

# Town of Franklin

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OFFICE OF THE TOWN ADMINISTRATOR

April 2, 2021

**To:** Town Council

**From:** Jamie Hellen, Town Administrator

**RE: Complete Streets**

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The Town staff is certain we are losing our ability to compete for state grant funds and other outside sources of revenue to help develop the Town's infrastructure relative to roads, sidewalks, trails, bike lanes, traffic calming and overall making the Town more pedestrian friendly, as well as connectivity between important points in the community. Please see more information on the complete streets program [HERE](#).

Tonight's vote comes on the heels of a public discussion the Town Council had in March regarding the Complete Streets program where the board consensus is to adopt a policy in April.

If you have any additional questions please feel free to ask and we look forward to the discussion.



**TOWN OF FRANKLIN  
RESOLUTION 21-21**

**Authorization for Town Administrator  
To Promulgate a Complete Streets Policy**

**WHEREAS,** Mass Department of Transportation (Mass DOT) has developed the "Complete Streets Funding Program" ("Program") which provides funding to municipalities to design and implement a plan to make their streets safe and accessible for all users ("Plan"), and

**WHEREAS,** a municipality which desires to receive funding from Program for Plan must adopt a "Complete Streets Policy", and

**WHEREAS,** Franklin desires to participate in Program and receive funding for Plan,

**NOW THEREFORE,** be it voted by the Franklin Town Council that The Town Administrator is hereby authorized to promulgate a "Complete Streets Policy" for the Town of Franklin, in substantially the form attached hereto as "Exhibit A"

This resolution shall become effective in accordance with the provisions of the Franklin Home Rule Charter

**DATED:** \_\_\_\_\_, 2021

**VOTED:**

**UNANIMOUS:** \_\_\_\_\_

**YES:** \_\_\_\_\_ **NO:** \_\_\_\_\_

**ABSTAIN:** \_\_\_\_\_

**ABSENT:** \_\_\_\_\_

**A True Record Attest:**

**Nancy Danello  
Temporary Town Clerk**

\_\_\_\_\_  
**Glenn Jones, Clerk  
Franklin Town Council**

**TOWN OF FRANKLIN  
MASSACHUSETTS**

**COMPLETE STREETS ADMINISTRATIVE POLICY**

**Introduction**

Complete Streets are roadways which are planned, designed, and constructed to meet the needs of all travel modes and people of all abilities. The Town of Franklin has incorporated this concept by implementing projects which take into account the various users in the overall transportation network.

Sensitivity to the character of Franklin's local roads as well as consideration of roadways and walkways on a network basis have been key aspects of past planning efforts. The Town of Franklin's Complete Streets Policy establishes the Town's determination to continue to implement improvements which will serve to further "Complete" Town streets for all users and modes of transportation.

**Vision and Intent**

The Franklin Complete Streets Policy distinguishes that all transportation projects are opportunities to implement Complete Streets principles. The Town shall carefully consider context sensitivity and roadway character while planning, designing, constructing, and maintaining these projects to provide for a comprehensive and integrated network of facilities for people of all ages and abilities.

The Town shall continue to use public outreach during this effort to identify Complete Streets projects and initiatives, and to determine priorities. Public comment will continue to be sought to identify additional projects and update prioritization.

**Core Commitment**

Users and Modes: The Franklin Complete Streets Policy affirms the Town roadway and walkway network must provide safety, comfort, and accessibility for all users including people walking, biking, driving, riding transit, and operating commercial and emergency vehicles. Furthermore, the roadway and walkway network shall provide these characteristics for people of all ages and abilities.

All Projects and Phases: All publicly and privately funded transportation projects shall be reviewed to determine the feasibility of incorporating Complete Streets elements.

Where practical, and within funding limitations, elements shall be added to all municipal road repairs, upgrades, and expansion projects which will enhance safety, accessibility, and serviceability for all users.

Procedures shall be established to identify opportunities to implement Complete Streets elements and to document the incorporation of these elements when conducting municipal road and walkway repairs, upgrades, and expansion projects.

Exceptions: It is recognized that incorporation of Complete Streets elements into a project will not always be feasible or practical.

1. Complete Streets enhancements may be determined to be infeasible and impractical due to funding limitations. In addition, it may be determined the anticipated cost associated with an enhancement is excessively disproportionate to the need or probable use.

Constraints resulting from limitations of right-of-way and property rights, jurisdiction by other agencies, and natural features may restrict the feasibility and practicality of certain Complete Streets enhancements. The layout and width of roadways are important characteristics of the network. With relatively narrow roads, framed

with numerous stone walls and trees, conditions of certain roadways may not be conducive to the implementation of Complete Streets elements.

2. Sensitivity to the context of Franklin's historic and scenic areas may limit incorporation of certain Complete Streets elements.
3. For projects proposed at locations where there is an absence of current and future need, exceptions may be made to the Franklin policy.

### **Best Practices**

Network: The Franklin policy affirms a network approach will continue to be used as enhancements to roadways and walkways are considered. The goal of this network approach is to provide increasingly accessible and efficient connections between home, school, work, transit, recreation, and commerce destinations by improving the environment for roadway users.

Network planning will include integration of off-road paths, i.e., rail trails and bike paths, with Town streets to create a safe transportation network when feasible.

Jurisdiction: The Franklin policy shall apply to all transportation infrastructure, street design, construction, and maintenance projects subject to the exceptions described herein. To the extent to which Town jurisdiction allows, private development projects shall be required to comply with the Franklin Complete Streets Policy.

The Town recognizes coordination with agencies, such as the Massachusetts Department of Transportation (MassDOT), will be necessary for possible projects outside the Town's jurisdiction.

Design: The Franklin policy affirms balanced design flexibility is a key aspect in efforts to improve accessibility and safety for all users of the roadway and walkway network while at the same time maintaining context sensitivity. Recommendations and guidance contained in the most up-to-date versions of the following documents shall be considered and incorporated during the implementation of Complete Streets:

- Town of Franklin Master Plan and Open Space Plan.
- Franklin Pavement Management Program.
- The Massachusetts Department of Transportation Project Design and Development Guidebook.
- The United States Department of Transportation Federal Highway Administration's Manual on Uniform Traffic Design Controls.
- The Architectural Access Board (AAB) 521 CMR Rules and Regulations.
- American Association of State Highway and Transportation Officials (AASHTO) A Policy on Geometric Design of Highway and Streets.
- Franklin Scenic Roads Bylaw.

Context Sensitivity: The Town declares that community context is an important factor in design development and decision making related to Complete Streets.

Performance Measures: The Franklin policy identifies certain specific performance measures which will be assessed during annual reviews of progress and consideration of program enhancements. These measures include:

1. The total linear feet of walkway either expanded or repaired to restore intended functionality.
2. The total linear feet of roadway which have been enhanced through which roadway pavement has undergone reconstruction, rehabilitation, and/or preservation to improve functionality and safety of continued shared use.
3. Number of locations where pavement markings, signage, and/or some other method has been undertaken to

improve functionality and safety of continued shared use.

4. Number of specific enhancements suggested through ongoing public outreach efforts.
5. Number of locations studied in order to review feasibility and practicality of possible Complete Streets enhancements suggested during public outreach efforts.

### **Implementation**

The Town Administrator shall assist the Town Council to ensure the Town's Complete Streets plans reflect the needs of the town and incorporate the best thinking among town boards, committees, commissions, staff, residents, and visitors. The Town Administrator may appoint an Advisory Group to assist in fulfilling duties under this policy and may delegate to such Advisory Group such tasks as he/she may deem appropriate hereunder. The Town Administrator shall facilitate an ongoing process for assessing the Town's road and walkway network; soliciting improvement suggestions from key Town departments and agencies, and the general public; compiling the input, synthesizing and evaluating the input; and developing recommendations for consideration by the Town Council. The Town Administrator shall also provide project management and oversight to ensure Complete Streets projects are carried out efficiently and effectively, and in accordance with this Policy.

The Town Administrator's specific duties under this Policy shall include:

1. Aid in the development of the Complete Streets Prioritization Plan in accordance with Tier 2 of the Massachusetts Department of Transportation's (MassDOT) Complete Streets Funding Program.
2. On an annual basis, submit a recommended update of the Complete Streets Prioritization Plan to the Town Council. This update should establish priorities for use of Complete Streets funding for the coming year and shall identify anticipated projects looking ahead five years.

It is anticipated this update may recommend inclusion of additional projects which may be identified through suggestions and ongoing studies. It is also anticipated as various studies are completed, previously unforeseen constraints may be identified and subsequently, some projects may be removed from the Prioritization Plan.

The Prioritization Plan shall also identify specific locations and enhancements which are anticipated to be studied in the coming year.

3. Regularly consult with Town stakeholders on various aspects of ongoing Complete Streets initiatives. These stakeholders include the Planning Board, Franklin School Committee, Council on Aging, Conservation Commission, and Recreation Advisory Board. It is anticipated other Town committees and departments may be added to this list.
4. Continue the Complete Streets public outreach effort. Through public meetings and online surveys, input will be solicited regarding progress, as well as suggestions for additional enhancements and projects.
5. Be responsible for coordination and documentation related to the use of Complete Streets funding.
6. Advise municipal staff and the public of upcoming seminars, presentations, and training opportunities related to Complete Streets.
7. Annually review and report on established performance criteria, as well as provide recommendations for revisions to these criteria in the effort to continually improve methods of tracking progress and identifying opportunities.