



City of Champlin Complete Streets Policy

October 2022

1. Introduction & Background

Complete Streets is a design philosophy that considers the needs of all present and potential users of a community's transportation network. Streets and bridges that are designed with a Complete Streets design philosophy are often safer for all users—whether they are walking, using a wheelchair or other mobility aid, biking, taking the bus, driving a car, driving a truck, or operating a freight vehicle (truck or rail). Several of the City of Champlin's partner agencies have developed and adopted their own Complete Streets policies, including Hennepin County and the Minnesota Department of Transportation (MnDOT), and have committed to following those policies when designing and implementing projects on their own roadway systems.

The development of Complete Streets policies by public agencies involved in transportation is partially a response to several state and national trends:

- Many Minnesotans do not drive, including children, seniors, people with disabilities, and people who cannot afford a vehicle. A Complete Streets approach helps to ensure that everyone has safe access to transportation options to lead active and independent lives. Roughly two percent of households in Champlin do not have access to a vehicle, and 21 percent have access to just one vehicle.¹
- Minnesota has an aging population. As people age, their dependence on transportation options increases. Roads that can support biking and walking to community destinations and transit services (e.g. Metro Mobility) in addition to driving will help an aging population meet its transportation needs. In the City of Champlin, approximately 12 percent of the population is 65 years or older.²
- Government agencies are required to bring the transportation system into compliance with the Americans with Disabilities Act (ADA) to facilitate safe and convenient access for those with disabilities (The City of Champlin has completed an ADA Transition Plan).
- At the state and national level, there is growing attention to the need to provide infrastructure and programs that improve the ability of students to safely walk and bike to school, through initiatives known as Safe Routes to School (SRTS).
- By building infrastructure that supports more walking and biking, communities can help create opportunities for people to be more physically active, while improving public health and reducing health care costs.
- Government agencies increasingly need to do more with fewer resources. Roadways need to be planned and designed using a comprehensive and cost-effective process to ensure that expensive future roadway retrofits are avoided.

¹ 2020 U.S. Census American Community Survey 5-Year Estimates.

² 2020 U.S. Census American Community Survey 5-Year Estimates.



The City of Champlin is located in the northern portion of Hennepin County within the Twin Cities metropolitan area. It was founded in 1971 as a result of consolidating the Village of Champlin and the Township of Champlin. Today, Champlin is a community dominated by detached single family residential neighborhoods and is known as a suburban “bedroom community.” Many residents find employment outside of the community, and over 80 percent of workers currently commute to work by driving alone.³ Elm Creek Park Reserve and the Mississippi River are located within the city. Increasing access to these valuable natural resources through multiple modes of transportation is a priority.

The development of a Complete Streets Policy is supported by multiple City of Champlin Plans, including the 2021-2024 Strategic Plan and the Transportation Plan (a component of the City’s 2040 Comprehensive Plan). Section 6.5.5 of the Transportation Plan describes the intention of a Complete Streets policy and Section 6.7.7 recommends adopting “Complete Streets” design guidelines. Champlin’s 2021-2024 Strategic Plan identifies four strategic priorities. Strategic Priority #4: Infrastructure Management highlights five strategic initiatives including “Finalize Complete Streets Policy.”

In early 2022, the City of Champlin was awarded a grant from Active Living Hennepin County (ALHC) to develop this Complete Streets Policy (the Policy). ALHC works with cities and partners to improve accessibility, quality of life, and health outcomes in Hennepin County and is funded by the Minnesota Department of Health’s Statewide Health Improvement Partnership (SHIP).

This Policy was adopted through City Council resolution on October 24, 2022.

2. Purpose & Benefit

The purpose of the Policy is to demonstrate a commitment by the City of Champlin to prioritize safety and improve multimodal connections for all community members who use City streets, bridges, or other infrastructure, regardless of how they choose to travel. It provides the framework for the City to evaluate and implement Complete Streets projects and to incorporate multimodal elements into roadway projects, but it does not identify specific projects or improvements.

The goals of the Champlin Complete Streets Policy are to:

- Improve safety for all roadway users, including the most vulnerable users, and promote equity for these groups (especially people with disabilities, seniors, youth, and historically marginalized groups).
- Improve pedestrian and bicycle connections between neighborhoods and community destinations such as local parks, Elm Creek Park Reserve, destinations along the Mississippi riverfront and tributary waterways, schools, and businesses.
- Improve the health of community members by encouraging active transportation.

Complete Streets have numerous benefits, including:

- Improvements in safety, mobility, accessibility, and convenience of travel for all users including people walking, biking, driving, using assistive devices, freight truck drivers, and train drivers;

³ 2020 U.S. Census American Community Survey 5-Year Estimates.



and people of all ages and abilities, including children, youth, older adults, and individuals with disabilities;

- Promotion of healthy lifestyles by encouraging more walking and biking;
- Reduction in traffic congestion and reliance on carbon fuels, thereby reducing greenhouse gas emissions and improving air quality;
- Providing alternative and affordable options to those who do not use or own personal vehicles;
- Providing a balanced transportation system that strengthens economic growth and stability by providing accessible and efficient connections between residences, parks, employment, and commercial destinations;
- Promoting fiscal responsibility by considering sidewalks, bike lanes, transit amenities, crosswalks, and other design elements in all initial project designs to reduce the expense of adding these features through costly future retrofits; and
- Calming of traffic on residential streets, creation of walkable neighborhoods that enhance livability, and an increase in community interaction.

Implementing the Complete Streets Policy will also require careful consideration of several potential challenges and opportunities, including:

- Balancing the needs of all transportation modes in a way that promotes safety and efficiency for all users;
- Conducting meaningful public engagement to ensure that proposed street designs meet community needs;
- Ensuring that City staff have training opportunities for new approaches to roadway planning, design, and operations;
- Developing innovative design solutions to overcome constraints in a variety of roadway contexts;
- Seeking funding to build and maintain improvements across the transportation network;
- Collaborating with partner agencies and neighboring cities to resolve cross-jurisdictional issues and promote transportation system continuity; and
- Considering year-round maintenance needs as part of roadway design, including snow removal and storage.

3. Vision

The Complete Streets Policy aims to advance the development of a multimodal transportation system that is accessible, interconnected, cost-effective, equitable, and safe for all users throughout the City of Champlin. To achieve this vision, the Policy will ensure that transportation projects, development, redevelopment, and related activities conducted by the City of Champlin and its partners—including roadway, bridge and trail planning, design, reconstruction, rehabilitation, maintenance, and operations—consider the needs of all users, regardless of their age, ability, or mode of travel.



4. Policy

4.1 Transportation Users and Purposes

This Policy recognizes multiple transportation users, modes, and purposes and will ensure City leaders and staff, as well as residents and business owners, consider the range of user needs and recognize the importance of planning and designing transportation systems for all users, modes, and purposes.

Roadway and bridge projects should be designed and planned, to the greatest extent possible, to accommodate all users of the transportation system, including but not limited to pedestrians, bicyclists, transit riders, motorists, freight operators, delivery vehicles, and emergency responders. Vulnerable transportation users should be prioritized, including children, older adults, and people with disabilities.

4.2 Connectivity

While this Policy recognizes Complete Streets is not “all modes on all roads,” it is important to create an interconnected transportation system in which users can easily and safely reach many potential destinations. A network approach also allows for the balancing of the needs of all users, from people walking, biking, and rolling to drivers and freight operators. Complete Streets aims to be equitable rather than equal.

4.3 Jurisdiction

The transportation network within the City of Champlin consists of transportation systems constructed, maintained, and operated by many different agencies, including the City, Hennepin County, MnDOT, Three Rivers Park District, and the Metropolitan Council/Metro Transit. This Policy applies only to transportation systems and facilities under the jurisdiction of the City of Champlin.

4.4 Complete Streets Elements

Complete Streets are not a prescriptive roadway design formula and each project may look quite different based on the needs identified in a given area. Transportation improvements may include facilities, treatments, and amenities that are recognized as contributing to Complete Streets, which may include the following:

Complete Streets Facilities

- Bike lanes (or wide paved shoulders)
- Shared use paths
- Sidewalks

Complete Streets Design Treatments

- Accessible pedestrian signals
- Comfortable and accessible bus/transit stops
- Curb extensions/bump outs
- High visibility crosswalk markings
- Landscaped boulevards/green space
- Trees
- Green stormwater infrastructure



- Median islands
- Mini traffic circles
- Narrower travel lanes
- Lane reconfiguration
- Reduced corner curb radii
- Refuge islands
- Roundabouts
- Traffic calming elements, such as striping, landscaping, signage, lighting, etc.
- Pedestrian-scaled lighting

Complete Streets Amenities

- Public art
- Street benches
- Wayfinding signage
- Bike parking

4.5 Planning & Design

4.5.1 City Code and Comprehensive Plan Revisions

The City Code and Comprehensive Plan may require revisions to allow for Complete Streets or to make them easier to implement. In particular, Chapter 50 of the City Code ('Streets, Sidewalks and other Public Spaces') and Chapter 122 (Subdivisions) should be reviewed for possible changes. This Policy should be adopted as part of the City's Comprehensive Plan.

4.5.2 Anticipation of Future Demand

The design of new or reconstructed facilities should anticipate future demand for bicycling and walking and should not preclude the provision of future improvements. [For example, under most circumstances bridges (which last for 75 years or more) should be built with sufficient width for safe bicycle and pedestrian use in anticipation of a future need for such facilities].

4.5.3 Identify Non-Motorized Network Deficiencies

Public works staff should coordinate with the Parks and Recreation Commission, the Planning Commission, and the community to identify sidewalk, bikeway, and trail connection deficiencies and a plan to complete these connections.

4.6 Design Guidance and Planning Resources

When planning and designing street projects, the City of Champlin will utilize best practice design guidance, resources, and standards related to Complete Streets, which may include but is not limited to the most recent editions of the following:

- City of Champlin ADA Transition Plan
- City of Champlin Comprehensive Plan
- City of Champlin Design Guidelines
- American Association of State Highway and Transportation Officials (AASHTO) *Guide for the Planning, Design, and Operation of Pedestrian Facilities*



- American Association of State Highway and Transportation Officials (AASHTO) *Guide for the Development of Bicycle Facilities*
- American Association of State Highway and Transportation Officials (AASHTO) *Policy on Geometric Design of Highways and Streets* (“Green Book”)
- Americans with Disabilities Act (ADA) Standards and Public Right of Way Accessibility Guidelines (PROWAG)
- Hennepin County *Complete Streets Policy*
- Hennepin County *2040 Bicycle Transportation Plan (Appendix C – Bikeway Design Toolkit)*
- Minnesota Department of Transportation (MnDOT) *Bicycle Facility Design Manual*
- Minnesota Department of Transportation (MnDOT) *Minnesota’s Best Practices for Pedestrian and Bicycle Safety*
- Minnesota Department of Transportation (MnDOT) *State Aid Manual*
- Minnesota Manual on Uniform Traffic Control Devices (MMUTCD)
- National Association of City Transportation Officials (NACTO) *Urban Bikeway Design Guide*
- National Association of City Transportation Officials (NACTO) *Urban Street Design Guide*
- Three Rivers Park District *West Mississippi River Regional Trail Master Plan*
- Minnesota Stormwater Manual (MPCA)

4.7 Policy Application

All City transportation-related decisions will follow the Complete Streets Policy. This includes all types and phases of projects, including programming, planning, design, construction, operation, and maintenance. The following project types should be considered for Complete Streets review and implementation at the CIP planning and feasibility study stage:

- New street construction
- Street reconstruction
- Street rehabilitation, such as mill and overlay and pavement replacement without full curb and gutter replacement
- Street resurfacing and changes in the allocation of pavement space on an existing roadway (e.g., removal of on-street parking or reduction in the number of travel lanes)
- Bridge rehabilitation or construction
- Development and redevelopment projects

This Policy recognizes that as a nearly fully developed community, most opportunities to improve the network of Complete Streets within Champlin will occur as part of reconstruction, resurfacing, or rehabilitation projects of the City’s streets and bridges. Private developers pursuing development and redevelopment projects should also be encouraged to follow the Policy when considering site connectivity, including connections between sidewalks or trails and building entrances.

4.8 Policy Exceptions

While Complete Streets are intended to make accommodations for all modes and users of the transportation network, this Policy recognizes that it is not possible to make such accommodations in all instances. Therefore, this Policy allows for exceptions when:



- Specific users are prohibited, such as interstate freeways or pedestrian malls. Exclusion of certain users on particular corridors should not exempt projects from accommodating other permitted users.
- The existing right of way limits the ability to safely accommodate all desired modes.
- The cost of accommodation is excessively disproportionate to the need or probable use.
- Projects which are typically classified as a routine maintenance project (e.g., pavement patching) shall not be subject to the Policy review process.
- The corridor has severe topographic, environmental, historic, or natural resource constraints.
- There is a well-documented absence of current and future need.

Exceptions granted to this Policy will be determined by the City Council and should be documented with supporting data that indicates the basis for the decision.

4.9 Context Sensitivity

Minnesota's Complete Streets legislation states Complete Streets should be designed "in a manner that is sensitive to the local context and recognizes that needs vary in urban, suburban, and rural settings." In the City's case, the context is different at the neighborhood level, that is, Complete Streets may be designed differently in residential, commercial, industrial, and mixed-use neighborhoods. Context sensitivity is to be considered alongside network connectivity, flexibility, innovation, and the unique needs of various users in the implementation of Complete Streets.

4.10 Implementation Steps

4.10.1 Public and Stakeholder Involvement

The City will conduct community surveys and will develop key questions to support the implementation of the Complete Streets policy, including a focus on equitable public engagement for underrepresented groups and vulnerable users.

The City will continue to engage partner agencies, schools, businesses, neighborhood associations, freight operators, and developers in a cooperative manner throughout implementation of the Complete Streets Policy. Public and stakeholder engagement should include informing residents of project processes and timelines, as well as public meetings, surveys, and hearings to gather input.

The City will inform property owners of the City's commitment to apply the Complete Streets Policy for all street improvement projects during neighborhood meetings and public hearings.

4.10.2 Interagency Coordination

The City will work with governmental agencies such as Hennepin County and MnDOT to encourage incorporation of the City's and their own Complete Streets policies into street projects under their jurisdiction. The City will also work with surrounding jurisdictions on projects that may border or cross municipal boundaries, and will coordinate with Three Rivers Park District on projects near regional parks and the regional trail network. The City encourages all private roads to follow this Complete Streets Policy as well.



4.10.3 Grants and Funding

The City will not assess property owners for the costs of new sidewalks or trails. The City will seek grant opportunities and program resources to pursue the following activities for the purposes of advancing Complete Streets implementation:

- Walk, bike, and roll assessments or audits
- An equity analysis to identify underrepresented groups and vulnerable users
- Planning, design, and construction of improvements that implement Complete Streets principles

4.10.4 Complete Streets Design Checklist

The City will develop a Complete Streets Design Checklist that will assist City staff, consultants, and other partners in making decisions during the planning and design phases. The checklist will serve as a guide when reviewing a roadway's ability to accommodate all modes of transportation and people of all ages and abilities in a cost-effective manner, while promoting safe operation for all users. The checklist may include information on existing characteristics and multi-modal accommodations, user needs and challenges, existing deficiencies, objectives and proposed characteristics, a description of tradeoffs of the proposed project area or corridor, and more.

4.10.5 Performance Standards/Evaluation

Complete Streets projects should be continuously evaluated to better understand benefits and opportunities for improvement. This Policy encourages the regular reporting and evaluation of the implementation of Complete Streets. Performance measures may include:

- User volume data – bike, pedestrian, transit, and motor vehicle traffic
- Crash data
- Linear feet of pedestrian accommodations built
- Number of ADA curb ramps built
- Miles of bike lanes/trails built or striped
- Number of pedestrian or bicycle gaps filled
- Number of transit accessibility accommodations built
- Number of street trees planted
- Number of exemptions from this Policy approved
- Community member feedback on new projects

Public Works staff will provide a report to the City Council regarding the implementation of Complete Streets elements in City projects on an annual basis.

4.10.6 Maintenance

The Complete Streets Policy should be used when planning, prioritizing, and budgeting maintenance activities for streets, trails, and other transportation facilities so that they remain accessible and safe year-round to the best extent possible, given existing conditions. These activities include, but are not limited to, snow and ice control, street cleaning, pavement repair, pavement marking, vegetation management, etc. During construction projects, the City will maintain appropriate Pedestrian Access Routes (PAR) to allow for safe pedestrian detours. The City will work to establish partnerships with businesses and other agencies to assist with maintenance of transportation facilities where applicable.