Workshop. Attached are workshop notes compiled by ETC Chair Janovy. Also attached are the slides from the night-before workshop.

Attachments:

- Complete Street Workshop Notes
- Complete Street Night-before Workshop Presentation

How would your community benefit from a Living Streets policy?

- Safe access to parks, local and 9-mile trail
- Good for business, improve access to non-drivers
- Safety “free range kid” environment
- Age in place
- Quality of life
- Good marketing and image
- Preserve and enhance natural assets
- Connectivity – social and physical
- Creating places to gather
- Improved access to other trails
- Safe routes to schools
- Creative community with competitive edge
- More value for assessment dollars
- Looking at street projects systematically
- Equity of options
- Interconnectiveness of trails to residents
- Multi-use landscaping; environment and beauty
- Redefining streets to include social connections
- Community building
- Increased real estate values
- Model for statewide efforts
- Creating better destinations through more trans mode access
- Healthier places and people
- Reduce transportation costs for school district, less cost for roads
- Creating neighborhood meeting places
- Decision making guidelines
- Better informed community
- Serve all users in an increasingly diverse city

Exercise: decision-making process

- What current documents are relevant to development of a living streets policy?
 - Comprehensive plan, transportation chapter
 - Ordinances
 - CIP
 - Bike plan
 - Assessment policy
 - Green step cities
 - MN DOT standards
 - Local standards
- What is the process used to make decisions now?
 - Start with a study
 - Each street has a different process
 - Notices in advance, neighborhood notices
- Trans Commission and to council
- What in this process is keeping you from creating living streets?
 - Design charettes
 - Public education campaign citywide
 - Walking tour
 - Development process preceding design
 - Vision exercise
 - Baseline policy and informing people
 - Using exceptions to guidelines
 - Identifying stakeholder

3/8/123/8/12

Edina Living Streets Policy Development Workshop Notes

1. What will be the vision behind a new Living Streets policy?

Living Streets balance the needs of motorists, pedestrians, bicyclists, and transit riders in a way that promotes safety and convenience and enhances community identity, economic vitality, and opportunities for active living, better health, and environmental sustainability.

Living Streets:

- Create space for community connections
- Encourage children to walk and bike regularly
- Makes Edina a place where friends and relatives want to visit or walk
- Are tree lined
- Make walking or biking an easy choice
- Fit with land use policy and mixed use developments
- Apply to new projects and reconstruction
- Are a place where you want to walk
- Eliminate barriers to key destinations
- Provide infrastructure that encourages walking and biking in an attractive environment
- Give people options

It was noted that the vision statement should be something that residents aspire to; it should be inspirational; and it should be visual (so people can see it).

2. Which users and modes will be included?

- All modes, all users, and all abilities
- Four priorities:
 - Safe access for all users
 - Streets will vary in character (context sensitive)
 - Transportation network will enhance neighborhoods
 - Will incorporate green management
- Additional attributes:
 - Foster income equity
 - Pedestrian-oriented design
 - Connect people, not just places
 - Foster active lifestyles
 - Be inviting places
 - Support healthy commerce
 - Be sustainable

3a. How will the policy address Living Streets needs in scoping, planning, design, construction, operations, and maintenance?

Living Streets include consideration of all elements of complete streets—all modes and users. Living Streets look to create more value for the investment. Process to include property owners/residents in the design. City provides information as a factual basis for decision making. Residents should be asked for positive identification of wants and goals, not negative "problems." Funding for Living Streets should come from shared public funds, rather than special assessments. City should pursue budget alternatives to minimize direct costs to residents.

3b. To which types of projects will the policy apply (new construction, reconstruction, resurfacing, restoration, rehabilitation, operations; retrofits, and other maintenance)?

All of the above.

4. What exceptions will the policy make, and how are the exceptions approved? Is there accountability?

- Incorporate FHWA list for exceptions
- Refer to Comp Plan and other approved documents
- Have process that includes study and analysis, staff recommendation, ETC review and City Council approval

5. How will the policy address the needs to create a network for all users? How will it encourage connectivity?

The policy will identify and then help to overcome barriers to active transportation. It was noted that the city should have a policy of not vacating transportation right of way. There was a discussion about identifying existing right of way easements that may not be obvious and considering whether these could be developed for pedestrian and/or bicycle paths.

6. Which roads would be covered by the proposed policy? How will it apply to roads under another agency's jurisdiction?

All roads within the city's jurisdiction (local and collector) will be covered. PUD will give city leverage over private roads. The city can seek to partner with other agencies to influence decisions re: roads not within the city's control.

7. Will design guidelines be specified the policy? If so, which ones? How can it address the need for design flexibility in balancing the needs of all users?

Policy should include a palette of design options for street types and should provide guidelines for minimum design.

8. How will the policy take adjoining land use/context into account?

City will inventory building and zoning codes to bring into agreement with Living

Streets principals and minimum design guidelines. Policy will include a palette of design options for street types and minimum design guidelines, from which developers can choose. Form-based zoning, which has less detail about what uses are permitted and more detail about size, shape, and features.

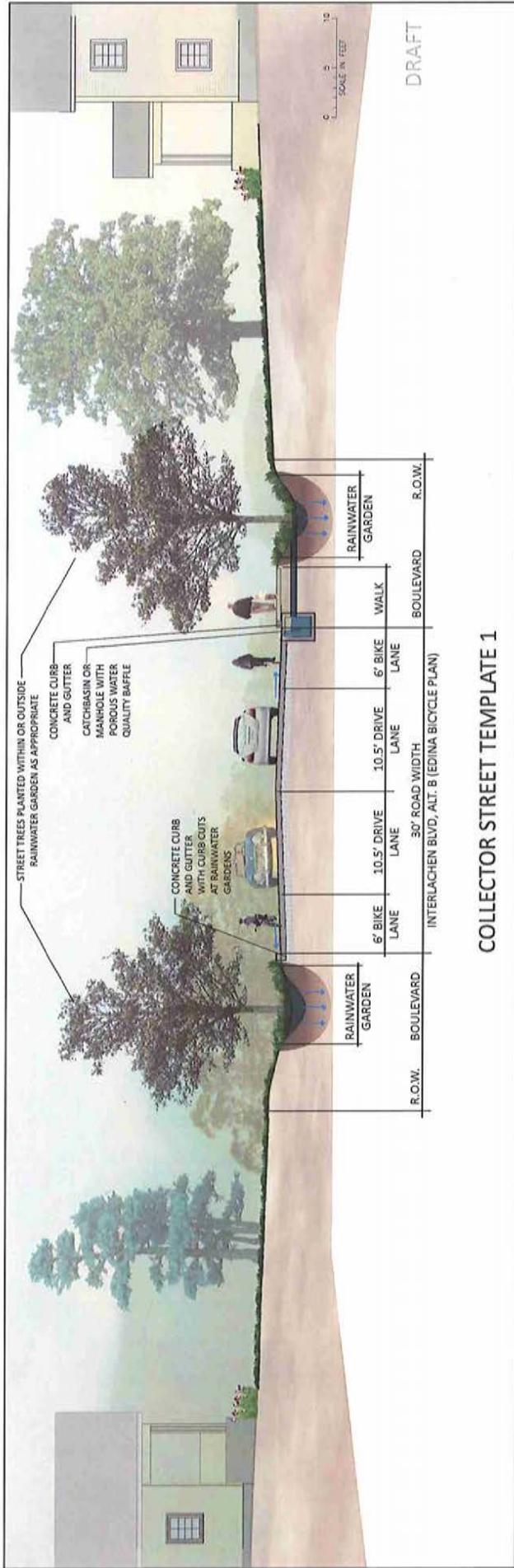
9. How will you know if the policy is working? What performance measures should be considered?

- Percent of bicycle and pedestrian network completed
- Measurement of mode shift
- Surface water management plan—reduction in impervious pavement
- Resident/community satisfaction
- Traffic volumes and speeds

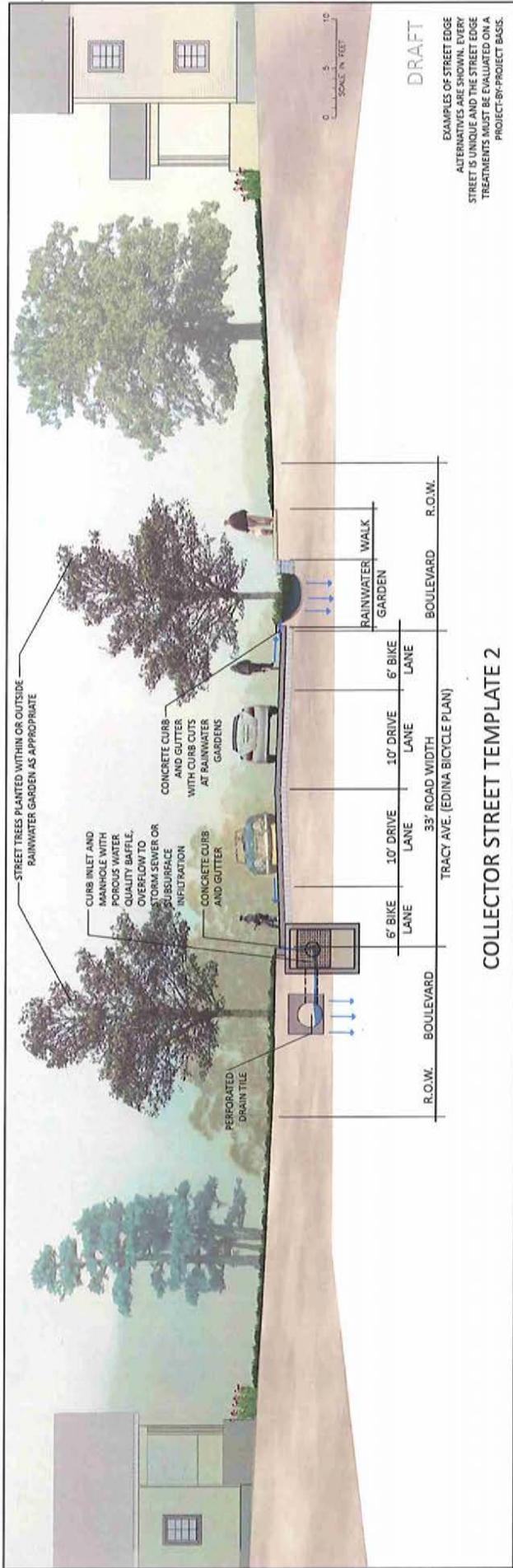
10. What implementation steps will be mentioned in the policy?

- Modify City code
- Review, modify, delete out-dated policies
- Review special assessment policy
- Educate neighborhoods—communicate
- Prioritize projects in CIP—prioritize by modes; prioritize by vulnerability (in other words, look at which users are most vulnerable and address their safety, access, convenience first)
- Develop options for design palette
- Design charrettes
- Seek out additional funding/grants

Attachment 3: Example Living Streets Implementation Templates

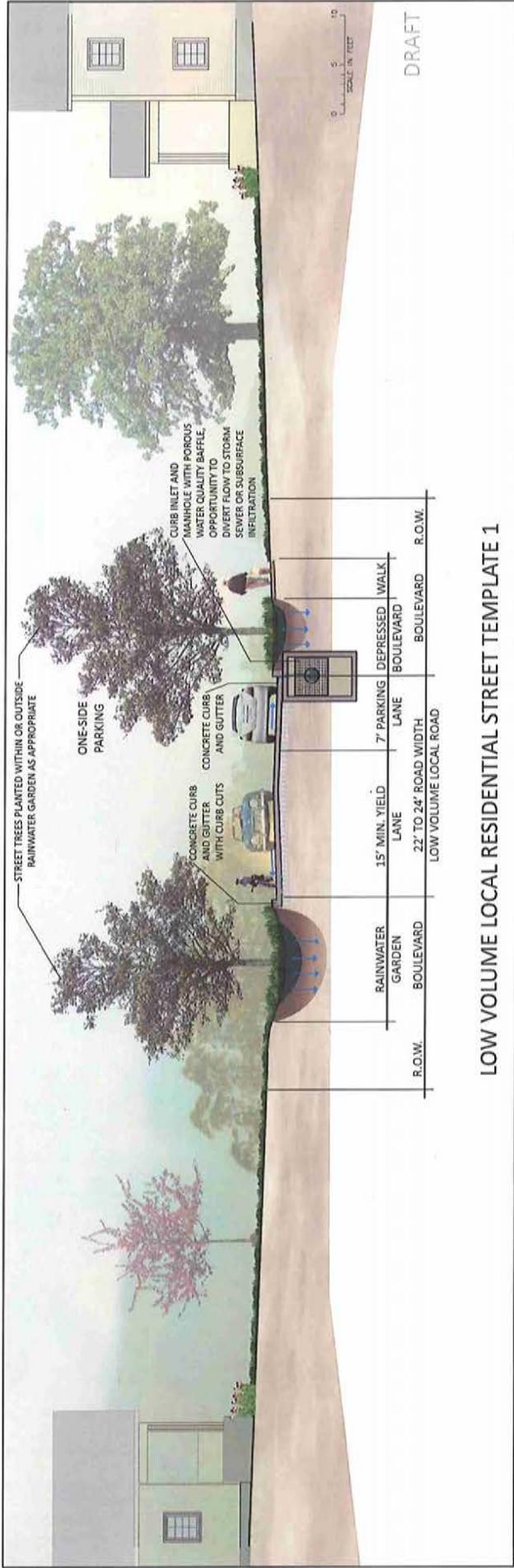


COLLECTOR STREET TEMPLATE 1

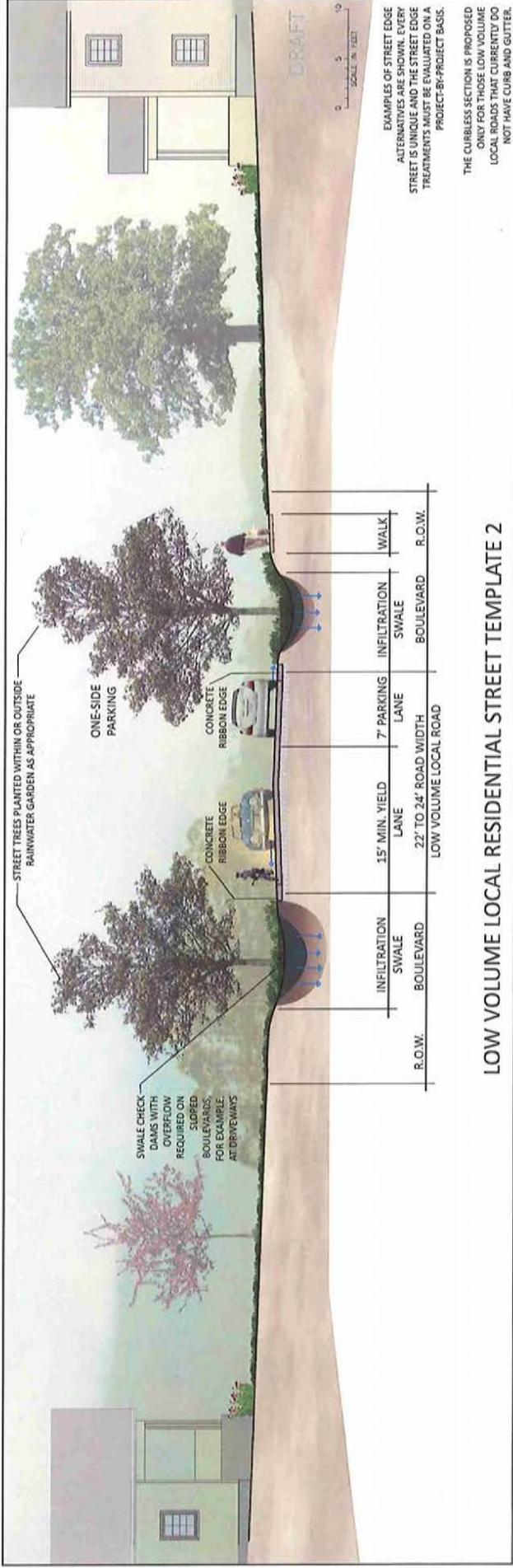


COLLECTOR STREET TEMPLATE 2

EXAMPLES OF STREET EDGE ALTERNATIVES ARE SHOWN. EVERY STREET IS UNIQUE AND THE STREET EDGE TREATMENTS MUST BE EVALUATED ON A PROJECT-BY-PROJECT BASIS.



LOW VOLUME LOCAL RESIDENTIAL STREET TEMPLATE 1



LOW VOLUME LOCAL RESIDENTIAL STREET TEMPLATE 2

Attachment 4: Proposed Edina Living Streets Planning Process



Edina Living Streets Project – Phase 2 Proposed Work Planning Process Work Plan

As part of Phase 2 of the Edina Living Streets Project, HR Green and Barr Engineering will complete a process resulting in the development of a comprehensive Living Streets Plan for the City of Edina. As described in the Edina Living Streets policy Technical Memorandum developed as part of Phase 1, our multi-tiered approach will focus on understanding the range of users, modes, routes, and destinations within the city, as well as environmental considerations such as stormwater management. Our unique stakeholder oriented process will result in the development of an implementation process which will support the City's Living Street goals.

Task 1: Project Management

The project manager will ensure the delivery of quality products on schedule and on budget, as well as foster a cooperative spirit through strong and continuous communications. Our approach to project management includes weekly staff meetings via conference call with the local project manager and/or the Living Streets Committee chair (as needed), as well as regular Project Management Team (PMT) meetings at critical decision points throughout the study process (see Task 2).

Task 2: Stakeholder Engagement

As ongoing stakeholder engagement is inherent to the success of the Edina Living Streets Plan and implementation of Living Streets in Edina, widespread and ongoing stakeholder engagement is necessary. The study will include a unique approach to public process which follows the same steps as a traditional process, but engages stakeholders differently. The stakeholder engagement process will follow three distinct phases: 1) stakeholder goal-setting, 2) stakeholder development of measures of effectiveness to meet the goals, and 3) stakeholder evaluation of project. The development of goals and measures of effectiveness (phases 1 and 2) will occur as part of the living streets planning process, while the project evaluation (phase 3) would take place as part of the implementation of individual projects and would be used to calibrate the designs to stakeholder expectations. Stakeholder meeting content and format will facilitate stakeholders through the plan development process, leading to the development of a Living Streets Plan calibrated to the unique viewpoint of each modal group and widely supported by stakeholders and users. The following list identifies the key stakeholder groups and public engagement activities proposed:

- Project Management Team (PMT) - The Edina Living Streets Committee formed as part of phase 1 of the Edina Living Streets Project will serve as the Project Management Team (PMT) for the study. The PMT will meet regularly throughout the course of the study to review analysis, guide the overall study process, review input generated by public involvement activities, evaluate deliverables, and approve the Edina Living Streets Plan findings and recommendations. It is anticipated that the PMT will meet at Edina Public Works once per month through the duration of the study.
- Technical Advisory Committee (TAC) -- The Technical Advisory Committee (TAC) will be composed of technical staff identified by the PMT. Membership is anticipated to include representatives from various City departments (i.e., public works, community development, etc.), MnDOT, Hennepin County, Three Rivers Park District, local watershed districts, as well as other agency representatives identified by the PMT. The TAC will meet three times at critical study milestones in order to provide technical input on issues and opportunities, review the study proposals and recommendations, and report back to their respective agencies.
- Neighborhood Advisory Committee (NAC) -- The Neighborhood Advisory Committee (NAC) will be composed of representatives from key community groups, including residents, local

businesses, community interests, schools, seniors, and members of the PMT. The NAC will meet three times at critical study milestones in order to advise on issues and opportunities, provide input, review the study proposals and recommendations, and report back to their respective groups. NAC meetings will be held at a central location to be determined by the PMT, such as the Edina Community Center.

- Focus Groups – Individual meetings will be held with several important public/private stakeholders, including the business community, public safety (sheriff, police, and other emergency responders), environmental agencies (parks and watershed districts), school district representatives, and utility companies. The purpose of these meetings is to directly engage the key stakeholder groups early in the study process and solicit input on study issues and opportunities.
- Edina Transportation Commission – The Edina Transportation Commission will be the policy-making body governing this study and will be responsible for consideration of study recommendations, approving study products, and implementing recommendations. The study team will conduct up to two (2) meetings with the Edina Transportation Commission, one early and one late in the study process.
- Open House Public Meetings – Two public open houses will be held early and late in the process to provide opportunities for the general public to participate in the study process.
- Project Website – A project website (hosted by the City) will be developed and updated periodically throughout the study process (three-updates) in order to inform stakeholders on upcoming public meetings, provide study updates, and advise the public on key study analyses and recommendations.

Task 3: Existing System Assessment

The intent of this task is to develop a comprehensive understanding of the existing roadway system and infrastructure within the City of Edina, in order to guide prioritization of future investments. The study team will study all relevant documents and materials including the Edina Comprehensive Bicycle Transportation Plan (2007), Edina Comprehensive Plan (2008), and the Edina Comprehensive Water Resources Management Plan Update (2009). This information will be supplemented with additional data (as available), including the following: vehicle, pedestrian, and bicycle traffic volumes; existing and proposed roadways, trails, and sidewalks; existing and proposed transit routes and boardings and alightings data; pedestrian, bicycle, and transit system plans; community comprehensive and land use plans; and local development/redevelopment plans.

This task initiates the stakeholder engagement process, including meetings with the PMT, TAC, NAC, and the general public. The information collected will be vetted and expanded through ongoing stakeholder engagement, leading to a comprehensive understanding of the existing infrastructure system by mode. This task will result in the mapping of the key corridors and the identification of existing gaps, barriers, and opportunities from multiple modal perspectives. As an example, from a pedestrian perspective the creation of an enhanced pedestrian corridor along France Avenue between the 70th Street and 66th Street would provide an opportunity to overcome the barrier created by France Avenue and the cross streets within the area. From a bicyclist perspective on the same corridor, there is a need to provide enhanced connections to the wider city and regional bicycle networks, such as the Edina Promenade and the proposed regional trail along 76th Street. From a modal perspective, project termini will vary (i.e., four blocks for a sidewalk and 0.5 miles for the bike trail).

Task 4: Identification of Street Typologies

The Living Streets Plan must seek to balance the need to move traffic, encourage non-motorized transportation, accommodate differences in neighborhood character, support land use type (residential, commercial, industrial), capture and treat stormwater, expand the urban forest. To balance these

sometimes competing objectives It is important to understand the characteristics of the Edina street system. The information developed in Task 3 will be used to identify a range of street typologies within the city, based on common characteristics (i.e., traffic volumes, importance to the pedestrian and bicycle networks, land use, etc.). These street typologies will include categories for both roadway segment and intersection treatments. This process will expand upon the existing functional classification of the city's streets based on land use and context (i.e., commercial areas, schools, parks, etc.). The resulting street typologies will be used to guide the design of improvements.

Task 5: Design Guidance

The Edina Living Streets Plan will include a range of design guidelines and tools correlated to the Street Typologies described in Task 4. This task will include the development of a toolbox of best practices for pedestrian/bicycle facility improvements, stormwater management techniques, and active living practices, as well as illustrative design templates for the most common street typologies (assumes up to 12 templates). This design guidance will be used to inform the project evaluation process (see Task 6) and is intended to supplement and guide standing practices related to City of Edina streets.

The living streets toolbox and templates are intended to provide design guidance and should be implemented in a flexible manner with specific design elements developed on a project-by-project basis. The goal of this design guidance is to encourage non-motorized transportation, achieve impervious surface reduction and stormwater treatment in the right-of-way, and to create less resource consumptive streets that serve the people of Edina.

Task 6: Project Evaluation Process

The Edina Living Streets Vision sets the stage for a holistic re-invention of the City's street system. In order to implement this vision, the appropriate modal balance and functionality of each street must be evaluated prior to design of the project. In order to facilitate this understanding, the Edina Living Streets Plan will establish a unique project evaluation process. Using the street typologies (Task 4) and design guidance (Task 5) as a starting point, a process to evaluate the context, modal balance, and functionality of each project will be developed.

This checklist style approach generally begins with defining the real problem (i.e., problem statement) being addressed in a given project and understanding the varying characteristics of the project area in terms of roadway segments and intersections. Targeted technical analysis is completed to build this understanding. Included are traditional traffic analyses such as highway level of service (LOS) and safety evaluation, as well as an additional level of analyses to define modal priorities such as multimodal LOS calculations, off-peak analysis, multimodal safety review, and modal travel shed delineation.

A functional analysis is then completed to understand modal priorities and site specific issues such as land use and environmental considerations. This evaluation will allow the project to be calibrated to the unique context of a given location, rather than simply applying traditional design standards. As an example, both France Avenue and Vernon Avenue are functionally classified as A-Minor Arterial routes. As France Avenue provides vehicle access to region retail and job centers, its modal priorities would be very different than Vernon Avenue which serves neighborhood commercial and single family residential uses. Determining the appropriate modal emphasis will allow a project to be designed with the appropriate range of users in mind.

A check list of other contextual considerations will be developed to further refine the project problem statement. Considerations such as jurisdiction, land use, overlapping initiatives (i.e., is the project identified in the Bike or Safe Routes to School Plan?), and stormwater concerns should also be explored in an effort to identify project synergies or "win-win" situations.

This process will culminate in the selection of design elements based on common street typologies (Task 4) and design guidance (Task 5), but also calibrated to the individual project site based on stakeholder expectations, jurisdictional requirements, modal balance, and the functionality. This task will result in the development of a work flow process and a series of checklists to guide project implementation.

Task 7: Final Report

By starting with the end product in mind, the project team will shape the final report throughout the study process. The final report is anticipated to include the following elements:

- Introduction and background
- Existing systems inventory
- Street typologies
- Design guidance
- Project evaluation
- Identification and prioritization of projects