In response to the 2008 legislative initiative to have multiple agencies study the benefits, feasibility, and cost of adopting a Complete Streets Policy applicable to plans to construct, reconstruct and relocate streets and roads. The City Council adopted a Complete Streets Resolution in February 2010 in support of a statewide complete streets policy (enclosed).

Since that time complete streets has been a topic of discussion and implementation both at the National, State and County level. Hennepin County is one of four counties in Minnesota with an approved Complete Streets Policy. The Bloomington City Engineer has participated on two statewide committees concerning complete streets.

The present DO.TOWN initiative between Blue Cross and Blue Shield of Minnesota and the Cities of Bloomington, Edina and Richfield are embarking on a collaborative initiative to improve the health of these communities by making changes that support healthy eating and active living. As part of that initiative the passage and implementation of a Complete Streets Policy is recommended.

Engineering Staff began work on a city complete streets policy/program in summer 2011. A graduate student was utilized to research other policies in Minnesota and in other states, to review other city documents with components of complete streets in them, and how aspects of complete streets were being presently handled.

The proposed policy and program, clarifies in one document the complete streets efforts that are already being done in Bloomington, such as early consideration of projects and adds annual reporting and a complete streets project checklist.

The proposed policy and program document was reviewed by: Public Works, Parks and Recreation, Legal, Planning, Community Service Division, Public Health and Police and discussed at the city council study meeting on February 6, 2012. No changes or additions were made to the Feb. 6 documents, they are enclosed.

Requested Action

Staff requests approval of the Complete Streets Policy and Program Documents dated February 27th, 2012.
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<td>Consent</td>
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**Materials enclosed:**

- Proposed Policy
- Do.Town Information
- Effective Healthy Community Active Living and Healthy Eating - recommendations
- 2010 Bloomington Complete Streets Resolution
- 2008 Complete Streets Report (completed for legislature)
- Executive Summary
POLICY OBJECTIVE:

The City of Bloomington will enhance safety, mobility, accessibility and convenience for transportation network users of all ages and abilities, including pedestrians, transit users, bicyclists, commercial and emergency vehicles, freight drivers and motorists by planning, designing, operating and maintaining a network of multi-modal streets. This objective is consistent with regional transportation goals and formalizes the “Complete Streets Vision” contained in the City of Bloomington’s Alternative Transportation Plan (ATP) and other associated City Plans/Programs shown in Figure 1.

BACKGROUND:

Regional Support of Complete Streets

State of Minnesota

In 2010, the State of Minnesota Legislature directed the Commissioner of Transportation to consult with stakeholders, state and regional agencies, local governments and other authorities to create a state level complete streets policy. The law, Minnesota State Statutes Section 174.75, demonstrates the state’s commitment to the development of a balanced multi-modal transportation system.

Hennepin County

In 2009, Hennepin County was the first county in Minnesota to adopt a Complete Streets policy. The policy supports the county’s commitment to use policy changes and infrastructure planning to encourage Active Living, defined as the integration of physical activity into daily routines through activities such as biking, walking or taking transit. The City of Bloomington is a Hennepin County Active Living Partner.

City of Bloomington Support of Complete Streets

Designing the City of Bloomington’s streets for the safety, mobility and benefit of all users is part of the City’s vision to build safe, sustainable and enjoyable neighborhoods while supporting actions that promote the physical and emotional well-being of Bloomington residents.

Many of the City of Bloomington’s plans, policies, and procedures already support a multi-modal philosophy.

- In 2008, after a year-long collaboration between the City Council, City staff and community stakeholders, the City adopted an Alternative Transportation Plan (ATP) to encourage travel by foot or bicycle, promote active lifestyles, improve safety, support sustainability, promote “Complete Streets,” and improve connections between neighborhoods, transit, and recreational amenities.
- These goals are also embraced in the City’s 2008 Comprehensive Plan.
- In 2010, the Bloomington City Council passed Resolution Number 2010-7 expressing its support for a statewide Complete Streets policy.
Recent projects like the 86th Street bikeway, American Boulevard Corridor, Hiawatha Light Rail Transit demonstrate the City’s dedication to this vision.

The City uses its Pavement Management Program (PMP) to move such projects from electronic plans to living streetscapes. The PMP is a street maintenance plan that implements the right maintenance at the right time in a road’s lifecycle, reducing the overall cost of keeping the City’s streets in good condition. The Public Works Department’s annual roadway construction schedule is driven by data gathered through the PMP. Since the passage of the ATP, the Public Works Department also uses the PMP to incorporate Complete Street goals into existing construction budgets where possible.

Along with the PMP, three additional Public Works policies support Bloomington’s Complete Streets goals:

- First, the Collector Streets Program evaluates the City’s collector street striping configurations in order to improve safety for all users and neighborhood quality of life. Reconfiguring lane geometry by restriping is an inexpensive strategy that can quickly create bicycle facilities and routes and more friendly pedestrian environments.
- Secondly, the Neighborhood Traffic Calming Policy and Procedure For Local Streets is a resident driven program that aims to reduce traffic speeds on local streets through the installation of traffic calming devices such as speed tables and traffic circles. Reducing traffic speed and volume in a neighborhood makes walking and biking more enjoyable and enhances the livability of the neighborhood.
- Finally, the City’s Traffic Demand Management (TDM) ordinance requires the owners of new, non-residential developments or additions over 1,000 square feet to develop a Traffic Demand Management Plan for their proposed development. The plans outline a combination of services, incentives, facilities and actions owners will use to reduce single occupancy vehicle trips. This program helps address traffic congestion and reduces air pollution.

The City of Bloomington’s Resolution No. 2010-7 recognizes the following benefits of Complete Streets:

- Complete Streets improves safety by reducing crashes and injuries and their costs.
- Complete Streets removes barriers to transportation facilities and services for seniors, children, and people with disabilities, allowing them to lead more active and independent lives.
- Complete Streets promotes public health by supporting exercise as part of daily life.
- Complete Streets helps avoid costly future retrofits by making sure that we build roads right the first time.
- Complete Streets supports affordable transportation options for families.
- Complete Streets reduces congestion by providing safe travel choices that encourage non-motorized transportation options, increasing the overall capacity of the transportation network.
- Complete Streets supports more pedestrian, bicycle, and transit travel, which helps protect clean air and clean water and reduces our dependence on costly energy sources.
- Complete Streets promotes 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.
- Complete Streets supports vibrant and walkable neighborhoods that improve quality of life and help build community.
INTERNAL PROCEDURE:

1. The City of Bloomington will enhance safety, mobility, accessibility and convenience for transportation network users of all ages and abilities, including pedestrians, transit users, bicyclists, commercial and emergency vehicles, freight drivers and motorists by planning, designing, operating and maintaining a network of multi-modal streets.

"Complete Streets" is a flexible transportation planning and design process that considers the safety and accessibility needs of all users in order to create a connected network of facilities accommodating each mode of travel. This internal procedure applies to all corridors under City of Bloomington jurisdiction.

2. Complete Streets is not a prescriptive roadway design. Individual "complete" street designs vary based on context, including topography, road function, the speed of traffic, pedestrian and bicycle demand, local land use, and other factors. The City will implement Complete Streets in such a way that the character of the project area, the values of the community, and the needs of all users are fully considered. Therefore, Complete Streets will not look the same in all environments, neighborhoods, or development contexts, and will not necessarily include exclusive elements for all modes.

The Alternative Transportation Plan (ATP) contains a set of Complete Streets projects prioritized by the context and needs of the city.

3. Early consideration of all modes for all users will be important to the success of Complete Streets in the City. Project managers of the City's transportation and development projects will give due consideration to bicycle, pedestrian, and transit facilities from the beginning of planning and design work. Developing Complete Streets will be a priority, and every transportation project and development project will be treated as an opportunity to realize the goals stipulated in the ATP.
4. Bicycle, pedestrian and transit facilities as shown in the City's Alternative Transportation Plan will be considered in street construction, re-construction, rehabilitation projects, and all other street improvement projects except under one or more of the following conditions:

   a. A project involves only ordinary maintenance activities designed to keep assets in serviceable condition, such as mowing, cleaning, sweeping, spot repair, seal coating, concrete joint repair, pothole filling, utility repair, or when interim measures are implemented on temporary detour or haul routes.

   b. The City Engineer determines there is an absence of need or insufficient space to safely accommodate new facilities.

   c. The City Engineer determines there are relatively high safety risks.

   d. The City Engineer determines that adding new facilities would unduly impair capacity and/or mobility for another user group.

   e. The City Council exempts a project due to the excessive and disproportionate cost of establishing a bikeway, walkway or transit enhancement as part of a project.

   f. The City Engineer and Planning Director jointly determine that the construction is not practically feasible or cost effective because of severe topographic, environmental, historic or natural resource constraints.

5. Complete Streets may be achieved through single projects or incrementally through a series of smaller improvements or maintenance activities over time.

6. The City will generally follow accepted or the best available technology when implementing improvements intended to fulfill this Complete Streets Program, but will also consider innovative or non-traditional design options where a comparable level of safety for users is present.

7. The design of new or reconstructed facilities should anticipate likely future demand for bicycling, walking and transit facilities and should not preclude the provision of future improvements.

8. As noted in the ATP, to varying degrees, trail, sidewalk, and bikeway networks are either already in place or planned in the communities that adjoin the City. The City will work with these communities, as well as other authorities who have jurisdiction within Bloomington, such as the State of Minnesota, Hennepin County, Three Rivers Park District and the Metropolitan Council, to enhance the regional continuity of the City's multi-modal transportation network.

At the date of adoption of this Bloomington internal procedure, Hennepin County and the State of Minnesota have adopted Complete Streets policies. As a result, any funding for projects passing through either of these agencies to the City should follow a Complete Streets approach.

9. The City shall encourage private developers to follow this document as the ATP instructs that designing both publically and privately built infrastructure for safe access and movement of all users is a major aspect of the Complete Streets Program.
IMPLEMENTATION

1. The City’s Alternative Transportation Plan already includes a detailed inventory of existing multi-modal transportation facilities as well as a prioritized list of projects that are part of the Complete Streets vision. City staff, under the direction of the City Council, will continue to plan for and construct these projects within the context of the Pavement Management Program (PMP).

2. Expand the PMP to cover sidewalks and bikeways in the right-of-way.

3. When developing preliminary design for a street project the Project Engineer will use a Complete Streets checklist to document any necessary exceptions to this program as well as any planned Complete Street amenities within the project area. Any exceptions will be reviewed by the City Engineer. Project checklist will be available to the public upon request.

4. When reviewing plans for any new development the Development Coordinator is responsible for communicating the City’s multi-modal travel requirements and vision to the developer.

5. Continue to educate the community on the benefits of Complete Streets through routine PMP, Collector Street and neighborhood traffic management stakeholder meetings.

6. The City Engineer shall annually present the Council with a written report including a detailed city map showing finished multi-modal projects as well as projects slated for future construction seasons and City Council consideration. This report may also include the following data:
   a. Number of new or repaired accessible curb cuts
   b. Number of feet of new or repaired sidewalks
   c. Miles of new bicycle lanes
   d. New or improved pedestrian enhancements
   e. Transit and Park-and-Ride improvements
   f. Stormwater enhancements
   g. Number of bicycle racks installed

7. This Complete Streets Program will be reviewed and updated in the event of major changes to best available industry standards, changes to the documents listed in Figure 1 and/or every five (5) years by a committee of City of Bloomington Staff members. Each of the following divisions and sections will send a representative to the committee:
   a. Engineering
   b. Parks and Recreation
   c. Planning
   d. Police
   e. Public Health
   f. Street Maintenance
Blue Cross and Blue Shield of Minnesota (Blue Cross) and the cities of Bloomington, Edina and Richfield are embarking on a collaborative initiative, called “do.town” to improve the health of these communities by making changes that support healthy eating and active living – from schools, to workplaces, and everywhere in between.

WHAT IS do.town?
Launched in September 2011, the 18-month pilot project will build on the success of Blue Cross’ well-known do.® Campaign and numerous healthy initiatives currently under way in each of the cities.

• The goal: make the communities places where the healthy choice is the easy choice – giving residents more opportunities to eat right and be physically active
• The mission: engage residents and leaders in making sustainable changes that embrace and support all levels of health and enhance the quality of life

WHY IT’S IMPORTANT
Unhealthy eating and physical inactivity take an enormous toll on our quality of life and our pocketbooks. They contribute to preventable diseases and conditions such as obesity, high blood pressure, type 2 diabetes, heart disease and some cancers.

In the U.S., these chronic conditions are responsible for seven out of every 10 deaths and 75 percent of the more than $2 trillion spent on health care annually. Additionally, two-thirds of Minnesota adults are overweight or obese. Blue Cross found if this trend continues unchecked, treating obesity-related diseases will add nearly $3.7 billion to Minnesota’s annual health care costs by 2020. Much of this can be prevented by improving healthy eating and being more physically active.

COMMUNITY INVOLVEMENT
The do.town project will engage residents in outreach activities and solicit input and involvement from a variety of community groups including schools, workplaces, neighborhoods, the faith community, civic organizations and health providers. The grassroots effort will help uncover barriers that keep people from moving more and eating better, and identify ways to improve community life to help residents achieve a healthy lifestyle. Examples of this work could be:

• Working to making biking or walking to work and school easier and safer
• Improving access to healthy foods in workplaces, schools, places of worship and city offerings
• Creating more community gardens
• Helping businesses provide places and time for people to walk on their lunch hours and breaks

As part of the grassroots effort, residents are being invited to get engaged and help determine what changes and improvements can be tackled so that community leaders can support sustainable health improvements. Community members can sign up at www.do-town.org.

Blue Cross® and Blue Shield® of Minnesota is a nonprofit independent licensee of the Blue Cross and Blue Shield Association
Effective Healthy Community Active Living and Healthy Eating
PSE Changes

*Items in italics = Not included in SHIP 2.0 recommendations to date*

**Community**

1. Complete Streets and/or Living Streets policy passage and implementation
2. Master Bike Pedestrian Plan
3. Increasing access to facilities for physical activity (parks, recreation facilities, trails, roadways, increasing green space)
4. **Healthy re-development policies**
   a. *Zoning (pedestrian/bike friendly, incentives/preferential treatment of health related businesses or grocery stores)*
   b. *Building Code Ordinances*
   c. *Bike/Ped facilities included in re-development plans*
5. Healthy food environments
   a. Food labeling (calorie and/or nutrition labeling on restaurant menus, vending machines)
   b. Increasing availability and affordability of healthy foods at food outlets (grocery stores, corner stores, improved transportation to outlets selling healthy foods)
   c. Farm to Fork (farmers markets, community supported agriculture – CSAs)
   d. *Fast food policy changes*
      i. *Zoning policy changes in relation to schools or other youth centered spaces*
6. *Suburban agriculture master plan*
   a. *Zoning (community gardens, Farm to Institution, connecting community gardens to bike/ped plan)*

**Schools**

1. Safe Routes to School
   a. District level policy change encouraging walking/biking to school
   b. Environmental changes to support active transportation (drop off zones, bike/ped facilities)
   c. Integrated and supported by all district policies including staff accountability
2. Healthy food environments for youth
   a. School cafeteria policy changes at district level
   b. Competitive foods, vending and concessions (schools, child care centers, Parks and Recreation, other youth focused institutions or organizations)
   c. Fundraising (schools, youth focused institutions and organizations)
   d. Sales ban of sugar sweetened beverage
   e. Farm to School (school gardens, orchards, cafeteria salad bars)
3. Physical activity
RESOLUTION NO. 2010-____

RESOLUTION EXPRESSING SUPPORT OF A STATEWIDE COMPLETE STREETS POLICY

WHEREAS, the City Council of the City of Bloomington is the official governing body of the City of Bloomington; and

WHEREAS, the "Complete Streets" concept promotes streets that are safe and convenient for all users, including pedestrians, bicyclists, transit riders, and motor vehicle drivers of all ages and abilities; and

WHEREAS, the October 2009 public draft of the Minnesota Department of Transportation Complete Streets Report includes the recommendation: "Mn/DOT should build on existing Context Sensitive Solution practices and develop and implement a statewide Complete Streets policy..."; and

WHEREAS, the Bloomington City Council recognizes the importance of complete streets, as shown in its 2009 Comprehensive Plan update and Alternative Transportation Plan.

NOW, THEREFORE, BE IT RESOLVED, by the City Council of the City of Bloomington in its regular meeting assembled to adopt this resolution that the City of Bloomington encourages the Minnesota legislature, with input and guidance from the Minnesota Department of Transportation, to authorize the development of a statewide Complete Streets program, which would provide for the development of balanced transportation system, through appropriate planning, that integrates multiple transportation modes, where appropriate, for transportation users of all types, ages, and abilities.

Passed and adopted this 1st day of February 2010.

[Signature]
Mayor

ATTEST:

[Signature]
Acting Secretary to the Council
Resolution Number 2010-__

The attached resolution was adopted by the City Council of the City of Bloomington on February 1, 2010.

The question was on the adoption of the resolution, and there were 6 YEAS and 0 NAYS as follows:

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<td>Vern Wilcox</td>
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RESOLUTION ADOPTED.

ATTEST:

[Signature]

Acting Secretary to the Council
Department of Transportation

In 2008, the Minnesota Legislature passed a law requiring:

"The commissioner of transportation, in cooperation with the Metropolitan Council and representatives of counties, statutory and home rule charter cities, and towns, shall study the benefits, feasibility, and cost of adopting a complete streets policy applicable to plans to construct, reconstruct, and relocate streets and roads that includes the following elements:

1. safe access for all users, including pedestrians, bicyclists, motorists, and transit riders

2. bicycle and pedestrian ways in urbanized areas except where bicyclists and pedestrians are prohibited by law, where costs would be excessively disproportionate, and where there is no need for bicycle and pedestrian ways

3. paved shoulders on rural roads;

4. safe pedestrian travel, including for people with disabilities, on sidewalks and street crossings

5. utilization of the latest and best design standards; and

6. consistency of complete streets plan with community context.

The Commissioner shall report findings, conclusions, and recommendations to the Senate Transportation Budget and Policy Division and the house of representatives Transportation Finance Division and Transportation and Transit Policy Subcommittee by December 5, 2009" 

A draft of the report to the Commissioner is located on the Mn/DOT website at:

http://www.dot.state.mn.us/planning/completestreets/

The public is invited to submit comments by 4:00 PM on November 9, 2009 to the Mn/DOT Commissioner by either of the two following methods:
By letter addressed to:
Minnesota Department of Transportation
395 John Ireland Blvd. – M.S. 500
St. Paul, MN 55155
Attention: Complete Streets

Or
Electronically by clicking on the link on the website.

Tom Sorel, Commissioner
Minnesota Department of Transportation
Chapter 1: Executive Summary

Legislative Request
This report is in response to the legislative directive to the Commissioner of Transportation to study the costs, benefits and feasibility of implementing a Complete Streets policy. (See Appendix A: Laws 2008, Chapter 350, Article 1, Section 94) In doing so, this report summarizes key elements of the study, including:

- Compilation and review of a list of Complete Streets resources.
- Review of the state's current design practices regarding Complete Streets.
- Assessment of Complete Streets impacts to maintenance and operations.
- Review of other local, regional and state Complete Streets policies and best practices and lessons learned from other jurisdictions.
- Review of the costs, benefits and feasibility of Complete Streets.
- Recommendations relating to the implementation of a Complete Streets policy.

Study Approach
The feasibility of implementing a Complete Streets Policy in Minnesota was one of the many studies the 2008 Legislature assigned for completion for the Commissioner of Transportation. The Commissioner assigned the Mn/DOT Division of State Aid for Local Transportation (State Aid) to manage this task. State Aid formed a Project Management Team that worked with an Advisory Committee and Technical Advisory Panel. These groups consisted of elected officials and other representatives from federal, state, county, city and township government as well as individuals with expertise in roads, transit, bicycling, the Americans with Disabilities Act, planning and community development, diverse populations, active living and health advocacy.

Balancing Safety, Mobility, Efficiency and Cost
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 inclusive of each mode of transportation (i.e., transit, freight, automobile, bicycle and pedestrian) and 2) inclusion of all transportation users of all types, ages and abilities.

"State of the State" in Minnesota
Throughout the study, there were several technical presentations made by practitioners/experts on current practices and how they relate to the Complete Streets concepts; the presentations covered Mn/DOT and State Aid design standards, practices and policies, operations and maintenance, funding, and the Americans with Disabilities Act (ADA) compliance. In this report, the term "ADA" generally refers to accessibility requirements, including the ADA, Section 504 of the Rehab Act and other pertinent regulations.
The existing design policies and manuals require updating and reconciliation to eliminate inconsistencies and integrate all modes of travel regardless of jurisdiction. The main areas of potential conflict were identified between current design practices and Complete Streets: lane width, design speed and annual daily traffic threshold, level of service and roadway classification.

**Lessons Learned from Interviews**

The American Planning Association/National Complete Streets Coalition provided interview data (which they conducted) for five agencies. Follow-up surveys were conducted to gather more detailed information on cost/benefit and implementation of Complete Streets policies. This information was synthesized to determine the following lessons learned:

- Implementation of Complete Streets is easier if all levels of government are involved and the policy is developed by stakeholders.
- Complete Streets is inherent to Context Sensitive Solutions (CSS).
- Complete Streets requires a flexible design process.
- No benefit/cost data is available for Complete Streets policy.

**Benefit, Feasibility, Cost and Funding**

No specific benefit/cost data is available. However, a list of potential benefits and costs associated with Complete Streets was developed.

Adopting a Complete Streets policy would complement Mn/DOT's existing Context Sensitive Design policy and would further reinforce its principles. Complete Streets are considered feasible on state, regional and local levels.

**Implementation**

Development and implementation of a Complete Streets process should follow a phased sequential approach: establish need (which has been done by this study); develop policy; reconcile differences in planning and design policies, guidelines and manuals; implement; and review/measure/refine.

**Recommendations**

Being one of the first states to adopt a policy requiring Context Sensitive Design and Solutions, Minnesota is already positioned to support a "Complete Streets" approach to transportation investment. In addition, Mn/DOT staff have been actively working on integrating ADA, CSS and bicycle/pedestrian principles within its agency. Three local agencies (Hennepin County and the cities of St. Paul and Rochester) in Minnesota have already adopted their own resolutions for Complete Streets, indicating that Complete Streets are achievable at a local level.

Mn/DOT needs to be prepared to assist local agencies in developing their local Complete Streets approach to assist with their specific project development needs.

The study's Advisory Committee identified several key recommendations:
Mn/DOT is committed to partner with a broad coalition including local governments to build on existing CSS practices and develop and implement a Mn/DOT Complete Streets policy using the following phased sequential approach:

- Develop a Mn/DOT Complete Streets policy.
- Reconcile differences in planning and design policies, guidelines and manuals.
- Implement.
- Review/measure/refine.

Mn/DOT should review and revise conflicting information in Minnesota's state and local design documents.

Mn/DOT should further explore the feasibility of integrating its existing planning and design manuals related to Complete Streets into one manual.

Mn/DOT should integrate Complete Streets into Mn/DOT's new Scoping Process model (see Appendix B).

Mn/DOT should identify ways to assist local governments in developing and understanding funding sources and the constraints related to these sources.

All agencies should develop an integrated transportation plan that addresses connectivity for all modes for all users of all ages and abilities.

Mn/DOT should serve as a resource to assist local agencies in developing their own Complete Streets policies with the support of Mn/DOT's expertise in CSS, ADA, bicycle/pedestrian planning, design and funding strategies.

Mn/DOT State Aid should review the State Aid variance process and make it more accessible and transparent.

If a policy is developed it is very important that all stakeholders be engaged to address the key issues listed above and within this report.