

TOWN OF MILFORD
Milford, Massachusetts
NOTICE OF MEETING

RECEIVED
MILFORD TOWN CLERK
2020 MAY 14 PM 12:20

Board or Commission _____ Milford Board of Selectmen
Date and Time of Meeting ___ May 18, 2020 7:00 PM

Pursuant to Governor Baker's March 12, 2020 order suspending certain provisions of the Open Meeting Law, G.L. c. 30A sec 18, this meeting is being conducted via remote participation.

A.) SIGNING OF WARRANT

B.) SCHEDULED APPOINTMENTS

1. Milford Police Chief, Milford Fire Chief, IT Director and Milford Director of Public Health,
re: Coronavirus Update

C.) PUBLIC HEARINGS

D.) TOWN ADMINISTRATOR'S REPORT

E.) OLD BUSINESS

1. Town Administrator, re: Adoption of Complete Streets Plan

F.) NEW BUSINESS

G.) CORRESPONDENCE

1. Public Correspondence (See Addendum to Agenda)

H.) EXECUTIVE SESSION

The listing of matters above are those reasonably anticipated by the Chair which may be discussed at the meeting. Not all items listed may be discussed and other items not listed may also be brought up for discussion to the extent permitted by law.

Signature R. A. Avallone Dated 5/14/20

SELECTMEN AGENDA ADDENDUM

MAY 18, 2020 AT 7:00 PM

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The Board of Selectmen invites public participation during its meeting through a Public Comment section in the agenda. Due to the technological limitations of remote participation, participation shall be limited, at this time, to written correspondence. In accordance with established practice governing in person meetings and invitations to speak, commentary should be relevant to current Milford issues, limited in length to also permit others to participate, and received for presentation at the discretion of the Chairman. If you wish to offer commentary during Public Comment, please submit your commentary in writing indicating that it is for the Public Comment section, please include your full name and address, and submit it to rvillani@townofmilford.com prior to 2:00PM on Thursday May 7, 2020 and, it will be considered for being read into the record either during the General Correspondence section or Public Comment section of the meeting.

E-1
5/18/20

**A BRIEF
MILFORD BOARD OF SELECTMEN
RE: COMPLETE STREETS AND THE MASSDOT GRANT PROGRAM**

A Complete Street is one that considers the movements and needs of all users and modes—regardless of age or ability. Over the past ten years, there has been a notable increase in the emphasis on **Complete Streets**, building on earlier concepts of *traffic calming*, *safe routes to school* and, *context-sensitive* principles. Creating Complete Streets has been shown to provide numerous benefits, including improved public health and welfare, enhanced economic vitality, increased transportation safety, and at the end of the day, enhanced quality of life, this contributing towards creating great communities. In 2014, the Commonwealth instituted a Healthy Transportation Policy and subsequently, the legislature approved law that required the MassDOT and MA Dept of Health work together to develop a Complete Streets program for the Commonwealth. By incorporating a Complete Streets approach across the State, communities would improve the environment, degree of comfort for pedestrians, bicyclists, and transit users and the overall health of the citizens.

Between 2014 and 2015, the two state agencies worked with municipalities and advocates to develop a plan that evolved into a funding grant program to encourage communities to participate and start to emphasize the Complete Streets type of thinking. In 2016, MassDOT, which assumed the responsibility for overseeing the program, initiated the program through a series of training sessions for municipal staff, advocates as well as professionals in the related fields such as engineering and planning. That year the program also began awarding grants for planning and implementation.

The grant program, while fairly simple and straightforward, consists of three (3) stages as follows:

- **Tier 1 - Complete Streets Policy**
- **Tier 2 – Development of Complete Streets Prioritization Plan – currently up to approx. \$38,000 available per participating community**
- **Tier 3 – Project Approval and Notice to Proceed for installation or construction – up to \$400,000 available per participating community per year**

In order to apply for a Tier 3 grant that can be used for such items as sidewalks, ADA compliant ramps, bike parking equipment, improved trail and pedestrian crossings, etc., **a community must have passed both the Complete Streets Policy (Tier 1) and developed a Prioritization Plan (Tier 2).** Both need to be submitted to MassDOT for review and acceptance, however, the plans are to reflect the local ideas and priorities.

The Policy, currently before the Board, outlines a number of components including an overall vision, exceptions and implementation elements. It also applies to both the public and private sector. In essence, it is attempting to create a mindset for the future in considering all users of the transportation system and encouraging the provision of choices for travel for everyone.

The town of Milford applied for and received a grant for \$37,709 to prepare the Tier 2 Plan which is essentially completed. A large working group representing many town departments have been participating in development of the Prioritization Plan. The Plan can be submitted to MassDOT once a Policy is adopted and submitted. The next deadline for submitting the Plan is June 1.

Once both the Policy and Plan are submitted, a Tier 3 grant application for up to \$400,000 is expected to be submitted by its next deadline of July 1, 2020. The funds are in addition to any Ch 90 funds the town receives.

Complete Streets & The MassDOT Program



**Board of Selectmen
Town of Milford
May 11, 2020**

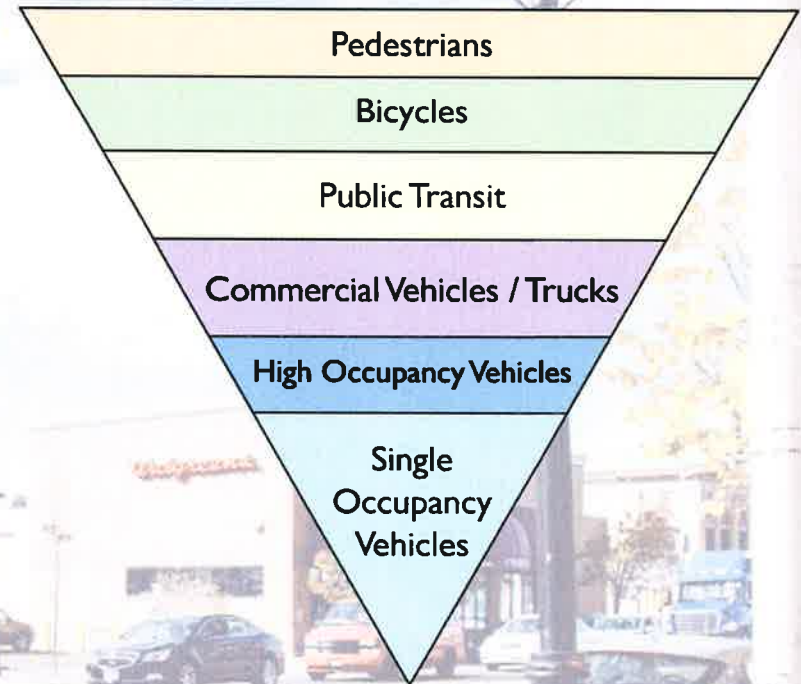
Presentation Outline

- Complete Streets Overview
- The MassDOT Program
- The Policy

Complete Streets – What are they?

Complete Streets...

...consider all users of streets, roads, and highways including pedestrians, bicyclists, persons with disabilities, seniors, children, motorists, movers of all commercial goods, operators of public transportation, public transportation users of all abilities, and emergency responders



Complete Streets – What are they?



In other words, complete streets are for everyone – no matter who they are or how they travel.

Source: National Complete Streets Coalition

Complete Streets – What are they?



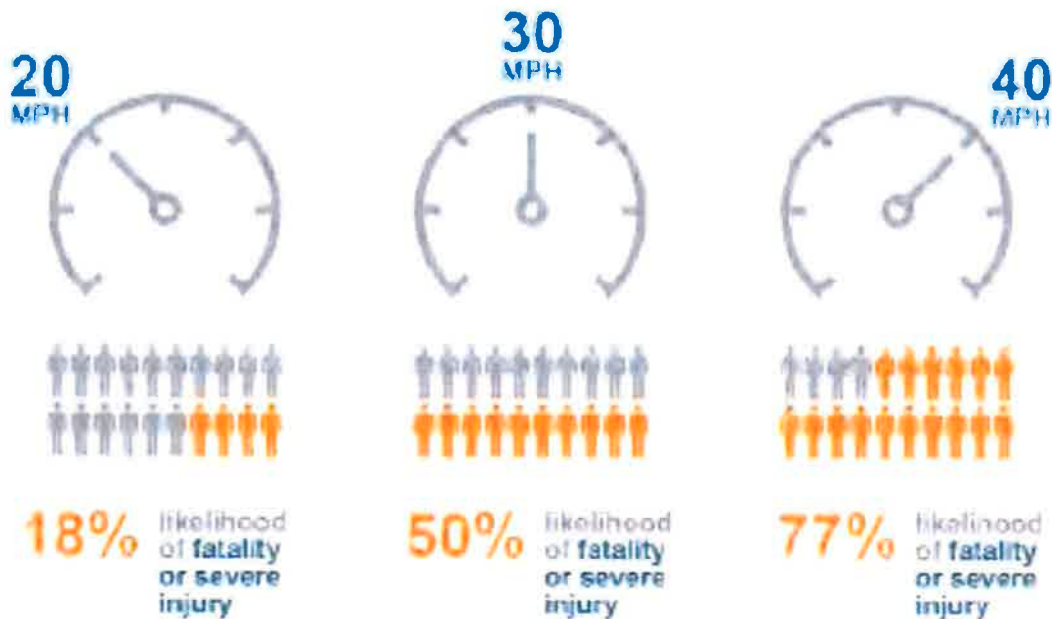
Complete Streets – What they are not



Complete Streets Matter Because ...

- Provide for safe movement of all users - all modes
- Help create a more comfortable environment for a community
- Encourage improved health outcomes
- Enhance the vitality and viability of the business districts and villages
- Provide choices for travel

Complete Streets Matter Because ...



Complete Streets Matter Because ...

- **20%** of pedestrian crashes in New England states involve senior citizens > 70 yrs. of age
- More than **75%** of pedestrian fatalities occur under dark conditions



The MassDOT Complete Streets Program

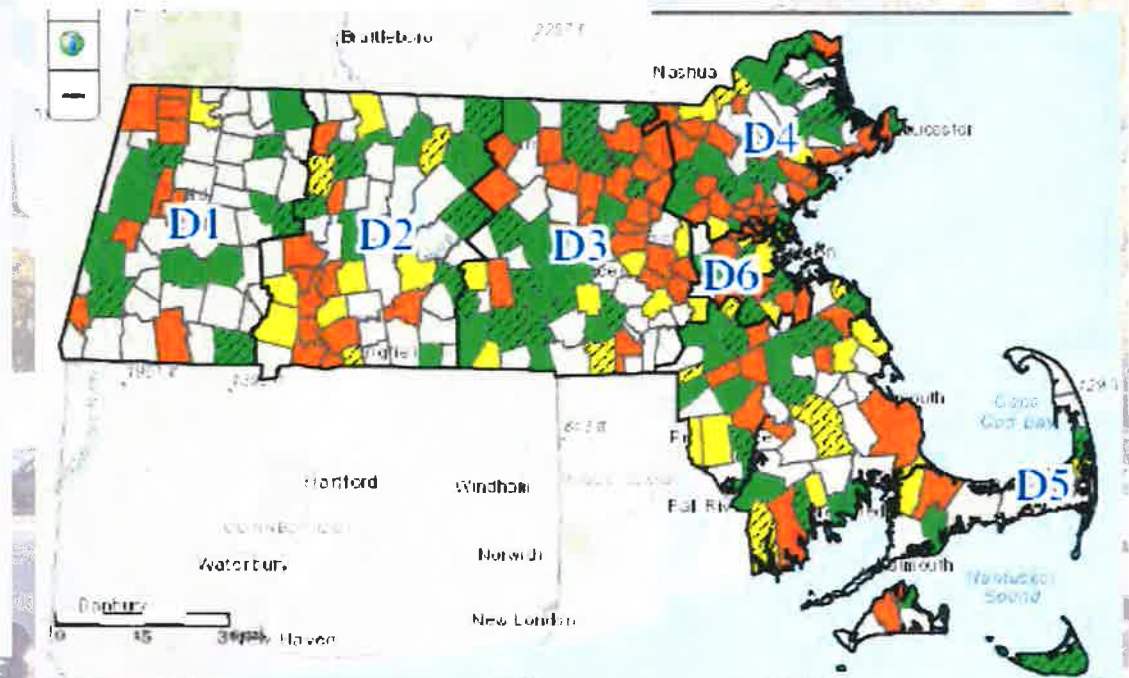
- Initiated in early 2016
- Provides assistance and incentives for municipalities to adopt Complete Streets policies and practice
- Encourages municipalities to adopt strategic and comprehensive approach to Complete Streets
- Provides funding for planning and implementing Complete Streets actions
- In the end, the program is attempting to facilitate better travel for all users

The MassDOT CS Program

- Tier 1 - Complete Streets Policy
- Tier 2 – Development of Complete Streets Prioritization Plan - up to approx. \$38,000 available per participating community
- Tier 3 – Project Approval and Notice to Proceed for installation or construction – up to \$400,000 available per participating community per year
- www.masscompletestreets.com

The MassDOT CS Program

- Program kicked off in early 2016
- To date,
 - 242 communities registered,
 - 216 have adopted CS policies,
 - 174 have approved Tier 2 Plans, and
 - 148 awards have been made for implementation



The MassDOT CS Program

- Three tiers: policy, plan and implementation
- CS Policy must be scored by MassDOT and attain 80 or more – Milford filed a Letter of Intent to adopt a policy
- Complete Streets Policy **and** Tier 2 Plan are required prior to applying for Tier 3 installation or construction grant
- www.masscompletestreets.com

Complete Streets Policy – Why?

- Changes the practice and thought process of how transportation projects and actions are approached.
- Commitment by the municipality on giving the practice of Complete Streets a consistent level of importance.
- Ensure the entire *right of way* is planned designed and constructed in a way that would accommodate all users.
- To gradually create a network of *complete streets* within the community and connecting to others.

Complete Streets Policy – Why?

- Changes the practice and thought process of how transportation projects and actions are approached.

- Commitment by the municipality on giving the

AND IT MAKES THE TOWN ELIGIBLE FOR FUNDING GRANTS

- Ensure the entire right of way is planned, designed and constructed in a way that would accommodate all users.
- To gradually create a network of complete streets within the community and connecting to others.

The Milford Complete Streets Policy

- Vision & Purpose
- Core Commitment
- Exceptions
- Best Practices
- Performance measures
- Implementation

The Milford CS Policy – Key Aspects

Vision & Purpose

- Outlines a vision for how and why the community wants to complete its streets
- Policy directs the decision makers and staff to consistently plan, design, operate and construct town ways to accommodate the needs of **all users** to the extent possible
- Move towards a safer, better, connected transportation network in the long run.

The Milford CS Policy – Key Aspects

Core Commitments

- Project design should consider all modes of travel
- Design principles can be implemented as part of single major project or incrementally over time
- Policy applies to not only town projects but State projects and private developments

The Milford CS Policy – Key Aspects

Exceptions

- Where facilities prohibit by law certain modes or users
- Where costs or impacts are excessively disproportionate to the need or use
- Where constraints including right of way preclude a design that can safely accommodate all users
- Ordinary maintenance activities including repaving projects related to existing roadways or utilities that are in street ROW would be exempt

The Milford CS Policy – Key Aspects

Implementation

- **Permanent committee to be designated by Board of Selectmen to monitor progress of Plan implementation**
- **Town would update and modify existing regulations and design guidelines over time to be consistent with Policy and incorporate Complete Streets principles**
- **Town staff would be trained in Complete Streets and remain up to date on Best Practices**
- **Committee could provide advisory opinions on proposed CS exceptions**

Complete Streets





TOWN OF MILFORD
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Phone: (508) 634-2303
www.milfordma.gov

COMPLETE STREETS POLICY

APPROVED May 11, 2020

1. Vision and Purpose

Complete Streets are designed and operated to provide for safe, reliable mobility for all the users of our roadways, walkways, trails and transit systems, including but not limited to pedestrians, bicyclists, transit riders, motorists, commercial vehicles, and emergency vehicles, and for people of all ages and abilities both along the roadways and crossing the corridors. The Town of Milford Complete Streets Policy sets guiding principles and practices that provide for the needs and safe movement of all current and future users of the Town's roadways by creating a system that encourages walking, cycling, and other non-motorized forms of transportation. The policy will provide a guide for decision making related to the planning, design, construction, reconstruction, paving, and maintenance activities of roadways. The Town's vision is to integrate a Complete Streets approach into its transportation practices, policies and decision-making.

Complete Streets practices and principles contribute to the Town's sustainability, public safety, quality of life, and health by creating a fully comprehensive and accessible transportation network that is designed to allow safe operations throughout the community in a balanced and effective manner. This policy is to be inclusive of all users regardless of age or ability such as children, seniors and those with disabilities, neighborhoods with vulnerable populations and all modes of transportation including: motorists, cyclists, emergency responders, school buses, freight and commercial vehicles, and pedestrians, including those with disabilities who may rely on mobility devices such as wheelchairs. Those principles promote health and well-being, walkability, environmental sustainability, economic viability, quality of life, neighborhood revitalization and social equity in a community by providing accessible and efficient connections between home, school, work, recreation and retail destinations. The Complete Streets vision is also compatible with the Transit Oriented Development (TOD) concept, which seeks to build a compact mixed-use community, where connected transportation networks help build a vibrant community in which to live, work and play.

The goal is to formalize the planning, design, operation, and maintenance of our roads to create a connected network of infrastructure which will accommodate to the extent practical, every mode of travel that is consistent with and supportive of the community, recognizing that all roads are different including designated *scenic roads* and that some will offer greater or lesser degrees of accommodation for each type of user, while ensuring basic accommodations are met for all users.

2. Core Commitment

A Complete Street is a street layout designed to be shared by numerous modes of transportation including, but not limited to, pedestrians, cyclists, emergency responders, trash haulers, delivery trucks, freight haulers, school buses, and motorists. Complete Streets are intended to provide safe travel networks for all users of all ages and abilities.

The Town recognizes that Complete Streets design principles may be achieved through single components incorporated into a particular roadway project, or through smaller improvements or maintenance activities over time. Improvements that may contribute to Complete Streets elements include but not limited to street and sidewalk lighting, sidewalk improvements, accessibility improvements, including compliance with the latest standards of the Americans with Disabilities Act (ADA), landscaping, and roadway improvements. The Town will, to the maximum extent feasible, design, construct, maintain, and operate all roads to provide for an inclusive and integrated network of facilities for people of all ages and abilities.

The Town, where practicable, will work to integrate Complete Streets principles and design elements into all publicly and privately funded roadway projects, including new road construction, reconstruction, resurfacing, and rehabilitation or maintenance projects. This includes road design projects and transportation infrastructure requiring funding or approval by the Town of Milford, as well as projects funded by the state and federal government, such as the Chapter 90 program, Town improvement grants, the Transportation Improvement Program (TIP), the MassWorks Infrastructure Program, Community Development Block Grants (CDBG), Capital Improvement funding, and other state and federal funds for road and infrastructure design.

All *private developments* and related road design elements or corresponding road-related elements, including but not limited to connections to the town's transportation network, shall also comply with Complete Street principles. In addition, to the extent practical, state-owned roadways will comply with the Complete Streets Policy, including the design, construction, and maintenance of such roadways within Town boundaries. Additionally, efforts shall be made to integrate and connect the Town's roadway system to its extensive trail network throughout the community, extending the trail network wherever useful and feasible.

If a representative of the Town participates in a meeting involving the design and planning of programs, transportation projects, or private development projects not under the Town's jurisdiction, the representative shall advocate that the project be carried out in accordance with the principles of this Complete Streets Policy.

3. Exceptions

The Town's goal is to apply Complete Streets practices and policies, as appropriate, to all transportation projects and private development projects that affect the Town's roadways' rights-of-way. It is recognized, however, that incorporation of Complete Streets elements into a project may not always be feasible or practical and consequently, exceptions may be necessary. Exceptions may be required under the following circumstances:

1. The project involves a roadway where specific users, i.e. cyclists and/or pedestrians, are prohibited by law. For these cases, an effort will be made for accommodations elsewhere.
2. Where such facilities or actions would constitute a threat to public safety.
3. Excessive and disproportionate cost or effect on private property to establishing accommodations is excessively disproportionate to the need or number of users.
4. Projects on designated scenic roads where certain actions may not be practical or feasible.
5. Where Complete Streets practices contradict other Town policies and regulations.

A project that involves emergency repairs or ordinary maintenance activities designed to keep

streets in serviceable condition, such as roadway mowing, street sweeping, minor roadway repairs and normal re-paving, pothole filling, public infrastructure, and utilities repair, and takes place within the public street right-of way will be exempt from this policy. Repair and maintenance projects as defined by Massachusetts Department of Transportation (MassDOT) Engineering Directive E-14-006 "Design Criteria for MassDOT Highway Division Projects" may be used by the Town to determine those project types to be exempt from this policy.

If the responsible agency or department believes a project is exempt from this policy and an exemption vs. attaining the maximum intent practicable is warranted, a request will be submitted to the approving Board or Department as part of the local approving process with supporting documentation and justification as deemed appropriate. The authorizing Board or Department may ask the designated Complete Streets Committee (as defined below in Section 6) for an advisory opinion and/or recommendation. After considering the proposed exemption and supporting documentation including the Complete Streets Committee's opinion, the Board (or Department) would formalize a decision on the exemption.

4. Best Practices

The Town of Milford Complete Streets Policy is focused on developing a connected, integrated network that safely accommodates all users (pedestrians, cyclists, and motorists) that also fits with the character of the community. Complete Streets will be integrated into policies, planning, and design of all types of public and private projects, including new construction, reconstruction, rehabilitation, repair, and maintenance of all road and redevelopment projects.

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

Complete Streets principles include the development and implementation of projects in a context-sensitive manner in which project implementation is sensitive to the needs of the users; is compatible with the community's physical, economic, and social settings; and integrates the community's goals, objectives, and values. The context-sensitive approach to process and design includes a range of goals by considering stakeholder and community values on a level plane with the project need. The success of the Complete Streets Policy lies with the project development process that includes:

1. Consideration of the land use and transportation context.
2. Any gaps or deficiencies in the network for various users.
3. An evaluation of the tradeoffs to balance the needs of all users of all abilities.

The overall goal of this approach is to enhance scenic, historical, and environmental resources while improving or maintaining safety, mobility, and infrastructure conditions to the extent that is economically feasible and practical.

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

The latest design guidance, standards, practices, and recommendations available will be used in the implementation of Complete Streets including, but not limited to:

- The Massachusetts Department of Transportation, *Project Development and Design Guidebook and current Engineering Directives*, 2006
- Massachusetts Department of Transportation Engineering Directive E-14-006, *Design Criteria for MassDOT Highway Division Projects*, 2014
- Massachusetts Department of Transportation, *Separated Bike Path Guidelines*, 2015
- American Association of State Highway Transportation Officials (AASHTO), *A Policy on Geometric Design of Highways and Streets*, 2011
- American Association of State Highway Transportation Officials (AASHTO), *Guide for the Development of Bicycle Facilities*, 4th Edition, 2012 (or later)
- Institute of Transportation Engineers (ITE), *Designing Walkable Urban Thoroughfares: A Context Sensitive Approach, An ITE Recommended Practice*, 2010
- Institute of Transportation Engineers (ITE), *Neighborhood Street Design Guidelines, A Recommended Practice*, 2011
- National Association of City Transportation Officials (NACTO), *Urban Street Design Guide*, 2013
- National Association of City Transportation Officials (NACTO), *Urban Street Bikeway Design Guide*, 2014
- National Association of City Transportation Officials (NACTO), *Urban Street Transit Design Guide*, 2015
- Federal Highway Administration (FHWA), *Small Towns and Rural Multimodal Networks*, Washington, D.C., December 2016
- American Association of Retired Persons (AARP) Public Policy Institute, *Planning Complete Streets for an Aging America*, 2012
- Active Transportation Alliance, *Complete Streets, Complete Networks: A Manual for the Design of Active Transportation*, 2012
- United States Department of Transportation, Federal Highway Administration, *Manual on Uniform Traffic Control Devices (MUTCD)*, 2009 (or later)
- The Architectural Access Board (AAB) 521 CMR Rules and Regulations,
- Town of Milford design standards, guidelines and practices pertaining to streets and roads, driveway access, signage and other related items, and
- Documents and plans created by or for the Town of Milford, such items, if available, as bicycle and pedestrian network plans, transportation master plan, land use plans, open space and recreation plans, capital improvement plans

In addition to the above, other sources of information and resources available to provide guidance in implementing the Complete Streets Policy include, but are not limited to, the following organizations:

- Institute of Transportation Engineers (ITE)
- American Planning Association (APA)
- American Society of Civil Engineers (ASCE)
- National Complete Streets Coalition (NCSC)
- Smart Growth America (SGA)
- National Safe Routes to School (SRTS)
- Pedestrian and Bicycle Information Center (PBIC)
- American Public Health Association (APHA)
- Center of Disease Control (CDC)

When accomplishing this Complete Streets Policy, the Town will use the above manuals, guidelines, and standards, as appropriate, but should not be prevented from considering new or non-traditional planning & design possibilities that will increase the level of safety of all users of any age or ability.

5. Performance Measures

The Town shall utilize performance measures to track the progress, effectiveness, and success of this Complete Streets Policy. Performance shall be measured on an annual basis by the Complete Streets Committee that will work with appropriate Town departments and other resources to gather and summarize this information. Such measures may include, but are not limited to:

- Improvements in safety for all roadway users, as measured by traffic accident reports
- Amount of increased capacity and connectivity for all modes of transportation
- Number of existing sidewalk, crosswalk, and intersection improvements
- Increase in linear feet of new pedestrian accommodations (sidewalks, trails, etc.) and the number of cyclist improvements (shared lane markings, bike lanes, etc.)
- Number of Americans with Disabilities Act (ADA) accommodations installed or built
- Number of specific enhancements made at the suggestion of ongoing public outreach efforts
- Reduction in the number of gaps in the sidewalk network
- Number of protected or enhanced pedestrian crossings
- Secure bicycle parking spaces added
- Number of public complaints or compliments pertaining to Complete Streets program
- Number of pedestrian/cyclist related crashes
- Miles of bike lanes and trails built or marked
- Number of segments of roadways improved which connect to existing trails

The final set of performance measures will be determined by the CS Committee within six (6) months of adoption of this policy.

6. Implementation

To oversee implementation of the Complete Streets Policy and Plan, the Board of Selectmen shall appoint a Complete Streets (CS) Committee. The CS Committee may be comprised of the following: the Town Planner, the Highway Surveyor, the Town Engineer, the Police Chief (or designee), the Fire Chief (or designee), Building Commissioner (or designee), representative of the Council on Aging, Recreational Department Director (or designee), Health Department Director (or designee), the School Superintendent (or designee), representative from the local historic commission or any other representative determined necessary by the Board of Selectmen.

The CS Committee would provide general oversight to ensure compliance with this Complete Streets Policy and monitoring the implementation of the Prioritization Plan.

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

The responsible Town boards and department will, as appropriate, review and either revise or develop proposed revisions to all appropriate planning documents (comprehensive plans, open space and recreation plans, etc.), zoning and subdivision bylaws, laws, procedures, rules, regulations, guidelines, programs, and templates to integrate the Complete Streets Policy and its principles in all project review processes.

As new land development projects are proposed and undergo review by the appropriate permitting boards, the project proponent should be made aware by the appropriate department or Board of the Complete Streets Policy and Prioritization Plan and the proposal can be checked for compatibility with the Policy and Plan. If mitigation is required of the project proponent, the actions should also be consistent and possibly build off the Policy and Plan.

The Town intends to develop and maintain a comprehensive inventory of pedestrian and bicycle facility infrastructure that will prioritize projects to eliminate gaps in the sidewalk and bikeway network, and provide opportunities for expansion.

As part of the budgeting process for projects in the Capital Improvement Plan, the Town may periodically reevaluate the decision making process and ranking system related to Complete Streets to include prioritization criteria that will give extra weight to projects that enhance access or mobility for those on foot or riding bicycles.

As new Town transportation related projects are proposed, the CS Committee may be asked by the project proponent (or responsible department) to review proposal in relation to the being consistent with the Complete Streets Policy and provide confirmation or input.

Periodically, the Complete Streets committee will meet to review the Plan implementation progress as well as updating the Plan with new projects or new priorities. As part of the monitoring process, the CS Committee may also inquire as to the progress various departments are making relative to updating or modifying the various town documents including zoning and subdivision codes, laws, procedures, rules, regulations, guidelines, programs, templates, and design manuals in order to integrate, accommodate, and balance all transportation needs in Milford and be consistent with the Policy.

If changes, updates, or additions to the Tier 2 Complete Streets Prioritization Plan are proposed, the Complete Streets Committee will discuss the potential inclusion into the Plan and potential changes in priorities of current or new projects. The key factors in relation to setting priorities may include but not be limited to:

- Ownership (local vs. state owned facility),
- Location (near schools or public recreation areas),
- Potential high pedestrian & bicycle demand areas
- Project readiness (engineering/permits)
- Impacts & complexity of action
- Costs
- Consistency with Local Plans
- Livability
- Safety and Security
- ADA accessibility/compliance
- Mobility
- Public health outcomes

To the extent practical, the Town will encourage appropriate staff and decision makers to attend workshops and other training opportunities so that everyone working on the implementation of the policy understands the concepts of Complete Streets principles and implementation practices.

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

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

MILFORD BOARD OF SELECTMEN

APPROVED:

_____, Chair

Date: _____