

**Street / Sidewalks/ Yard Waste Committee**  
**Streets/Sidewalks/Yard Waste**  
**Vergas City Office**  
**1:00 PM on Thursday, February 9, 2023**

1. **Call to Order**
2. **Agenda Additions or Deletions**
3. **Minutes**
  - December 8, 2022
  - December 28, 2022
4. **Sidewalk Policy**
5. **Parking along 1st Ave S**
6. **County Garage Land**
7. **Complete Streets**
8. **W Lake Street**
  - 1. Feasibility Report
  - 2. Right of Way needs
  - 3. Funding
9. **Glenn St Extension**
10. **Right of Way East Lake Street and North Railway Avenue**
11. **W Sunset Strip**
12. **Budget- goal setting**

# Table of Contents

3. Minutes .....	3
7. Complete Streets .....	10
TRAFFIC SPEED .....	20
SURROUNDING LAND USE AND DENSITY .....	20
FUTURE LAND USE AND DENSITY .....	20
EXISTING MULTIMODAL FACILITIES .....	21
CONNECTIONS TO MULTIMODAL NETWORKS .....	21
RELATION TO LOCAL PLANS .....	21
VEHICULAR DATA .....	21
PEDESTRIAN AND BICYCLIST DATA .....	21
8. W Lake Street .....	31

**Street / Sidewalks/ Yard Waste Committee**  
**Streets/Sidewalks/Yard Waste**  
**Vergas City Office**  
**1:00 PM on Thursday, February 9, 2023**

**3. Minutes**

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December 8, 2022  
December 28, 2022

**Files Attached**

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- 12.08.22SSYW.min corrected pdf.pdf
- 12.28.22SSYW.min pdf.pdf

**Street/Sidewalks/Yard Waste Committee Meeting Minutes**  
**Vergas City Office**  
**December 8, 2022**

1.) A meeting of the Vergas Streets/Sidewalks/Yard Waste (SSYW) Committee was held on Thursday, December 8, 2022 at 4:00 PM at the Vergas Event Center. Present was Bruce Albright and Paul Pinke, Vergas City Council; Mike DuFrane, Utility Superintendent; Julie Lammers, City Clerk, Blaine Green, Widseth via Zoom, and Cristi Field, OtterTail County Highway Department. Albright called the SSYW meeting to order at 4:07 PM.

2.) Agenda Additions or Deletions. Lammers wanted to add County Garage to the agenda.

3.) Minutes for the 10/25/22 SSYW meeting were attached in the agenda packet. Pinke said he read them, and made a motion to approve, seconded by Albright, approved.

6.) Snow Removal. The City has been working on a number of changes to the snow removal policies, ordinances, and rules. They will hopefully come to hearings early January, 2023. With the addition this summer of diagonal parking on the west side of South (S) 1ST Avenue (AVE)/ County Road (C.R.) Number (No.). 4, between West (W) Main Street (ST) and East (E) Linden ST, we now have created a snow removal issue. Field said the County's snowplows are 12' wide with an 8' wing. With the relocation of the County Garage from Vergas to Pelican Rapids, it is also going to now take longer to get the City of Vergas County roads plowed. Some type of resolution should be adopted for 1ST AVE S designated above, that includes signs saying "No Parking Nov. 1 to April 1 between the hours of 2:00 AM to 8:00 AM for snow removal". Two signs would be needed, one north and one south of the alley, Field said the signs could be placed on tall plastic traffic delineator posts, as it would be difficult to add steel posts through the concrete sidewalk at this time of the year. DuFrane thought he had a couple of the delineators. Another future option might look at removing the sidewalk on the west side of the AVE. This would give us more room to work with. Also by next year this time, we should have the new parking lot done where the County garage sets now. This should also help to alleviate some of the current parking problems. Albright asked if the County would help fund the sidewalk removal, Field said probably not. Lammers felt the necessary resolution could be handled at the upcoming 12/13/22 Council meeting.

4.) Signs. Field said that the County Sign people have been directed to change the sign on C.R. No. 60 near the intersection with C.R. No. 4 in the near future. The existing sign says "55 MPH", and the new sign will read "End 40 MPH". Hopefully this will help slow down the intersection traffic.

Regarding signs and road right-of-way (R/W), Field has checked the records for C.R. No. 4/ S 1ST AVE. She says they have 35' as measured from the road centerline, and the tractors are parked on the landowner's residential lot within the road R/W. The City contacted the owner of 170 S 1ST AVE, regarding Ordinance 71.08, Prohibiting Parking Areas in Front Yards In Residential Zones regarding the same issue. The homeowner said his property is zoned Commercial. Field said from a County perspective, she could get the tractors moved, as they are a road hazard. She will have a personal field meeting with the owner, before the County sends an official letter.

Regarding an additional sign for the Yard Waste site, Lammers will get pricing from JH Signs and Designs, Perham, MN. She will get two prices for a 4'x4' and a 4' x 8' sign. The sign will say "Yard Waste Permit Holders Only", "See Permit for Rules", "No Commercial Dumping",

“Permits can be Purchased at the City Office or Liquor Store”, and “Camera Surveillance in Use”. Lammers said for 2022, she’s issued 88 resident permits (no charge). For the nearby Townships, it is as follows: Dora - 74, Edna - 57, Hobart/Candor - 47, Lida - 14. Lammers questioned that if a resident leaves town, should they be required to turn in their dumping permit? The Committee talked about prosecuting violators. It could be up to a \$300 fine, with two or more infractions, they loose use of the privilege. DuFrane said we also have the issue of unintended fires. This has happened at least 3 times, and we get billed from the Fire Department. DuFrane has also talked with the Solid Waste Department in Fergus Falls, and would still like to see some more gravel added around the blue bins. Albright said we should calculate some quantities in the spring, and contact the County again.

Regarding the barricades placed on the trail wooden walkway bridge along Long Lake, Albright thought that the south barricade had to be placed closer to the bridge, as right now, a snowmobile can get around the barricade and onto the bridge. DuFrane said he could move it closer to the bridge.

5.) Sidewalk Policy. We talked earlier about the snow removal issues along S 1ST AVE. 71.04 Declaration of Snow Emergency; Parking Prohibited. Is an Ordinance that will come to the Council at their meeting on December 13th. Snow removal on streets and sidewalks gets addressed again in Chapter 93, Streets and Sidewalks. Last year, Albright said we contacted a number of neighboring towns regarding their snow removal policies, A revised Ordinance was drafted in this regard. The Committee felt they would like to see it again before passing It on the Council for them to schedule an Ordinance hearing.

7.) Lawrence Lake Acres. Lammers said the developer has agreed to extend Glenn ST to his subdivision property line, at his expense. Widseth has a “preliminary exhibit and estimate” for the improvement of W Lake ST. Green felt that his cost estimate numbers were pretty good, maybe except for R/W, which we now know on the east end of W Lake ST, we don’t have R/W. Green plans to attend the next Council meeting, where he can present the “preliminary study”.

Regarding the Pavement Management Study, Green said he also plans to present that study at the next Council meeting, and wanted to attend in person for said presentation. Once filed, it will be “public information”.

8.) County Garage Parking. Widseth has presented two options for potential parking, once the building is demolished. Option 1A, is for perpendicular parking on the west side, with two-way traffic, and for a possible 6 parking spots on the east side (parallel parking). Someone thought these could be used for vehicles with trailers in the summer. If the parallel parking is utilized, then the traffic would be one-way (E Linden ST to alley). This is Option 1B. Option 2 is for diagonal parking on both sides, again with one-way traffic, yielding 18-20 stalls. Lammers thought we’ll probably need a fence on the west side of property. Signage for the parking lot could include “No Vehicles Over 24 Hours”. We already know that the Altona Square people would like to rent 7 of the spots for their apartment tenants. The will pay \$10/month for each spot, said fee will be added to their rent.

9.) Adjournment. Albright adjourned the meeting at 5:54 PM.

Respectfully prepared and submitted by;

Bruce E. Albright, City Council Member

Council Recommendations:

- “No Parking” signs for snow removal along S 1ST AVE, between Main and Linden ST.

## Follow up Actions:

- Feasibility reports for W Lake Streets.
- Address R/W needs for W Lake ST improvement project.
- Continue to work on R/W needs for East Lake Street and N Railway AVE.
- SSW Committee to continue to work on budgets, and future road funding needs.
- Continue to work on City parking, issue engineer work orders to analyze parking potential behind the Event Center, along S 2ND AVE, S Railway AVE (assuming Railroad approval), and behind City Offices including County shop. Work on handicap parking spots.
- Assess needs/budget for Small Cities Assistance Program funding. Lobby legislators for future funding, explain our needs to Legislators.
- Evaluate County and MnDOT speed study data regarding public safety concerns along trail. Look at creating an “urban” district.
- Continue to work on snow removal, sidewalk, and parking ordinances/policies to address concerns. Snow emergency routes?
- Look at making W Sunset Strip an official street.
- Cost estimate for N Railway AVE repairs north of Elm ST intersection.
- Start “budgeting” for Street Condition Survey work.

## Additional Future Meeting Agenda Items:

- none.

**Street/Sidewalks/Yard Waste Committee Meeting Minutes**  
**Vergas City Office**  
**December 28, 2022**

1.) A meeting of the Vergas Streets/Sidewalks/Yard Waste (SSYW) Committee was held on Thursday, December 28, 2022 at 4:00 PM at the Vergas Event Center. Present was Bruce Albright and Paul Pinke, Vergas City Council; Julie Lammers, City Clerk, and Blaine Green, Widseth via Zoom. Albright called the SSYW meeting to order at 4:12 PM.

2.) Agenda Additions or Deletions. Green wanted to add a discussion about West (W) Lake Street (ST).

3.) Minutes for the 12/08/22 SSYW meeting were attached in the agenda packet. Pinke said he had not read them. Albright noted that Green had a correction for Item # 7, pertaining to W Lake ST. Albright has not made the correction yet. Approval of the 12/08/22 meeting minutes will be tabled until the next meeting.

4.) Snow Removal and Ice Control Policy. Attached to the meeting agenda, were the “draft” Snow Removal and Ice Control Policy and the 71.04 Declaration of Snow Emergency; Parking Prohibited. Later tonight, there is a hearing scheduled for the Ordinance. “Emergency” as defined under City Ordinance Chapter 32, is “An unforeseen combination of circumstances which calls for immediate action to prevent from developing or occurring”. The City has a number of different ordinances that mention or deal with snow and ice removal. 92.01, including (1) and (2) all mention this issue. 71.03 (B) references no parking for snow removal. 71.09, Impoundment, also references “hindering snow removal”. 93.03, Materials on Street or Sidewalk, (B) (1) states, “no person shall obstruct any street or sidewalk by depositing snow or ice thereon”. Albright just felt that all the various ordinances should be consistent throughout and easy for the public to understand. The Committee talked about the differences between “Ordinances” and “Policies”. Ordinances are laws that affect the public. And Policies are guidelines for City staff to enforce the ordinances. Albright felt sometimes we try to interchange the meanings.

The Committee talked about the “good” things that came out of the two recent “snow emergencies”. City staff felt cleanup went easier with people moving their vehicles. Language for tonight’s hearing on 71.04 has been added (C) During a delayed snow emergency or **enough snow has accumulated to plow**, no motor vehicle shall be left parked on any street or public way in the city until the declared emergency is canceled or, if no emergency is declared, until the street is cleared on both sides or accumulated snow. Lammers said people called, and questioned where they should park during snow removal? City staff has started using orange laminated cards to place under people’s automobile windshield wipers to get them to move their vehicles.

The Committee spent a fair amount of work on this subject last spring, when they reviewed similar ordinances from a number of other small towns, such as Frazee, Walker, Battle Lake, and Nisswa. Councilperson Fischer sent Albright a picture of sign in Perham, it states “No Parking on any street during snow emergency. This is when a snowfall is 2 inches or more. Violators will be fined and towed, Nov. 1ST - April 30TH. She thought maybe the hours of midnight to 5:00 AM should be added.

Albright said a number of issues arose during the heavy ice/snow storms of December 13-15, 2022. One problem arose from the fact that the snowplow did not have tire chains. We

understand that this problem has been corrected. During that event, we were also down to one utility person and one plow. It will be helpful once the City gets their new one ton pickup with a snowplow. Both will not be available until May, 2023. The snowplow got stuck on DeDee Anderson's driveway, Sunset Boulevard (Blvd), and W Lake ST. None of these roads are easy to plow, turn around, etc. We had complaints of people blowing their snow back onto the roadways. Snow was also pushed onto City property behind the Liquor Store. Fischer suggested that maybe the City hire a crew to handle the snow removal on W Main ST, between Railway and 1ST AVE's. Albright hoped we could work within the existing City framework to address the businesses' concerns on snow removal. Green said the City of Crookston adopted a map showing which streets get plowed first. Albright felt this effort should be coordinated with Mike DuFrane, Utility Superintendent. We also talked about adopting a map showing the various sidewalks around town, and which ones are maintained by the City (public), which ones are private and need no maintenance, and the public sidewalks that are to be maintained by the respective business owners. Lammers said a part of the trail, down to the apartments is also receiving winter maintenance, as the apartment owners want to walk uptown.

5.) Parking. Widseth looked at the possibility of removing the sidewalk in front of Franklin Fence to widen 1ST AVE S. The sidewalk would not be removed by the FireHall, and those spots would revert back to parallel parking. With the modifications, the roadway width would expand to 34.67' on the west end and 37.25 on the east end. The modifications would allow 8 parking spots on the north side, and under the current diagonal parking, we have 10 spots. Albright and Lammers agreed that there are times when all of the diagonal spots are being used. The possible modifications referenced by Widseth could cost as much as \$50,000, and the County has already indicated that they would not help with the expense. Some of the diagonal parking spot snow removal issues should go away later in 2023, when we get the County Garage parking in place, and the Altona Square tenets rent 7 so of those spots.

The Committee looked again at the 3 options developed by Widseth for parking at the County Garage property. They liked Option 1B, which would have parallel parking on the south side, which could be used by vehicles towing boats in the summer. Parking lot traffic would be one way, from Linden ST to the alley. Their was discussion that the apartment rental spots could be the first 7 spots next to Linden ST on the north side. The Committee agreed to recommend to the Council that they adopt Option 1B. Lammers will be writing the Community Development grant application to Otter Tail County for the building demolition, paving of the lot, and a fence between the Haarstick and City property. If approved, the grant could cover 50% of the costs of the approved work items.

6.) CSAH 4 and CSAH 60 Speed Study. The Otter Tail County Board of Commissioners passed a resolution on 02/23/22 asking the Minnesota Department of Transportation (MnDOT) to conduct said study. MnDOT has completed their study dated 12/19/22, and recommended no changes to the speed limit in the designated area. The County has already revised their sign from 55 MPH to End 40 MPH as recommended. The City thought that maybe the speed limit in this area should be reduced from 40 MPH to 30 MPH because of all the use the trail is getting. Radar checks of the speed in this area last summer showed that the 85th percentile was 47-48 MPH. They felt this reflected a safe speed for the existing conditions. Options regarding possible park modifications were discussed, and how that could impact the roadway in this area in the future.

7.) W Lake ST Road Improvements. Green said he had his preliminary cost numbers for the road improvement assembled. His estimate is \$220,000, and this covers the road from County Road (C.R.) No.17 to the city limits by Robin Maneval. Green has looked at a number of assessment options. Lammers thought the road should be paved, and Green said this would basically double the costs. With the proposed Lawrence Lake Acres, there would be eleven



property owners along the improved roadway. Any road assessments would need to follow Minnesota Statutes Chapter 429. 429.051 states that “the cost of any improvement, or any part thereof, may be assessed upon property benefitted by the improvement, based upon the benefits received, whether or not the property abuts on the improvement”. Section 10 of the City’s Assessment Policies and Procedures, states that reconstructions of gravel streets are assessed 50% to the benefitted owners. Upgrading of existing gravel streets to pavement are assessed 100%.

There are a number of different ways the costs can be divided up among the landowners, based on footage, equally, or to “other” benefitted parties. Green felt the City better have a feasible distribution of costs the landowners can live with, before we start spending money on the preliminary design engineering. The design of the road really doesn’t change if it’s gravel or paved (22’ top). Green said he would file his preliminary estimate at the 01/12/23 Council meeting.

9.) Adjournment. Albright adjourned the meeting at 6:21 PM.

Respectfully prepared and submitted by;

Bruce E. Albright, City Council Member

Council Recommendations:

- Option 1B for the County garage property.

Follow up Actions:

- Feasibility report for W Lake Street.
- Glenn ST extension.
- Address R/W needs for W Lake ST improvement project.
- Continue to work on R/W needs for East Lake Street and N Railway AVE.
- Continue to work on budgets, and future road funding needs. -
- Continue to work on City parking, issue engineer work orders to analyze parking potential behind the Event Center, along S 2ND AVE, S Railway AVE (assuming Railroad approval), and behind City Offices including County shop. Work on handicap parking spots.
- Assess needs/budget for Small Cities Assistance Program funding. Lobby legislators for future funding, explain our needs to Legislators.
- Evaluate County and MnDOT speed study data regarding public safety concerns along trail. Look at creating an “urban” district.
- Continue to work on snow removal, sidewalk, and parking ordinances/policies to address concerns. Snow emergency routes?
- Look at making W Sunset Strip an official street.
- Cost estimate for N Railway AVE repairs north of Elm ST intersection.
- Start “budgeting” for Street Condition Survey work.

Additional Future Meeting Agenda Items:

- none.

**Street / Sidewalks/ Yard Waste Committee**  
**Streets/Sidewalks/Yard Waste**  
**Vergas City Office**  
**1:00 PM on Thursday, February 9, 2023**

**7. Complete Streets**

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**Files Attached**

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- Complete Streets Policy Resolution No 2023-08.pdf
- OTC Complete Streets Policy - Final.pdf
- Resolution 2021-014 Complete Streets Policy.pdf

**Adoption of the Otter Tail County Complete Streets Policy Resolution**  
**Otter Tail County Resolution No. 2023 - 08**

WHEREAS, the Otter Tail County Board of Commissioners is the duly elected governing body for Otter Tail County and is responsible for the planning, development, and preservation of a safe and functional transportation system; and

WHEREAS, Otter Tail County has undertaken the task of preparing the Otter Tail County Complete Streets Policy to create a safe, equitable, and connected transportation system for pedestrians, bicyclists, and motorists that provides balanced transportation options for residents of all ages and abilities, and that supports and enriches the communities of Otter Tail County; and

WHEREAS, the Otter Tail County Complete Streets Policy planning process was guided by a Steering Committee, composed of state and local agency representatives and consultants; and

WHEREAS, the public was invited, encouraged and involved in the Policy's preparation; and

WHEREAS, the Otter Tail County Complete Streets Policy includes the following key elements: purpose and vision, jurisdiction, procedures, Complete Streets guidelines, and evaluation and performance measures; and

WHEREAS, this Otter Tail County Complete Streets Policy will assist County and local officials to cooperatively improve the County's transportation system.

NOW THEREFORE BE IT RESOLVED THAT, the Otter Tail County Board of Commissioners does hereby adopt the Otter Tail County Complete Streets Policy, and agrees to use it as a guide for future transportation system decisions.

The motion for the adoption of the foregoing resolution was introduced by Commissioner Mortenson, duly seconded by Commissioner Bogness and, after discussion thereof and upon vote being taken thereon, passed unanimously.

Adopted at Fergus Falls, MN this 24th day of January, 2023.

OTTER TAIL COUNTY BOARD OF COMMISSIONERS

Dated: 1-24-2023

By: Wayne Johnson

Wayne Johnson, Board of Commissioners Chair

Attest: Nicole Hansen

Nicole Hansen, Clerk

STATE OF MINNESOTA )

)

COUNTY OF OTTER TAIL )

I, Nicole Hansen, the County Administrator, do hereby certify that the foregoing resolution is a true and correct copy of the resolution presented to and adopted by Otter Tail County at a duly authorized meeting therefore held on the 24th day of January, 2023.

Nicole Hansen  
Nicole Hansen, Clerk

## Otter Tail County Complete Streets Policy

This policy was adopted by Resolution No. 2023-08 by the Otter Tail County Board of Commissioners on January 24, 2023.

### 1. Definitions

- a. Complete Street: A complete street accommodates a variety of mode types, balancing the needs of users of all ages and abilities. What makes a street “complete” is context-dependent, and will vary based on the location, surrounding land use, current and projected roadway use, and traffic volumes.
- b. Street: Throughout this document, the term “street” refers to any road that is within Otter Tail County’s jurisdiction. This includes roadways commonly referred to as “highways” or “roads” throughout the county.
- c. Underserved and Vulnerable Populations: People within Otter Tail County that have not historically been engaged in processes, are overburdened on several levels, or have limited transportation options. This includes, but is not limited to, minority populations, low-income residents, people with disabilities, or communities with insufficient multimodal infrastructure.

### 2. Purpose and Vision

- a. Purpose: The Complete Streets Policy defines requirements for county roadway projects, provides best practices and context-specific design recommendations, and clarifies procedures for project planning, implementation, and evaluation. Implementation of this policy will ensure Otter Tail residents have access to safe, convenient, reliable, and accessible transportation – balancing the needs of all while prioritizing underserved, overburdened and vulnerable communities.
- b. Vision: Otter Tail County will create a safe, equitable, and connected transportation system for pedestrians, bicyclists, and motorists that provides balanced transportation options for residents of all ages and abilities, and that supports and enriches the communities of Otter Tail County.

### 3. Jurisdiction

- a. This policy applies to construction, reconstruction, rehabilitation, and pavement maintenance projects on any county-owned roadways within Otter Tail County (excluding project types identified in 4b: Exceptions). The county will collaborate and coordinate with local municipalities and agencies as appropriate.
- b. Additionally, any construction or repair projects on county roadways that infringe on the right of way or sidewalk must provide safe and efficient temporary infrastructure for all modes throughout construction.

#### 4. Procedures

- a. Commitment in all Projects and Phases
  - i. The Otter Tail County Highway Department will review all roadway construction, reconstruction, rehabilitation, and pavement maintenance projects to ensure compliance with this policy. All projects that fit these criteria must complete the Pre-Project Checklist found in Appendix A and submit to the County Engineer or Assistant County Engineer for approval.
    - 1. Compliance will be required in all project phases, including but not limited to: Project planning, studies, reports, construction, and implementation.
    - 2. Compliance is defined as meeting the requirements set forth in the Pre-Project Checklist (see Appendix A).
  - ii. The Otter Tail County Highway Department will provide an annual report to the County Board that includes performance measures and annual change of these metrics. Details on this report can be found in Section 6: Performance Measures and Evaluation.
- b. Exceptions
  - i. A project may be exempt from the Complete Streets Policy under one or more of the following conditions:
    - 1. Lack of space within the right-of-way to accommodate additional infrastructure
    - 2. Cost is excessively disproportionate to benefit, need, or probable use
    - 3. Inclusion or expansion of multimodal infrastructure would increase public safety risk
    - 4. Routine maintenance of the network that does not change the roadway geometry or operation (mowing, spot repair, etc.)
    - 5. Documented lack of current or future pedestrian and/or bicycle use
    - 6. A reasonable equivalent along the same corridor is already being planned
    - 7. Emergency repairs that require immediate response
      - a. Provide temporary accommodations for pedestrians and bicyclists
      - b. If repair becomes long-term project, the Complete Streets Policy will apply
    - 8. Projects that do not impact multimodal users (pedestrians, bicyclists, transit, or motorists) such as storm sewers or landscape work
    - 9. Transit accommodations are not required where there is a documented lack of existing or planned routes
- c. Project Selection Criteria
  - i. In addition to the County Highway Department's established project selection criteria (tiered preservation system, established performance targets, county pavement management system, and available/projected funding), the county will utilize the following Complete Streets criteria when prioritizing projects:

1. Closes an identified gap in the multimodal system
2. Improves safety for all users
3. Improves transportation access for underserved, overburdened and vulnerable communities
4. Number of pedestrians and bicyclists that currently or are projected to use the roadway

## **5. Complete Streets Guidelines**

- a. Land Use and Context Sensitivity
  - i. Any new (or revised) transportation plans must specify how the document will support the Complete Streets vision.
  - ii. Project decisions related to Complete Streets implementation should consider the surrounding context, including land use, natural features such as wetlands and lakes, community characteristics such as income and vulnerability, and likely changes identified in relevant plans or studies.
- b. Example Design Elements
  - i. Choosing the appropriate multimodal infrastructure is highly dependent on the project's context. Otter Tail County recommends the following resources as guides:
    1. [MnDOT's "Complete Streets from Policy to Project" Report](#)
    2. U.S. Department of [Transportation's Complete Streets Resource Guide](#)
  - ii. Additional guidance on specific design elements can be found in Appendix B: Complete Streets Toolkit

## **6. Evaluation and Performance Measures**

- a. Evaluation
  - i. The Otter Tail County Highway Department, in collaboration with other county and city departments and agencies, will release an annual Complete Streets report. This report will include the performance measures listed below in 6b. and the county's progress towards these metrics.
  - ii. A Complete Streets Project Audit will occur for all applicable projects within Otter Tail County. This project audit will be documented as part of the project development process.
    1. The project audit will include a completed Pre-Project Checklist, along with any required documentation

b. Performance Measures may include the following metrics:

METRIC	LAST YEAR	THIS YEAR	CHANGE
Linear feet of new or reconstructed sidewalk			
Miles of new or restriped on-street bicycle facilities			
Number of new or reconstructed curb ramps			
Number of new or repainted crosswalks			
Percentage completion of bicycle and pedestrian networks (as defined by county and city plans)			
Specify plan the gap is identified in:			
Number of crashes by mode:			
<i>Motorist</i>			
<i>Pedestrian/Bicyclist</i>			
Number of injuries by mode:			
<i>Motorist</i>			
<i>Pedestrian/Bicyclist</i>			
Number of fatalities by mode:			
<i>Motorist</i>			
<i>Pedestrian/Bicyclist</i>			
Mode shift to walking, bicycling, or transit			
Percentage of children walking, biking, or taking transit to school			
Percentage of satisfied or very satisfied users by mode			
<i>Pedestrian</i>			
<i>Bicyclist</i>			
<i>Transit</i>			
Miles of county roadways with shoulders of 5' or greater			
Percentage of tourists who utilize pedestrian and bicycle infrastructure			

**Supplemental Materials:**

Appendix A: Pre-Project Checklist

Appendix B: Complete Streets Toolkit

Appendix C: Implementation Guide

Appendix D: Otter Tail County Examples



## Appendix A: Pre-Project Checklist

Please use this worksheet as a guide to the Complete Streets Policy. For any questions, please contact the Otter Tail County Engineer at [highway@co.ottertail.mn.us](mailto:highway@co.ottertail.mn.us) or at 218-998-8470.

<b>Project Name</b>	
<b>Date</b>	
<b>Location</b> (Road name, start, and end points)	
<b>Roadway Jurisdiction</b>	
<b>Primary Contact Name</b>	
<b>Primary Contact Phone</b>	
<b>Primary Contact Email</b>	

### Does the Otter Tail County Complete Streets Policy apply to the project?

1. **Are the roadways involved in the project owned by Otter Tail County?**
  - ☐ If Yes, continue to #2
  - ☐ If No, this policy does not apply to the project
2. **Does the project include new construction, reconstruction, rehabilitation, or pavement maintenance?**
  - ☐ If Yes, continue to #3
  - ☐ If No, this policy does not apply to the project (*Note: If the project infringes upon the right-of-way or sidewalk, temporary accommodations for multimodal users should be provided*)

If you answered yes to **only one** of questions 1 and 2, the Complete Streets Policy **does not** apply to your project.

If you answered yes to questions 1 **and** 2, the Complete Streets Policy **does** apply to your project. Please proceed to question #3 on the following page.

## Complete Streets Policy Compliance

**3. How are pedestrian needs along this roadway being met? (Must choose one)**

- ☐ There is a lack of current or future pedestrian use along this roadway (provide documentation)
- ☐ Existing conditions are meeting pedestrian needs (provide documentation)
- ☐ Pedestrian needs will be met by improvements in this project (describe improvements)

- ☐ We request an exception (provide documentation)

**4. What are current pedestrian counts within the project area?**

**5. How are bicyclist needs along this roadway being met? (Must choose one)**

- ☐ There is a lack of current or future bicyclist use along this roadway (provide documentation)
- ☐ Existing conditions are meeting bicyclist needs (provide documentation)
- ☐ Bicyclist needs will be met by improvements in this project (describe improvements)

- ☐ We request an exception (provide documentation)

**6. What are current bicyclist counts within the project area?**

7. (Optional) Are there other user groups (such as transit, agricultural equipment, ATVs, etc.) who will benefit because of this project?

***If you have indicated there is a lack of multimodal use, existing conditions are meeting needs, or are requesting an exception, please attach documentation.***

Date Completed		
Compliance	<input type="checkbox"/> Compliant	Notes:
	<input type="checkbox"/> Non-Compliant	
Reviewed by:		

## Appendix B: Complete Streets Toolkit

This document was created to guide project managers as they navigate applying the Complete Streets Policy to their project. For any questions, please contact the Otter Tail County Engineer at [highway@co.ottertail.mn.us](mailto:highway@co.ottertail.mn.us) or at 218-998-8470.

# STEP 1 DETERMINE ELIGIBILITY

Does your project need to comply with the Complete Streets Policy? Use the “Pre-Project Checklist” to find out! If it does, the following steps will help determine which tools are best suited for your project.

# STEP 2 EVALUATE THE CONTEXT

A Complete Street will look different for each project, as what makes the street “complete” will change. In areas with no pedestrian or bicycle use, the street/roadway may already be complete without adding or including multimodal facilities. However, it is also important to understand if there are hurdles to multimodal use which the project can help remove. This can be determined by evaluating the context – below are some key contextual factors to consider. These factors are meant to help guide you, and prompt questions to help you understand site-specific needs:



### TRAFFIC SPEED

The speed of vehicular traffic along the roadway will help determine what types of multimodal facilities could be implemented. For high-speed roadways, assess whether there is existing multimodal traffic and the safety of these users. Could further separation between modes improve safety conditions? Are multimodal users avoiding this roadway because of safety concerns? On low-speed roadways, consider how different users are sharing the street. Could an on-street bicycle lane help connect the larger bicycle network?



### SURROUNDING LAND USE AND DENSITY

The activity occurring alongside the road will help guide what types of facilities may be needed. In dense areas with a variety of land uses, it is likely more pedestrians and bicyclists will want to utilize the street. Consider the specific land uses around your project, as uses such as shopping, education, and healthcare may have higher demand for multimodal facilities. Consider the changes in traffic throughout the seasons, will tourist traffic change the needs of the roadway? Helpful information includes:

- [Otter Tail County Land Use GIS Web Map](#)



### FUTURE LAND USE AND DENSITY

Be sure to consider these same questions about land use and density with an eye to the future. What do current plans or zoning regulations say about your project area? Will density or land use be changing significantly, and will that impact how your roadway can serve different user types? It may be helpful to review:

- [Otter Tail County Long-Range Strategic Plan](#)



### EXISTING MULTIMODAL FACILITIES

One of the key factors to providing a complete street is understanding how the current multimodal network is functioning. Consider how many pedestrians, bicyclists, or vehicles utilize your roadway and what improvements may help increase safety and comfort for all users.



### CONNECTIONS TO MULTIMODAL NETWORKS

It is also helpful to look at your project in the broader context and note if the roadway could help close multimodal gaps or connect to other existing infrastructure. Utilize existing county and city bicycle or trail plans to see where gaps currently exist and where future infrastructure is planned. Some plans to review include:

- [Otter Tail County Trail Master Plan](#)
- [Perham to Pelican Rapids Regional Trail Master Plan \(Heart of the Lakes Trail\)](#)
- [Otter Tail County Transportation Plan](#)



### RELATION TO LOCAL PLANS

Many communities within Otter Tail County have adopted Complete Streets policies or resolutions. Be sure to check your local municipality to ensure compliance with their regulations. At this time, the following municipalities have implemented Complete Streets procedures:

- Battle Lake (Policy)
- Fergus Falls (Policy)
- Parks Prairie (Resolution)
- Ottertail (Resolution)
- Vergas (Resolution)

Also be sure to check for local Safe Routes to School plans, as implementation of those plans may impact the multimodal system and needs.

## STEP 3 UNDERSTAND USERS

Another factor in designing a Complete Street is understanding what types of users are on the road, how they are utilizing the street, how these are projected in the future, and how that may change because of your project. The table below summarizes some key data points to consider, and potential data sources:






PEDESTRIAN AND BICYCLIST DATA	VEHICULAR DATA
<ul style="list-style-type: none"> <li>• <b>Current pedestrian volumes:</b> <a href="#">MnDOT Bicycle and Pedestrian Counter Web Map</a></li> <li>• <b>West Central Initiative:</b> Anyone in the nine-county area can reserve the counter</li> <li>• <b>Bicycle and pedestrian traffic counting resources:</b> <a href="#">MnDOT Resources and Training</a></li> <li>• <b>Additional MnDOT Pedestrian and Bicycle Data Resources</b></li> <li>• MnDOT <a href="#">Portable Counter Borrowing Program</a></li> </ul>	<ul style="list-style-type: none"> <li>• <b>Current and future vehicular volumes:</b> <a href="#">Otter Tail County Transportation Plan</a></li> <li>• <b>Current crash and safety statistics:</b> <a href="#">Otter Tail County Transportation Plan</a></li> <li>• <b>Current and projected traffic volumes:</b> <a href="#">MnDOT Traffic Mapping Application</a></li> <li>• <b>Crash and safety metrics:</b> <a href="#">County Roadway Safety Plan</a></li> </ul>

## STEP 4 SELECT TOOLS

There are many tools available to design a complete street. This vast list can be narrowed down by using the information gathered from steps one through three, and with an understanding of what users will be prioritized, and what their needs may be. It is important to note that different user types will likely have varying perspectives on how useful a specific tool is. In addition to any community engagement that occurs with your project, you may also use the research presented in the tables below as a reference.<sup>1</sup>






These tables generally summarize the sentiment of each user group towards a specific complete streets tool<sup>2</sup>. It is not all-encompassing and is meant to act only as a guide and facilitator for discussion. General sentiment is indicated by:

 Neutral
  Negative
  Mixed
  Positive

	 PEDESTRIANS	 BICYCLISTS	 DRIVERS	 TRANSIT DRIVERS*	 RESIDENTS
Planting strip	Positive	Positive	Positive		
Wide sidewalk	Positive				Positive
Bike lane	Positive	Positive	Positive	Positive	Positive
On-street parking	Positive	Mixed	Mixed	Mixed	Positive
Trees and landscaping	Positive	Positive	Positive	Mixed	Positive
Solid surfaces (no grates, potholes, etc.)	Positive			Positive	Positive
No sidewalk obstacles (street furniture, utility poles, etc.)	Positive				
Limited access points for vehicles	Positive	Positive	Mixed	Positive	Mixed
Vertical curbs between vehicles and pedestrians/bicyclists	Positive	Positive			
Pedestrian scale lighting	Positive	Positive	Positive	Positive	Mixed
Street lighting	Positive	Positive	Positive	Positive	Mixed
Street furnishings (out of pedestrian walkway)	Positive	Positive		Positive	Mixed
Bus shelters	Positive			Positive	Mixed
Sheltered outdoor areas	Positive				Positive
Short blocks	Positive	Positive	Positive	Positive	Positive
Mid-block crossings	Mixed	Mixed	Negative	Mixed	Positive

<sup>1</sup> City of Charlotte "[Urban Street Design Guidelines](#)"

<sup>2</sup> Some of these tools are not exclusively within County jurisdiction, and may need to be implemented in partnership with other municipalities

	 PEDESTRIANS	 BICYCLISTS	 DRIVERS	 TRANSIT DRIVERS*	 RESIDENTS
Pedestrian refuge islands					
Medians					
Curb extensions					
Pedestrian countdown signals					
Street narrowing					
Decrease curb radii at intersections					
Bike boxes					
Edge line					
Pavement markings					
Traffic calming					
Separation from on-street parking					
Bike-sensitive signals at intersections					
Roundabouts					
Clear zones					

*\*Note that Transit at this time includes non-fixed routes such as dial-a-ride services.*

## Appendix C: Implementation Guide\*

The goals of the Complete Streets Policy are categorized into **Implementation Goals** and **Policy Goals**. Implementation goals are guides to ensure the Policy is included in all relevant plans, is well-known by internal county staff and community members, and is regularly monitored for its impact. Policy Goals are aspirational statements the county would like to achieve with its complete streets policy. Specific metrics have been identified to help determine the county's progress towards these goals.

### IMPLEMENTATION GOALS

SHORT-TERM (0-2 YEARS)	
GOAL	RESPONSIBLE PARTY
Educate county staff and community members on new Complete Streets policy	Highway, Communications & Public Relations, Parks & Trails
Produce first Complete Streets Annual Report	County Engineer or Assistant County Engineer
Identify opportunities to update existing procedures, plans, and policies to better support the Complete Streets Vision	Highway, Economic Development, GIS, Housing, Land & Resource Management, Parks & Trails
Collect data on existing pedestrian and bicycle volumes	Highway, Parks & Trails
Identify potential partnerships with county departments, city staff, and local agencies that will support the Complete Streets Vision	All
MID-TERM (2-5 YEARS)	
GOAL	RESPONSIBLE PARTY
Revise existing procedures, plans, and policies to support the Complete Streets Vision	Highway, Economic Development, GIS, Housing, Land & Resource Management, Parks & Trails
Provide and update design guides that accommodate all modes	Highway, Parks & Trails
Provide on-going training for relevant county staff on the implementation of this policy	Highway, Parks & Trails
Maintain an updated county-wide count of pedestrian and bicycle volumes	Highway, Parks & Trails
Partner with strategic departments, city staff, and agencies to implement the Complete Streets Policy	All
LONG-TERM (5+ YEARS)	
GOAL	RESPONSIBLE PARTY
Create a Complete Streets committee to manage implementation	Highway, Economic Development, GIS, Housing, Land & Resource Management, Parks & Trails

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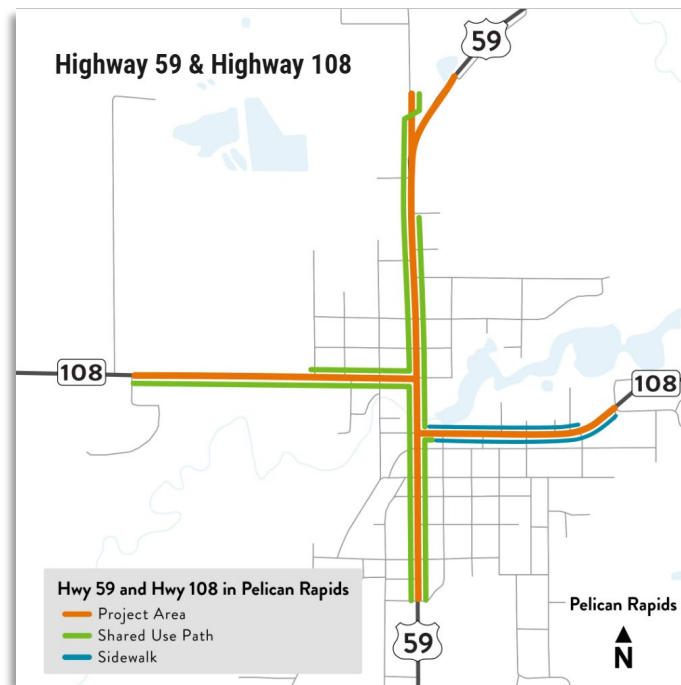
## POLICY GOALS

GOALS	
GOAL	METRIC
Expand the pedestrian network within Otter Tail County	Linear <b>feet</b> of new or reconstructed sidewalk
Expand the bicycle network within Otter Tail County	<b>Miles</b> of new or restriped on-street bicycle facilities
Improve accessibility of pedestrian infrastructure	<b>Number</b> of new or reconstructed curb ramps
Improve pedestrian safety	<b>Number</b> of new or repainted crosswalks
Create a vibrant, pedestrian-friendly streetscape	<b>Number</b> of new street trees OR percentage of streets with tree canopy
Close gaps in pedestrian and bicycle networks	<b>Percentage</b> completion of bicycle and pedestrian networks (as defined by county and city plans) <i>Specify plan:</i>
Improve safety for all modes	<b>Number</b> of crashes by mode: <i>Motorist</i> <i>Pedestrian/Bicyclist</i>
	<b>Number</b> of injuries by mode: <i>Motorist</i> <i>Pedestrian/Bicyclist</i>
	<b>Number</b> of fatalities by mode: <i>Motorist</i> <i>Pedestrian/Bicyclist</i>
Increase commuting by walking, biking, or transit	<b>Percentage</b> mode shift to walking, bicycling, or transit
Decrease number of children traveling to school in single-occupancy vehicles	<b>Percentage</b> of children walking, biking, or taking transit to school
Provide a high-quality multimodal system	<b>Percentage</b> of satisfied or very satisfied users by mode: <i>Pedestrian</i> <i>Bicyclist</i> <i>Transit</i>
Improve pedestrian and bicycle access on County Highways	<b>Miles</b> of county roadways with shoulders of 5' or greater
Promote multimodal transportation in tourism	<b>Percentage</b> of tourists who utilize pedestrian and bicycle infrastructure
Increase multimodal regional connectivity	<b>Miles</b> of pedestrian and/or bicycle paths that connect to adjacent communities

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## Appendix D: Otter Tail County Examples

### Highway 59 & Highway 108: Shared Use Path and Sidewalk Implementation

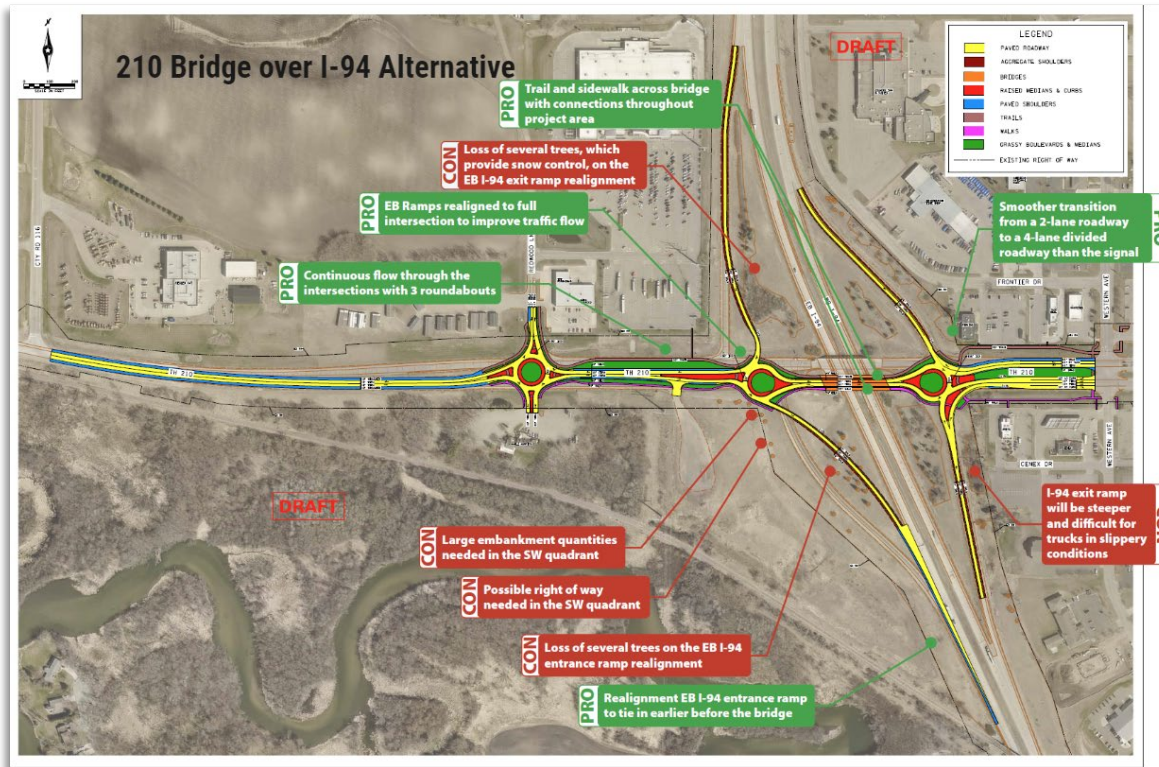


Mock Roundabout & Road diet: MnDOT implemented in Pelican Rapids to allow all users to test navigating



*\*This document is meant as a reference for Otter Tail County staff and can be amended as needed.*

## 210 Bridge over I-94 Alternative: Incorporates pedestrian-friendly roundabouts



## Battle Lake Road Improvements: Widened pedestrian space, buffered on-street parking, fewer travel lanes



*\*This document is meant as a reference for Otter Tail County staff and can be amended as needed.*



## Pelican Rapids Road Design: Conceptual design for pedestrian and bicycle friendly roadway



*\*This document is meant as a reference for Otter Tail County staff and can be amended as needed.*

CITY OF VERGAS RESOLUTION# 2021-14  
A RESOLUTION ESTABLISHING A COMPLETE STREETS POLICY

WHEREAS, the mobility of freight and passengers and the safety, convenience, and comfort of motorists, cyclists, pedestrians- including people requiring mobility aids, transit riders, and neighborhood residents of all ages and abilities should all be considered when planning and designing Vergas streets and,

WHEREAS, integrating sidewalks, bike facilities, transit amenities, landscaping and safe crossings into the initial design of street projects avoids the expense of retrofits later and,

WHEREAS, streets are a critical component of public space and play a major role in establishing the image and identity of a city, providing a key framework for current and future development and,

WHEREAS, active living integrates physical activity into daily routines and active living communities encourage individuals of all ages and abilities to be more physically active and,

WHEREAS, communities that support active living strive to create amenities that will enhance the quality of life of its residents, improve the physical and social environment in ways that attract businesses and workers, and contribute to economic development and,

WHEREAS, the goal of complete streets is to improve the access and mobility for all users of streets in the community by improving safety through reducing conflict and encouraging non-motorized transportation and transit, which will enhance the promotion of active living as a means to improve the health of the community residents, and improve environmental conditions, including air quality and,

WHEREAS, it is recognized that there are some streets or corridors in the city which would not currently satisfy a complete streets environment,

NOW THEREFORE BE IT RESOLVED by the City Council of the City of Vergas, Minnesota to establish a Complete Streets Policy that provides as follows:

1. The City of Vergas will, whenever it is economically feasible, seek to enhance the safety, access, convenience and comfort of all users of all ages and abilities, including pedestrians, people requiring mobility aids, bicyclists, transit users, motorists and freight drivers, through the design, operation and maintenance of the transportation network so as to create a connected network of facilities accommodating each mode of travel that is consistent with and supportive of the local community, recognizing that all streets are different and that the needs of various users will need to be balanced in a flexible manner.
2. Transportation improvements will include facilities and amenities are recognized as contributing to complete streets, which may include street and sidewalk lighting; sidewalks and pedestrian safety improvements; improvements that provide ADA (American with Disabilities Act) compliant accessibility; bicycle accommodations; and street trees, boulevard landscaping, street furniture and adequate drainage facilities.
3. Early consideration of all modes for all users will be important to the success of this policy. Those planning and designing street projects will give due consideration to bicycle, pedestrian, and transit facilities from the very start of planning and design work. This will apply to all roadway projects, including those involving new construction, reconstruction, or changes in the allocation of pavement space on an existing roadway (such as the reduction in the number of travel lanes or removal of on-street parking.)
4. Bicycle, pedestrian and transit facilities will be considered in street construction, reconstruction, re-paving, and rehabilitation projects except under one or more of the following conditions:
  - A. Project involves only ordinary maintenance activities designed to keep assets in serviceable condition.
  - B. The City Council, with engineering consult, determines there are relatively high safety risks.
  - C. Exempts a project due to excessive and disproportionate cost of establishing a bikeway, walkway or transit enhancement as part of a project.
  - D. Determines that the construction is not practically feasible or cost effective because of significant or adverse environmental impacts to streams, flood plains, remnants of native vegetation, wetlands, steep slopes or other critical area, or due to impacts on neighboring land uses, including impact from right-of-way acquisition.

5. It will be important to the success of the Complete Streets Policy to ensure that the project development process includes early consideration of the land use and transportation context of the project, the identification of gaps or deficiencies in the network for various user groups that could be addressed by the project, and an assessment of the tradeoffs to balance the needs of all users. The context factors that should be given high priority include the following:
  - A. Whether the corridor provides a primary access to a significant destination such as a community or a regional park or recreation area, a school, a shopping/commercial area, or an employment center.
  - B. Whether the corridor provides access across a natural or man-made barrier such as a river or freeway.
  - C. Whether the corridor is in an area where a relatively high number of users of non- motorized transportation modes can be anticipated.
  - D. Whether a road corridor provides important continuity or connectivity links for an existing trail or path network; or
  - E. Whether nearby routes that provide a similar level of convenience and connectivity already exists.
6. 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. (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).
7. The City's goal is to create a comprehensive inventory of the pedestrian and bicycling facility integrated with city street and utility maps and the City plans to carry out projects to eliminate gaps in the sidewalk and trail networks.
8. Complete streets may be achieved through single projects or incrementally through a series of smaller improvements or maintenance activities over time.
9. The City will generally follow accepted or adopted design standards when implementing improvements intended to fulfill this Complete Streets Policy, but will consider innovative or non-traditional design options where a comparable level of safety for users is present.
10. It is the City's goal to develop implementation strategies that may include evaluating and revising manuals and practices, developing and adopting network plans, identifying goals and targets, and tracking measures such as safety and modal shifts to gauge success.

NOW THEREFORE BE IT FURTHER RESOLVED that the Complete Streets Policy guidelines be incorporated into the Vergas Street Plan.

Passed and Adopted by the Council on this 14th day of December 2021.

CITY OF Vergas

  
By: Julie Bruhn  
Its Mayor

ATTEST:   
By: Julie Lammers  
Its City Clerk-Treasurer

**Street / Sidewalks/ Yard Waste Committee  
Streets/Sidewalks/Yard Waste  
Vergas City Office  
1:00 PM on Thursday, February 9, 2023**

**8. W Lake Street**

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1. Feasibility Report
2. Right of Way needs
3. Funding