

# **Complete Streets Initiative for Grand Traverse County**

**Is your community a leader for Complete Streets?**

## **Connected Communities**



## **Complete Streets**

**A report from TART Trails and LIAA for  
residents, elected officials, and local leaders in Grand Traverse County**

**May 2013**

## Introduction

Residents and visitors to Northwest Lower Michigan want choices in how they connect to places, goods and people. This has been consistently expressed through public input and increasingly through personal action; nowhere more clearly than in the Grand Vision, where 90 percent of respondents identified a more walkable, connected community as a priority. This commitment and interest was recently reconfirmed in a follow-up survey from the Grand Vision.

A Complete Streets approach to transportation planning, design, construction, and maintenance is an important tool to move forward with the vision of a regional multi-modal transportation system. A Complete Streets approach recognizes and provides for a transportation network that serves more choices and more connections for the community. It considers that the entire right of way, from property line to property line, is assessed on street projects in order to provide the best accommodations for people on foot (including people using wheelchairs), on bike, taking transit, or driving in motor vehicles. Using this approach, road networks are designed, constructed and maintained to be safe, comfortable and inviting for individuals of all ages and abilities.

**“A regional multi-modal transportation system that supports energy conservation.”**

~ One of the Six Guiding Principles of the Grand Vision.

Complete Streets is also an opportunity to simultaneously address another guiding principle of the Grand Vision, which is to *protect and preserve water, forests, natural and scenic areas*. In some regions, Complete Streets is integrated into a Living Streets Plan that achieves goals of accessibility and equity, while serving community sustainability goals. All of which are valuable tools to achieve a stronger economic environment.

In this report, we will first look at what the concept of Complete Streets means and how the implementation is critical to the continued prosperity and quality of life in Grand Traverse County. We will then introduce the policy work that has taken place in Michigan and in Northwest Lower Michigan. Finally, we explore the needs for Grand Traverse County and conclude with recommendations to move Grand Traverse County and its' jurisdictions from being modest proponents of Complete Streets to potential leaders in the State of Michigan.



# Complete Streets 101

Leading communities that have thoroughly integrated Complete Streets have healthy, affordable transportation choices right outside their front doors. Accomplished in a coordinated effort with other community goals, Complete Streets provide more choices that lead to more economic and social opportunities for more people.

The State of Michigan defines Complete Streets as:

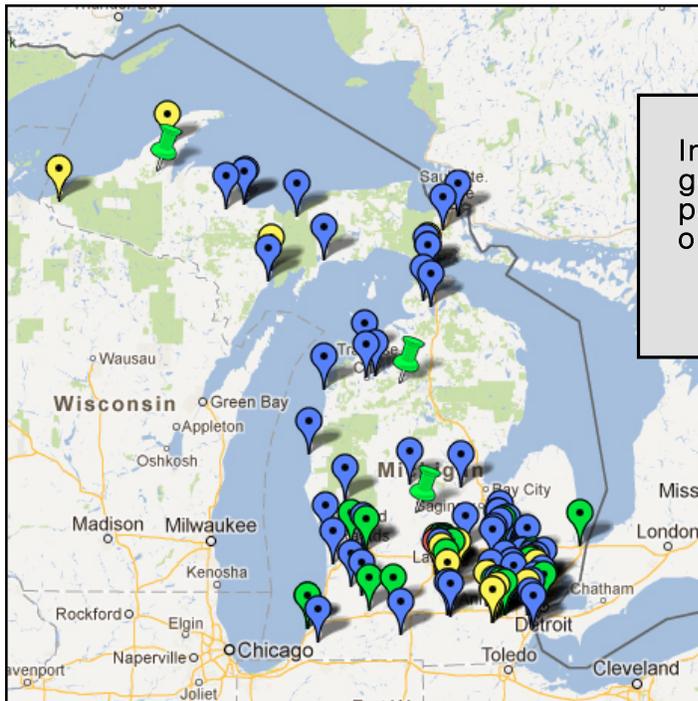
*A system of streets planned, designed, and constructed to provide appropriate access to all legal users in a manner that promotes safe and efficient movement of people, and goods whether by car, truck, transit, assistive device, foot or bicycle” (PA135).*

Those users include pedestrians, bicyclists, transit users, motorists, and trucks. Complete streets recognize that roadways need to consider multi-modal opportunities as part of a complete transportation system, not as just amenities. It’s a good reminder to note that every trip begins and ends with someone walking.

## Michigan Law

In 2010, when Public Acts 134 and 135 were signed into law, Michigan joined 25 other states with Complete Streets legislation. The law established the value of Complete Streets policies and the wider implementation of Context Sensitive Solutions to assist coordination of local needs in providing higher quality transportation choices. Where Context Sensitive Solutions speaks to the design and construction of infrastructure being appropriate with the surrounding environment, Complete Streets considers how a multi-modal network can be accomplished – utilizing a process like Context Sensitive Solutions to implement specific infrastructure projects.

Michigan is the national leader in the number of communities that have passed complete street policies, totaling over 80 as of February 2013. A running tally is available at Michigan Complete Streets’ website at: [www.michigancompletestreets.com](http://www.michigancompletestreets.com).



In three years, over 80 local governments in Michigan have passed complete street ordinances or resolutions.

[www.MichiganCompleteStreets.com](http://www.MichiganCompleteStreets.com)



## Why are complete streets important?

In a time when budgets are tight and resources scarce, a Complete Streets approach can be the most efficient and effective use of our infrastructure investments.

- **It's better for our economy** — studies show that walkable and bikeable communities are places people want to live and they are willing to pay for those services. Local businesses also see increased economic benefits from foot and bicycle traffic. Furthermore, with the availability of transportation choices, citizens can spend less on transportation costs as a percentage of their income allowing for larger expendable incomes.
- **It's better for our community** — providing transportation options helps get people where they want and need to go; helping everyone move safely around the community and access employment, recreation and retail destinations.
- **It's better for our environment** — our lakes, rivers, and streams are better when our streets are constructed to mitigate stormwater at the source through natural filtration and other Low Impact Development (LID). A model Complete Street incorporates the opportunity to improve water quality while calming traffic and providing buffers between people and cars.
- **It's better for our health** — both community and individuals' physical and mental health benefit from Complete Streets by providing safe and comfortable choices for walking and bicycling.

Designing a walkable community is a basic premise of Complete Streets and communities across the nation are seeing it as a public health issue. Simply put, communities designed to encourage walking have healthier residents.

- Walking 30 minutes a day can ward off chronic diseases like diabetes, cancer and stroke.
- Only 21% to 34% of U.S. adults meet the recommendation of 30 minutes of physical activity by walking 5 times a week.
- People who live in neighborhoods safer to walk make 4 times as many walking and biking trips, 3 times as many transit trips, take fewer car trips, and drive fewer miles.

(See appendix for resources)

## Needs for different choices

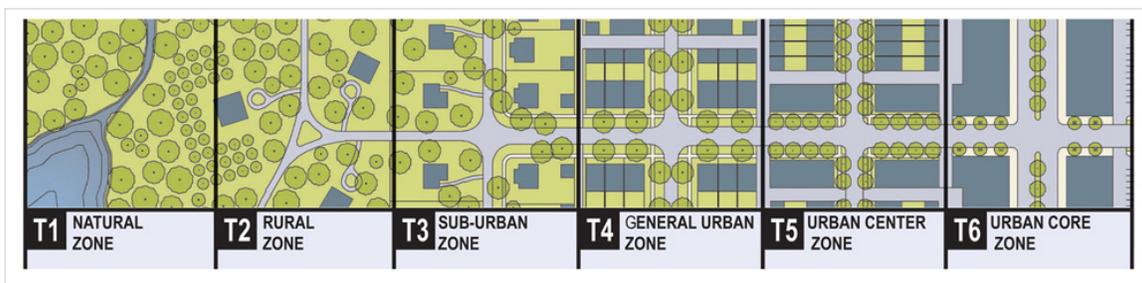
Complete Streets is about providing more choices for everyone, while at the same time recognizing that due to physical ability, age, income or other reasons, many people (around 30% of Americans) don't have reliable access to an automobile or are dependent on others for that access. Safe and comfortable transportation options need to be part of our built environment. As such, it is worthwhile to point out the different needs for the different choices.

- **As pedestrians**, we value safe, direct, and appealing routes as a high priority. A 4-foot sidewalk next to a busy arterial road with numerous curb cuts will not encourage people to walk nor provide for a safe environment. Routes need to connect people to activity centers like parks, schools, shopping and business districts, as well as a well-coordinated transit system.
- **As bicyclists**, we value a network of on-street and off-street facilities that are safe, comfortable, and designed as if we belong. Although mostly treated as vehicles by law, too often auto-centric design squeezes out the majority of people who might otherwise choose to ride if given a safe, convenient network of facilities that communicate that bikes belong.
- **As transit users**, we value a walkable network of bus stops that are safe, comfortable, and conveniently located. The routes should service destinations where people need and want to go and efficiently connect neighborhoods and business districts.
- **As motorists**, we value a safe, well-maintained roadway system that has minimal delays, while also recognizing that in different contexts we have different expectations. Access to businesses and homes is important for personal and commercial interests.

In addition, nearly one in five Americans face challenges of mobility due to permanent or temporary disabilities. These range from people who require a wheelchair to people with diminished vision, poor hearing, or simply move slowly. Incomplete streets that fail to take into consideration people of all abilities are particularly dangerous and restrictive. **Complete Streets planning helps provide transportation choices for everyone, including those with disabilities, and thus improved quality of life connecting citizens to jobs, businesses, and their community.**

## Needs for different contexts

Complete Streets look different depending on the context of the environment. Rural areas must consider the needs for walking and biking, but the type and amount of infrastructure that accommodates this use will be drastically different than what's needed in an urban area.



In the rural areas, a paved shoulder may be all that is required to make walking safe, convenient, and appealing. Non-motorized trails or established and reliable transit connections can also help accommodate a multi-modal system in rural areas. Transitioning to the more suburban context, near higher volume, faster roadways, multi-use trails are useful options to connect people to services and destinations they wish to access. Opportunities to create easements and connector trails between and through subdivisions can be explored to provide connections between new and established developments in the suburban context.

Due to the density and nature of living in a city or a village center, the opportunity and desire to walk is common; this makes it imperative that every street project ask the question, do we have an opportunity to further integrate and improve the non-motorized and transit possibilities? In an urban area, bicycle lanes, sidewalks on both sides of the streets and well-marked crosswalks would be typical. As the region becomes more practiced and skilled at putting Complete Streets into action, the following applications need to be implemented in the region's more developed areas:

**Walking** — Sidewalks on both sides of the street, pedestrian scaled street lighting, ample street furniture, highly visible crosswalks, and automatic countdown pedestrian lights.

**Biking** — Signed and well-designed bike routes that prioritize bicycling, bike lanes (buffered bike lanes, contra flow bike lanes for one way streets, cycle tracks) and multi-use trails.

**Transit** — A complete sidewalk network, appealing sheltered bus stops and transit centers and frequent and dependable service.

**Traffic calming** — Chicanes, bump outs, neck downs, refuge islands, tree canopy, and road diets all can contribute to a complete street system, including opportunities for integrating of LID stormwater management.

Four Lanes w/o center turn lanes



center turn lanes, bike lanes, ped refuge island at bus stop



*A road conversion example from Urbana, IL. Road conversions can improve safety and access for all users.*

### Planning aspect of Complete Streets

Community engagement and collaboration is a critical aspect of Complete Streets. Agencies are encouraged to start early and engage often throughout the design and development process. **A communication strategy tied to every project can help to reduce costly last minute changes, increase potential for shared revenue sources, and ultimately, and more importantly, lead to wider community satisfaction as community goals and values are more accurately integrated and reflected in infrastructure projects.**

## Overview of Complete Streets in the Region

Over the past five years, Complete Streets have gained popularity at local, state and federal levels. Michigan is a leader in this effort, and has passed more Complete Streets policies than any other state. Regionally, the city of Traverse City, Acme Township, Garfield Township, the Village of Kingsley, the Village of Suttons Bay and the City of Frankfort and School Board of the Frankfort Elberta Area School District have all passed Complete Streets resolutions (See appendix for policies passed in Grand Traverse County). Recently, TC-TALUS (Traverse City Area-Transportation and Land Use Study) also adopted a Complete Streets policy statement. These resolutions recognize that the community wants a more comprehensive approach to transportation and more attention focused on how all modes of transportation are accommodated on our roadways.

Throughout 2012 and early 2013, TART Trails and LIAA, with funding from Rotary Charities, began to identify and engage with a Complete Streets coalition in Northwest Lower Michigan. Through meetings, forums, and discussions with stakeholders and community members, it was discovered that despite the strong interest in the principles of Complete Streets, there is a large gap in understanding of, and application of, those values when the pavement gets laid.

Closing this gap in understanding is a critical piece to achieving a more balanced approach to transportation and land use decisions. **This report is only a beginning in the much-needed education of area residents, political leaders, and local agencies to better implement the values and meet the needs of the community, both in terms of accessibility issues and environmental issues.**



"You have happier communities when they have choices."

~ Wally Delamater,  
Village Manager of Suttons bay



[www.pedbikeimages.org/DanBurden](http://www.pedbikeimages.org/DanBurden)

## Found Needs

The region continues to affirm the core values of the Grand Vision, which include principles of Complete Streets, chief among them a desire for transportation choices that support energy conservation and protection of water quality. In the original Grand Vision survey, 90% strongly agreed they wanted to live in communities that are convenient to walk and bike.

As recently as 2012, a survey conducted by Northwestern Michigan College for the Grand Vision, found that 80% of those surveyed indicated that they “strongly” or “somewhat” agreed “future investments in transportation should include trails and sidewalks “even if it means some roads aren’t widened”. They same survey also found “75% indicating they “strongly” or “somewhat” agree that future investments in transportation should include more public transportation.

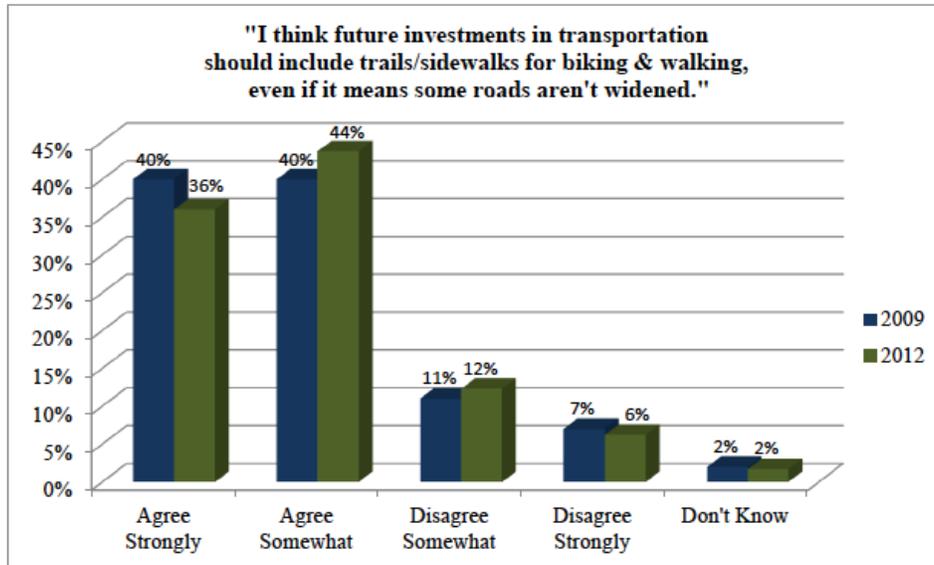


Figure 3

### NMC/Grand Vision 2012 Survey Figure 3

The NMC/Grand Vision survey also found a majority of respondents favorably considering “living in a neighborhood “with smaller yards and some apartments or condominiums” if they could “walk or ride a bike to shops, jobs, schools and parks.”

Throughout the 2012 Complete Streets Initiative for Grand Traverse County, stakeholders and coalition members affirmed similar values. People continually emphasized a need for a more inclusive approach to transportation planning and infrastructure that focuses on accessibility through more choices and improved quality of our public spaces. People in the region stressed the need and desire to walk and bike to places like schools, workplaces, residential areas and shopping opportunities.

Like many areas around the country, the region has considerable ground to make-up for the past 40-years of investing in primarily an auto-centric design of our communities. This has had a considerable impact on our region’s quality of life, among them, the overall health of residents.

The 2010 Health Status Report from the Michigan Surgeon General noted that the increasing amount of time we spend in our automobiles is a primary factor in increased inactivity and obesity. The report found that walking and biking trips to school have dropped 40% in the last 20 years; therefore, it should be no surprise that a growing number (now at 11%) of Michigan high school students are considered “overweight.”

**"My goal (as a health official) is that we don't have a generation of kids who live fewer years than the previous generation."**

~ Ray Sharp, W.U.P. Health Department

**Studies show that the biggest barrier to people feeling safe and comfortable enough to choose to walk or bike more is lack of properly designed infrastructure.** The adage, “if you build it they will come” applies aptly to Complete Streets. This is found even amongst some of North America’s most wintry climates. With a focus on investing in improving bike and pedestrian infrastructure, combined with a well-established transit system and strategic land use policies, Minneapolis, Minnesota is consistently ranked among the leaders as a bicycle friendly city. Minneapolis began to implement a Complete Streets program in 2007, and by 2010 the city measured a 33% increase in bicycling.

When transportation systems overwhelmingly support private automobile use, many segments of the population face real disadvantages (e.g. people who cannot afford a car, children and seniors). The region, like the state as a whole, faces a challenging economic environment. As fuel costs rise, the automobile dependency tied to our land use and built environment framework, will increasingly place a high burden on individuals and families who do not have access to other modes of transportation. Trends are showing vehicle miles driven have been annually going down since 2004. Car ownership among the 18-34 year-olds dropped by 30% the last five years and the older population is increasingly choosing to downsize and centralize in urban and village cores to reduce their automobile dependency.

## Figuring out the Funding

When discussing funding, it is important to remind ourselves that we have spent 40 years focused primarily on building for one mode of transportation. Simply put, we have built a system that discourages people from walking, biking or taking transit. As we seek investment to fix our roadways, it is imperative that we began to invest in Complete Streets today.

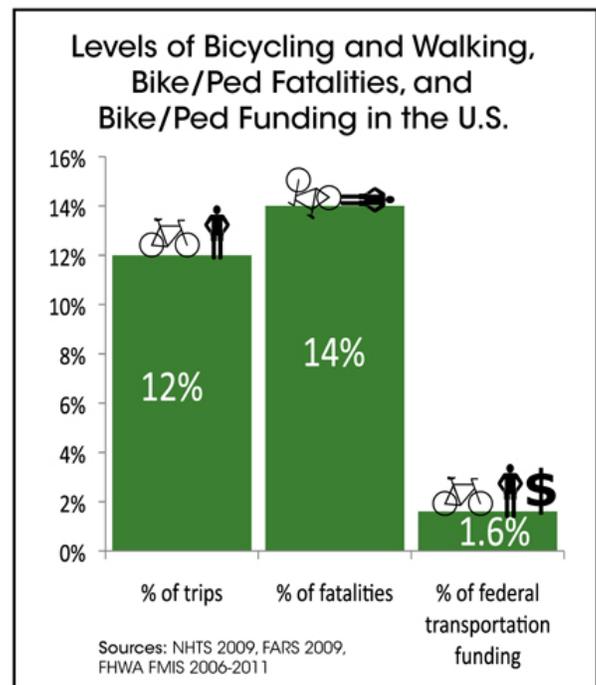
In discussions with stakeholders throughout this project, one of the biggest sources of concern agencies and organizations expressed about complete streets is the lack of funding. The common refrain heard is that there are limited resources, and as it is, we can’t keep up with the existing infrastructure.

**It’s imperative that government agencies realize that although it may cost more up front to do projects well, there is ample evidence that *not investing in a more holistic approach to transportation costs more in the end.***

Costs of not investing in a multi-modal transportation network come in many forms – from direct expenditures in having to retrofit a road, to indirect costs like lost economic development opportunities because the community doesn’t attract future residents looking for transportation choices.

**Furthermore, the application of a Complete**

**Streets approach can be a cost savings.** For example, on a rural road, providing a wide shoulder not only provides a safer and more appealing environment for non-motorized use, but it also extends the life of the road. There are also significant indirect community savings in public health care costs associated with improved health and fitness levels and decreased vehicle miles traveled (VMT).



## Pay as you go

A Complete Streets approach doesn't have to mean a complete overhaul of the entire transportation network at one time. As routine maintenance efforts come up or significant investments are made in the road, it's an opportune time to assess the street. In many cases a Complete Streets approach can be a cost savings (less asphalt to maintain, better storm drainage applied, wider shoulders, etc.) in the long run. Furthermore, accommodating other modes of transportation can be more appealing to wider array of grant opportunities, which themselves can be used to leverage additional funding sources, including private investments.

As part of an intentional development plan, communities need to work more closely with the private sector to help provide and improve public mobility facilities. When development occurs, sidewalks, bike lanes, transit stops and trails need to be considered within the context of the development and required like any other utility.

**We must get away from the concept of multi-modal facilities as amenities; they are part of the necessary infrastructure for strong and thriving communities.**

There is an opportunity for local transportation providers and planning staff to be champions and advocates for Complete Streets. In fact, there is strong support among the public for them to do so. Agency staff members have the best opportunity to apply this public desire into planning documents, like local ordinances and zoning codes, as well as design of local transportation projects and maintenance of existing facilities.

In cities and towns across Michigan, and the country, professional planners and engineers have an opportunity to apply techniques that help move forward with Complete Streets and more sustainable development. For example, the Village of Elk Rapids Department of Public Works applied sharrows to some of the streets in town in an effort to alert both cars and bikes of safe and appropriate road conditions. They did so simply to move towards their goal to be more bicycle friendly.

In Suttons Bay, the Village Manager worked on two planning processes for the Village's main streets, and through an extensive public planning process originally aimed to address stormwater quality issues, plans were adopted and funding secured that achieved an improved storm-water system, in addition to a complete road resurfacing, and complete a trail and sidewalk network from one end of town to the other. This project is critical to connecting parks, businesses, commercial and residential areas. Having a walkable, bikeable community, that protects water quality, had been a community goal in Suttons Bay for over 30 years.



## Professional Leadership

For Complete Streets to be implemented in a meaningful way, organizational changes that are ambitious, coherent and consistent need to be put in place at the local government level. The non-profit sector will need to continue to be a partner in this endeavor, but without strong institutional support, Complete Streets principles will continue to be implemented as a low-priority in Grand Traverse County and surrounding region.

Communities with clear, basic, measurable goals like "get more people walking or riding a bicycle" will end up having more people walking or riding a bicycle. The more those goals are compromised, qualified, excused, or phased as "future projects", the less likely it is that we will be able to realize the principles set forth in projects like the Grand Vision.

## Conclusions and Recommendations

- 1) **Continue to adopt Complete Street Policies** — Institutional acceptance and adoption of Complete Streets has had mixed results in Grand Traverse County. As noted, five complete street resolutions have been adopted in the region, and these communities need to be commended. Of the 14 townships in Grand Traverse County, three have adopted complete street resolutions, Acme, Long Lake, and Garfield Townships. Fife Lake, Green Lake, and Peninsula have expressed interest and the Coalition will continue a dialogue with these communities. The Village of Kingsley adopted a resolution in January 2013. The City of Traverse City adopted a resolution in late 2011. In February 2013, TC-TALUS unanimously adopted a resolution. Efforts will continue to be made to reach community leaders like the County Road Commission and County commission (See appendix for adopted and model policies). The coalition needs to continue to reach out to the remaining townships to seek support for Complete Streets.
- 2) **Continue to adopt and improve existing infrastructure policies and plans** — In addition to complete street policies, the major government and regional planning bodies (TC-TALUS, Grand Traverse County, and Northwest Michigan Council of Government) need to develop and adopt comprehensive Complete Streets plans. Many of the townships and the City of Traverse City recognize and in some way accommodate for non-motorized transportation planning (for example, Garfield Township has an adopted non-motorized plan and the City of Traverse City is working on an active transportation plan) and many more call for connectivity as part of their park and recreation plans, however, a more strategic, regional transportation plan that builds and supports local efforts is needed. The regional multi-modal transportation plan should go beyond trails and speak to how the regional transportation network is accommodating a multi-modal system. This is identified as a goal for the Grand Vision Transportation Network, however without a single, focused effort at a regional level it will continue to be an ineffective and disjointed approach to transportation planning.
- 3) **Use immediate transportation projects as models** — In the next five years, major road and street projects present crucial opportunities for area agencies to demonstrate the advantages of Complete Streets. Examples of such projects include:

### **County Road Commission Mileage Proposal:**

Any request by the County Road Commission, or other government body, of the voters to raise taxes on themselves to pay for transportation infrastructure requires that those bodies clearly communicate how the money will be spent to improve transportation for all modes. The voters should see that the any increase in funding will be used to not only pay for fixing current roads and streets, but that money is also being allocated to provide network relief measures like improved public transit, park and ride lots, safety improvements for all users, and dedicated funds for bicycle and pedestrian improvements.

### **US-31:**

U.S. 31 between 3 Mile Road and Holiday Hills is scheduled for major repairs as part of the State Transportation Improvement Program (STIP). Work is scheduled to begin in 2015. A significant commercial and tourism corridor, home to dozens of hotels and one of the State's most popular parks (Keith Charters Traverse City State Park), this section of US 31 offers an important opportunity to put into practice a complete streets approach and provide significant opportunities for economic development. Crossings that allow safe connections between the hotels lined along the Bay with the restaurants and shopping opportunities on the opposite side of US 31 are critical for both safety and economic development improvements. This is a constrained road right of way and will require the public and private side to work together if any significant improvements are to be accomplished.

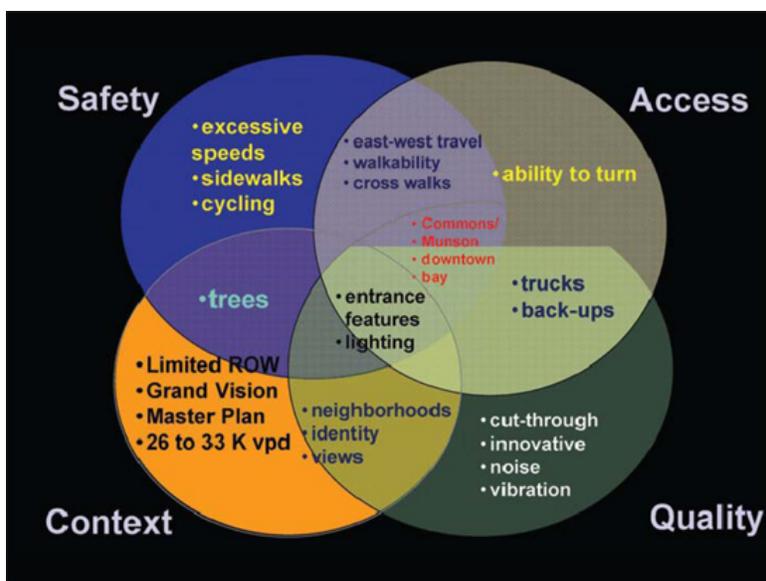
### Cass Rd. Bridge:

The replacement of the Cass Road Bridge is an upcoming project that will replace an aging piece of infrastructure and provide much needed relief for vehicular crossings, and offers a significant opportunity to improve the water quality and habitat along the river. As one of a limited number of Boardman River crossings, it is also imperative that the new facility provide for the safety and convenience of people on foot and on bike. The Boardman River Trail, a regional hiking/biking/skiing path is proposed to cross under the bridge as well.

### Division St.:

In November 2012, Traverse City residents voted in favor of a conditional ballot proposal to possibly provide additional right of way to MDOT for a re-construction of the heavily used street running north/south from the City limits to West Bay. The voters approval of the ballot proposal signified a deliberate interest in having the road achieve more than simply moving automobiles and instead provide a design more in balance with the residential needs of the corridor (City Commission resolution included in appendix).

The following graphic developed during the 2010 public process for Division St. is instructive to how to approach many of the significant corridors in Grand Traverse County. In addition, any project of this corridor needs to also address the protection of Kids Creek.



- 4) **Filling an institutional capacity gap** — With the right organizational leadership, there is no reason that Grand Traverse County couldn't be a leader in implementing Complete Streets across the region. The core activity areas, like Garfield Township, Acme, the Village of Kingsley and the City of Traverse City, are already seeing increased levels of multi-modal activity. With political will and competent leadership, Complete Streets projects could make a considerable impact on the quality of life of area residents and visitors. However, in order to do so, an institutional capacity gap needs to be addressed.

Currently no area organization, either public or private, has a dedicated mission, energy, or staff that can adequately provide a working appraisal of community achievements regarding Complete Streets implementation. The piecemeal approach is neither efficient nor effective in the fundamental shift that needs to occur.

A dedicated institutional body, whether newly created or achieved with an existing organization, would provide focused energy and resources to:

- **Act as the institutional regional authority on Complete Streets** — Transportation agencies need assistance as they transition into an institutional practice of providing access and safety for all users. A single institution may be better suited to provide the required assistance in planning, designing and funding new and re-construction projects. This organization would work to ensure that a complete streets approach is undertaken.
- **Act as the regional advocacy organization for Complete Streets** — This would include being a professional resource for local agencies, appointed and elected bodies, and the community at large. Immediate tasks would be to continue working with local governments to pass, and improve current Complete Street ordinances or resolutions. A longer-term goal would be to provide design guidelines for local contexts in Grand Traverse County.
- **Provide important administrative duties required to coordinate a unified approach across the region** — In part, this role could assist regional transportation bodies in securing funds made available when transportation projects meet Complete Streets standards. It would also provide needed assistance in planning, community outreach, and education relative to on-going complete streets implementation.

The Grand Vision may be uniquely situated to fill this vacuum if it concentrated some of the collaborative effort into a more authoritative and accountable body. This could simultaneously provide legitimacy and professional knowledge while advocating for clear, cohesive, and valued Complete Streets projects and policies, moving the region from making modest progress, to making the region a leader for Complete Streets in the State.

### Connected Communities



### Complete Streets

[www.thegrandvision.org/complete-streets-coalition](http://www.thegrandvision.org/complete-streets-coalition)

## Appendix

- I. State and Local Complete Street Policies
  - a. State Transportation Commission Policy on Complete Streets
  - b. Acme Township
  - c. City of Traverse City
  - d. Kingsley
  - e. Garfield Township
  - f. TC-TALUS
  
- II. Model Policies: Developed through the Grand Vision Complete Streets Coalition
  - a. Ordinance
  - b. Resolution
  - c. National Complete Streets Coalition Policy Workbook
  
- III. Miscellaneous and Additional Resources
  - a. Division Street Resolution and Ballot Language
  - b. Memorandum: Comments by The Watershed Center Grand Traverse Bay on an earlier draft Complete Streets Report
  - c. Further Reading & Resources

### **Complete Streets Online**

**Smart Growth America & the National Coalition for Complete Streets,**  
[www.smartgrowthamerica.org](http://www.smartgrowthamerica.org) and [www.completestreets.org](http://www.completestreets.org)

**Michigan Complete Streets Coalition,** [www.michigancompletestreets.com](http://www.michigancompletestreets.com)

**Grand Vision Transportation Network, Complete Streets Coalition**  
[www.thegrandvision.org/complete-streets-coalition](http://www.thegrandvision.org/complete-streets-coalition)

**TART Trails, Inc,** [www.traversetrails.org](http://www.traversetrails.org)

**Northwest Michigan Council of Governments,** [www.nwm.org](http://www.nwm.org)

**Michigan Department of Transportation,** [www.michigan.gov/mdot](http://www.michigan.gov/mdot)

# STATE TRANSPORTATION COMMISSION POLICY ON COMPLETE STREETS

July 26, 2012

## Background

Public Act 135 of 2010 requires the development of a complete streets policy to promote safe and efficient travel for all legal users of the transportation network under the jurisdiction of the Michigan Department of Transportation (MDOT). Public Act 135 defines complete streets as "...roadways planned, designed, and constructed to provide appropriate access to all legal users in a manner that promotes safe and efficient movement of people and goods whether by car, truck, transit, assistive device, foot, or bicycle."

The Complete Streets Advisory Council (CSAC) also was created by Public Act 135 of 2010 to advise the State Transportation Commission (STC) as it developed this policy. CSAC members were appointed by the Governor and represent a broad cross-section of transportation system owners, users, and stakeholders, including MDOT and the STC. The STC is authorized by the State Constitution to set policy for MDOT, and in that role has enacted this Complete Streets policy. MDOT is responsible for implementation of Commission policy for those portions of the transportation system that are under its jurisdiction – about 10,000 of the 110,000 miles of roads, bridges and highways in Michigan. In addition, MDOT, in its role of administering the local federal-aid program in Michigan, can help local jurisdictions understand the provisions of this policy and work with them to further the development of complete streets.

## Vision

The STC supports the vision statement as adopted by the CSAC.

- A transportation network that is accessible interconnected, and multimodal and that safely and efficiently moves goods and people of all ages and abilities throughout the State of Michigan.
- A process that empowers partnerships to routinely plan, fund, design, construct, maintain and operate complete streets that respect context and community values.
- Outcomes that will improve economic prosperity, equity, accessibility, safety, and environmental quality.

## Purpose

This policy provides guidance to MDOT for the planning, design, and construction or reconstruction of roadways or other transportation facilities in a manner that promotes complete streets as defined by the law, and that is sensitive to the surrounding context.

MDOT will pursue a proactive and consistent approach to the development of complete streets, in keeping with its mission to provide the highest quality integrated transportation services for economic benefit and improved quality of life. A successful complete streets approach will require mutual commitment and collaboration on the part of transportation agencies, stakeholders and the public to identify appropriate opportunities to plan, develop, construct, operate and maintain infrastructure without undue costs or scheduling burdens.

MDOT will consider complete streets features for roadways and other transportation facility construction or reconstruction projects it undertakes, or permits other public or private entities to construct within the state trunk line right of way, working through its context sensitive solutions process. The department will use this process and work with customers, local residents, road users and stakeholders to analyze proposed projects for the opportunity to design and construct facilities that contribute to complete streets. As part of that analysis, the department will consider:

- Local context and recognize that needs vary according to regional urban, suburban, and rural settings;
- The functional classification of the roadway, as defined by the Federal Highway Administration and agreed to by MDOT and local transportation agencies;
- The safety and varying mobility needs of all legal users of the roadway, of all ages and abilities, as well as public safety;
- The cost of incorporating complete streets facilities into the project and whether that cost is proportional to the overall project cost, as well as proportional to the current or future need or probable use of the complete streets facility;
- Whether adequate complete streets facilities already exist or are being developed in an adjacent corridor or in the area surrounding the project;
- Whether additional funding needed to incorporate the complete streets facility into the project is available to MDOT or as a contribution from other transportation or government agencies from federal, state, local or private sources.

MDOT is encouraged to use low-cost solutions to increase safety and mobility where practical, but to recognize that more costly improvements may be needed on some facilities.

MDOT also is encouraged to take a network approach to the provision of multi-modal access, and recognize that improvements to a part of the road network outside MDOT's jurisdiction might provide a more viable alternative and safer access for all users. MDOT will encourage local jurisdictions to develop local and regional transportation plans that ensure projects are consistent and appropriate to the context. MDOT will work with local road agencies and its grant and funding recipients to encourage network continuity. Responsibilities for operation and maintenance of facilities in MDOT right-of-way shall be determined and outlined prior to construction of such facilities, except where a pre-existing maintenance agreement is in place. Maintenance agreements will be required as a provision of the entire project. Local responsibility for complete streets facility maintenance, in particular for facilities outside the travel portion of a street, such as transit and non-motorized facilities, will be critical for many projects.

MDOT will recognize the long-term nature of transportation investment and anticipate not only current transportation demand, but also likely future uses as well, in considering and developing complete streets. Depending on the context and potential use, provisions may be needed to ensure safe and convenient access for all users.

Complete streets and their viability can be impacted by planning and permitting as well as infrastructure. MDOT will work with local governments as needed to encourage thoughtful planning and permitting that supports the goals and the vision of this complete streets policy.

### **Implementation**

By December 31, 2013, MDOT will develop or revise procedures and guidelines needed to implement this policy. As part of that effort, MDOT shall establish a clear procedure for reviewing and approving exceptions to the policy, the conditions under which an exception may be granted, and who may approve such exceptions.

Facilities will be designed and constructed in accordance with current applicable laws and regulations, approved engineering standards and accepted best practices while preserving continued eligibility for federal-aid.

MDOT will report back to the STC annually after the adoption of this policy to:

- 1) give a progress report on implementation, including any information/examples to gauge MDOT's performance; and
- 2) to report any exceptions granted and the reasons for those exceptions. This reporting will include the required Context Sensitive Solutions (CSS) annual review as required by the STC policy adopted May 26, 2005.

This policy will apply to all projects undertaken by MDOT, large and small, considerate of the level of the proposed project work. As part of MDOT's responsibility to FHWA to administer the local federal aid program in Michigan, MDOT shall work with local road agencies that are undertaking road or bridge projects with federal funds, and encourage them to observe the provisions of this policy in order to help address the need for a network of complete streets throughout Michigan.

In addition, the STC encourages MDOT to continue its education support programs for staff and partner with others to provide training and information for all legal users and law enforcement regarding shared responsibilities.

This policy on complete streets is intended to supplement Commission Policy Number 10138 on Context Sensitive Solutions (CSS).

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**ACME TOWNSHIP, GRAND TRAVERSE COUNTY  
MICHIGAN BOARD OF TRUSTEES  
RESOLUTION #R-2011-  
SUPPORTING THE MICHIGAN DEPARTMENT OF TRANSPORTATION (MDOT) COMPLETE STREETS  
INITIATIVE AS OUTLINED IN PUBLIC ACT 134, AND PUBLIC ACT 135, OF 2010.**

June 7, 2011

WHEREAS, increasing walking and bicycling offers improved health benefits for the population and more livable communities; and

WHEREAS, a Complete Street is safe, comfortable, and convenient for travel by automobile, foot, bicycle, and transit regardless of age or ability, and

WHEREAS, the Michigan Legislature has passed Complete Streets legislation that requires the Michigan Department of Transportation and local governments to consider all users in transportation related projects; and

WHEREAS, Complete Streets support economic growth and community stability by providing accessible and efficient connections between home, school, work, recreation, and retail destinations by improving pedestrian and vehicular environments throughout communities; and

WHEREAS, Complete Streets enhance safe walking and bicycling options for school-age children, in recognition of the national Safe Routes to School program; and

WHEREAS, the Township of Acme recognizes the importance of street infrastructure and modifications such as sidewalks, crosswalks, shared use paths, bicycle lanes, signage, and accessible curb ramps, that enable safe, convenient, and comfortable travel for all users; and

NOW THEREFORE BE IT RESOLVED, by the Township of Acme, Grand Traverse County, Michigan that:

FIRST: to the extent feasible, the Township of Acme will incorporate Complete Streets design considerations and practices as a routine part of infrastructure planning and implementation; and

SECOND: the Township of Acme supports the continued development of the Township's Master Plan, and Parks and Recreation Plan that supports the ease of use, safety, and accessibility for all users within the Township of Acme.

I, Dorothy Dunville, Acme Township Clerk, do hereby certify that the foregoing is a true and original copy of a resolution adopted by the Acme Township Board of Trustees at a Regular Meeting thereof held on, 2011. Dorothy Dunville, Acme Township Clerk

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**RESOLUTION OF SUPPORT FOR CITY OF TRAVERSE CITY  
COMPLETE STREETS POLICY  
October 3, 2011**

Because, "Complete Streets" are defined as a design framework that enables safe and convenient access for all users, including pedestrians, bicyclists, transit riders, and drivers of all ages and abilities; and

Because, "Complete Streets" are achieved when transportation agencies routinely plan, design, construct, operate, and maintain the transportation network to improve travel conditions for all users in a manner consistent with, and supportive of, the surrounding community; and

Because, the Michigan Legislature has passed "Complete Streets" legislation that requires the Michigan Department of Transportation and local governments to consider all legal users in transportation related projects; and

Because, the City of Traverse City's Infrastructure Strategy Policy already refers to "Complete Streets" and context sensitive solutions.

Because, streets that support and invite multiple uses, including safe, active, and ample space for pedestrians, bicycles, and transit are more conducive to the public life and efficient movement of people than streets designed primarily to move automobiles; and

Because, increased walking and bicycling offers the potential for improved public health, economic development, a cleaner environment, reduced transportation costs, enhanced community connections, and more livable communities; therefore, be it

RESOLVED that the City of Traverse City, City Commission hereby declares its support of "Complete Streets" policies and to the extent feasible the City of Traverse City will incorporate "Complete Streets" design considerations and practices as a routine part of infrastructure planning and implementation; and will support the development of a non-motorized transportation plan for the City of Traverse City. The non-motorized plan shall be integrated into other transportation planning documents to routinely plan, design, construct, operate and maintain the transportation network for all users.

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**Village of Kingsley Complete Streets Resolution**  
**Adopted January 14, 2013**

WHEREAS, the term “Complete Streets” are defined as a design framework that enables safe and convenient access for all users, including pedestrians, bicyclists, transit riders, and drivers of all ages and abilities, while also improving environmental quality; and

WHEREAS, sedentary lifestyles and limited opportunities to integrate exercise into daily activities are factors contributing to increased obesity among adults and children and numerous correlated adverse health consequences; and

WHEREAS, “Complete Streets” infrastructure benefits the environment by addressing storm water runoff, air pollution and other environmental challenges: and

WHEREAS, coordinated development of “Complete Streets” infrastructure offers long-term cost savings for local governments and provides benefits to property owners, businesses and investors; and

WHEREAS, Complete Streets allows people with disabilities, low-income residents, older adults, children and other segments of the population who do not have consistent access to vehicular transportation the ability to travel freely throughout the community; and

WHEREAS, “Complete Streets” are achieved when transportation agencies routinely plan for, design, construct, operate and maintain the transportation network to improve travel conditions for all users in a manner consistent with, and supportive of, the surrounding community and the natural environment; and

WHEREAS, the Michigan Legislature has passed “Complete Streets” legislation that requires the Michigan Department of Transportation and local governments to consider all legal users in transportation related projects; and

WHEREAS, streets that support and invite multiple uses, including safe, active and ample space for pedestrians, bicycles and transit are more conducive to the public life and efficient movement of people than streets designed primarily to move automobile; and

NOW, THEREFORE, LET IT BE RESOLVED that the Village of Kingsley, Village Council hereby declares its support of “Complete Streets” policies and to the extent feasible the Village of Kingsley will incorporate “Complete Streets” design considerations and practices as a routine part of infrastructure planning and implementation; and

BE IT FURTHER RESOLVED that the Village of Kingsley will consider “Complete Street” principles in future long-range planning documents, such as the master plan and on-going zoning activities, such as site-plan review; and

BE IT FURTHER RESOLVED that the Village of Kingsley, is open and willing to explore ways of planning for, designing, constructing, operating and maintaining “Complete Streets” infrastructure, including non-motorized trails, with neighboring municipalities wherever feasible; and

BE IT FURTHER RESOLVED that the Village of Kingsley will make serious efforts to communicate how “Complete Streets” policies and design considerations are being implemented with regional and state road agencies wherever feasible.

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**Appendix I.e**

**CHARTER TOWNSHIP OF GARFIELD**  
**RESOLUTION REGARDING COMPLETE STREETS**  
**January 8, 2013**

WHEREAS, the term “Complete Streets” is defined as a design framework that enables safe and convenient access for all users, including pedestrians, bicyclists, transit riders, and drivers of all ages and abilities, while also improving environmental quality; and

WHEREAS, sedentary lifestyles and limited opportunities to integrate exercise into daily activities are factors correlated to adverse health consequences; and

WHEREAS, “Complete Streets” infrastructure benefits the environment by addressing storm water runoff, air pollution and other environmental challenges; and

WHEREAS, coordinated development of “Complete Streets” infrastructure offers long-term cost savings for local governments and provides benefits to property owners, businesses and investors; and

WHEREAS, Complete Streets allows people with disabilities, low-income residents, older adults, children and other segments of the population who do not have consistent access to vehicular transportation the ability to travel freely throughout the community; and

WHEREAS, “Complete Streets” are achieved when transportation agencies routinely plan for, design, construct, operate and maintain the transportation network to improve travel conditions for all users in a manner consistent with, and supportive of, the surrounding community and the natural environment; and

WHEREAS, the Michigan Legislature has passed “Complete Streets” legislation that requires the Michigan Department of Transportation and local governments to consider all legal users in transportation related projects; and

WHEREAS, streets that support and invite multiple uses, including safe, active and ample space for pedestrians, bicycles and transit are more conducive to the public life and efficient movement of people than streets designed primarily to move automobile;

NOW, THEREFORE, LET IT BE RESOLVED that the Charter Township of Garfield Board of Trustees hereby declares its support of “Complete Streets” policies and to the extent feasible the Charter Township of Garfield will attempt to incorporate “Complete Streets” design considerations and practices as a routine part of infrastructure planning and implementation; and

BE IT FURTHER RESOLVED that the Charter Township of Garfield will attempt to consider “Complete Street” principles in future long-range planning documents, such as the master plan and on-going zoning activities, such as site-plan review; and

BE IT FURTHER RESOLVED that the Charter Township of Garfield is open and willing to explore ways of planning for, designing, constructing, operating and maintaining “Complete Streets” infrastructure, including non-motorized trails, with neighboring municipalities wherever feasible; and

BE IT FURTHER RESOLVED that the Charter Township of Garfield will attempt to make serious efforts to communicate how “Complete Streets” policies and design considerations are being implemented with regional and state road agencies wherever feasible.

**Resolution No. 13-1**  
**Traverse City Area Transportation and Land Use Study**  
**RESOLUTION**  
**REGARDING COMPLETE STREETS**

WHEREAS, the term “Complete Streets” is defined as a framework that enables safe and convenient access for all users, including pedestrians, bicyclists, transit riders, and drivers of all ages and abilities, while also improving environmental quality; and

WHEREAS, sedentary lifestyles and limited opportunities to integrate exercise into daily activities are factors correlated to adverse health consequences; and

WHEREAS, “Complete Streets” infrastructure benefits the environment by addressing storm water runoff, air pollution and other environmental challenges: and

WHEREAS, coordinated development of “Complete Streets” infrastructure offers long-term cost savings for local governments and provides benefits to property owners, businesses and investors; and

WHEREAS, “Complete Streets” allows people with disabilities, low-income residents, older adults, children and other segments of the population who do not have consistent access to vehicular transportation the ability to travel freely throughout the community; and

WHEREAS, “Complete Streets” are achieved when transportation agencies routinely plan for, design, construct, operate and maintain the transportation network to improve travel conditions for all users in a manner consistent with, and supportive of, the surrounding community and the natural environment; and

WHEREAS, the Michigan Legislature has passed “Complete Streets” legislation that requires the Michigan Department of Transportation and local governments to consider all legal users in transportation related projects; and

WHEREAS, streets that support and invite multiple uses, including safe, active and ample space for pedestrians, bicycles and transit are more conducive to the public life and efficient movement of people than streets designed primarily to move automobile;

NOW, THEREFORE, LET IT BE RESOLVED that the TC-TALUS Board of Directors hereby declares its support of “Complete Streets” principles and will attempt to consider “Complete Street” principles in future long-range planning documents and projects; and

BE IT FURTHER RESOLVED that TC-TALUS Board of Directors will attempt to make serious efforts to communicate how “Complete Streets” principles and context sensitive design considerations are being implemented with regional and state road agencies wherever feasible.

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**Appendix II.a**

## SECTION I. - PURPOSE

The purpose of this article is to enable the streets of (municipality) to provide safe, convenient, and comfortable routes for walking, bicycling, and public transportation that encourage increased use of these modes of transportation, enable convenient travel as part of daily activities, improve the public welfare by addressing a wide array of health and environmental problems, and meet the needs of all users of the streets, including children, older adults and people with disabilities.

## Section II. - DEFINITIONS

The following words and phrases, whenever used in this article, shall have the meanings defined in this section unless the context clearly requires otherwise:

- a) "Complete streets infrastructure" means design features that contribute to a safe, convenient, and comfortable travel experience for users, including but not limited to features such as sidewalks; shared-use paths; bicycle lanes; automobile lanes; paved shoulders; street trees and landscaping; planting strips; curbs; accessible curb ramps; bulb outs; crosswalks; refuge islands; pedestrian and traffic signals, including countdown and accessible signals; signage; street furniture; bicycle parking facilities; public transportation stops and facilities; transit priority signalization; traffic-calming devices such as traffic-circles, traffic bumps, and surface treatments such as paving blocks, textured asphalt, and concrete; narrow vehicle lanes; raised medians; and dedicated transit lanes.
- b) "Street" means any right-of-way, public or private, including arterials, connectors, alleys, ways, lanes and roadways by any other designation, as well as bridges, tunnels and any other portions of the transportation network.
- c) "Street project" means the construction, reconstruction, retrofit, maintenance, alteration, or repair of any street, including the planning, design, approval, and implementation processes [except that "street project" does not include minor routine upkeep such as cleaning, sweeping, mowing, spot repair, or interim measures on detour routes and does not include projects with a cost less than \$2,500].
- d) "Users" mean individuals that use streets, including pedestrians, bicyclists, motor-vehicle drivers, public transportation riders and drivers and people of all ages and abilities, including children, youth, families, older adults and individuals with disabilities.

## SECTION III. – REQUIREMENTS OF INFRASTRUCTURE ENSURING SAFE TRAVEL

- a) The (municipality) shall make complete streets practices a routine part of everyday operations, shall approach every transportation project and program as an opportunity to improve public and private streets and the transportation network for all users and shall work in coordination with local and regional departments, agencies, and neighboring jurisdictions to achieve complete streets.
- b) Every street project on public and private streets shall incorporate complete streets infrastructure sufficient to enable reasonably safe travel along and across the right-of-way for each category of users; provided, however, that such infrastructure may be excluded upon written approval by (head of municipality), where documentation and data indicate that:
  - 1. Use by non-motorized users is prohibited by law;
  - 2. The cost would be excessively disproportionate to the need or probable future use over the long term;
  - 3. There is an absence of current or future need; or
  - 4. Inclusion of such infrastructure would be unreasonable or inappropriate in light of the scope of the project.

- c) As feasible, the (municipality) shall incorporate complete streets infrastructure into existing public and private streets to improve the safety and convenience of users, construct and enhance the transportation network for each category of users, and create employment.
- d) If the safety and convenience of users can be improved within the scope of pavement resurfacing, restriping, or signalization operations on public (or private) streets, such projects shall implement complete streets infrastructure to increase safety for users.
- e) The planning commission shall review and either revise or develop proposed revisions to all appropriate plans, zoning and subdivision codes, laws, procedures, rules, regulations, guidelines, programs, templates, and design manuals, including the master plan, to integrate, accommodate and balance the needs of all users in all street projects on public and private streets.
- f) In design guidelines, the planning commission shall coordinate templates with street classifications and revise them to include complete streets infrastructure, such as bicycle lanes, sidewalks, street crossings, and planting strips.
- g) Training in how to integrate, accommodate, and balance the needs of each category of users shall be provided for local officials, planners, civil engineers, project managers, plan reviewers, inspectors, and other personnel responsible for the design and construction of streets.

#### SECTION IV. - DATA COLLECTION, STANDARDS, AND PUBLIC INPUT

- a) The planning commission shall collect data measuring how well the streets of (municipality) are serving each category of users.
- b) The planning commission shall put into place performance standards with measurable benchmarks reflecting the ability of users to travel in safety and comfort.
- c) The legislative body shall establish procedures to allow full public participation in policy decisions and transparency in individual determinations concerning the design and use of streets.
- d) The planning commission shall implement, administer and enforce the article. The planning commission is hereby authorized to issue all rules and regulations consistent with this article and shall have all necessary powers to carry out the purpose of and enforce the article.
- e) All initial planning and design studies, health impact assessments, environmental reviews, and other reviews for projects requiring funding or approval by (municipality) shall; (1) evaluate the effect of the proposed project on safe travel by all users and (2) identify measures to mitigate any adverse impacts on such travel that are identified.

#### SECTION V. - FURTHER STEPS

- a) The head of each affected agency, department or board shall report back to the (legislative body) annually regarding: the steps taken to implement this Ordinance; additional steps planned; and any desired actions that would need to be taken by the (adopting board) to implement the steps taken or planned.
- b) The planning commission (or newly created committee) shall forward (municipalities) implementation of complete streets practices by: (1) addressing short-term and long-term steps and planning necessary to create a comprehensive and integrated transportation network serving the needs of all users; (2) assessing potential obstacles to implementing complete streets practices in (municipality); (3) if useful, recommending adoption of an (ordinance/internal policy) containing additional steps; and (4) proposing revisions to the master plan, zoning and subdivision codes, and other applicable laws to integrate, accommodate and balance the needs of all users, in all street projects. The commission or committee shall report on the matters within its purview to the (legislative body) within one year following the date of passage of this ordinance.

- c) The committee shall also consider requiring incorporation of complete streets modifications and complete streets infrastructure in street projects, as well as requiring all initial planning and design studies, health impact assessments, environmental reviews and other project reviews for infrastructure project requiring funding or approval by (municipality) to (1) evaluate the effect of the proposed project on safe travel by all users, and (2) identify measures to mitigate any adverse impacts on such travel that are identified.)

**SECTION VI. - STATUTORY CONSTRUCTION AND SEVERABILITY**

- a) This ordinance shall be construed so as to not conflict with applicable federal or state laws, rules, or regulations. Nothing in this ordinance authorizes any municipal agency to impose any duties or obligations in conflict with limitations on municipal authority established by federal or state law at the time such action is taken. In the event that a court or agency of competent jurisdiction holds that a federal or state law, rule, or regulation invalidates any clause, sentence, paragraph or section of this Ordinance or the application thereof to any person or circumstances, it is the intent of the Ordinance that the court or agency sever such clause, sentence, paragraph, or section so that the remainder of this Ordinance remains in effect.
- b) In undertaking the enforcement of this Ordinance, (municipality) is assuming only an undertaking to promote the general welfare. It is not assuming, nor is it imposing on its officers and employees, an obligation through which it might incur liability in monetary damages to any person who claims that a breach proximately caused injury.

WHEREAS, the term “Complete Streets” are defined as a design framework that enables safe and convenient access for all users, including pedestrians, bicyclists, transit riders, and drivers of all ages and abilities, while also improving environmental quality; and

WHEREAS, sedentary lifestyles and limited opportunities to integrate exercise into daily activities are factors contributing to increased obesity among adults and children and numerous correlated adverse health consequences; and

WHEREAS, “Complete Streets” infrastructure benefits the environment by addressing storm water runoff, air pollution and other environmental challenges; and

WHEREAS, coordinated development of “Complete Streets” infrastructure offers long-term cost savings for local governments and provides benefits to property owners, businesses and investors; and

WHEREAS, Complete Streets allows people with disabilities, low-income residents, older adults, children and other segments of the population who do not have consistent access to vehicular transportation the ability to travel freely throughout the community; and

WHEREAS, “Complete Streets” are achieved when transportation agencies routinely plan for, design, construct, operate and maintain the transportation network to improve travel conditions for all users in a manner consistent with, and supportive of, the surrounding community and the natural environment; and

WHEREAS, the Michigan Legislature has passed “Complete Streets” legislation that requires the Michigan Department of Transportation and local governments to consider all legal users in transportation related projects; and

WHEREAS, streets that support and invite multiple uses, including safe, active and ample space for pedestrians, bicycles and transit are more conducive to the public life and efficient movement of people than streets designed primarily to move automobile; and

NOW, THEREFORE, LET IT BE RESOLVED that the (municipality), (municipal body) hereby declares its support of “Complete Streets” policies and to the extent feasible the (municipality) will incorporate “Complete Streets” design considerations and practices as a routine part of infrastructure planning and implementation; and

BE IT FURTHER RESOLVED that the (municipality) will consider “Complete Street” principles in future long-range planning documents, such as the master plan and on-going zoning activities, such as site-plan review; and

BE IT FURTHER RESOLVED that the (municipality), is open and willing to explore ways of planning for, designing, constructing, operating and maintaining “Complete Streets” infrastructure, including non-motorized trails, with neighboring municipalities wherever feasible; and

BE IT FURTHER RESOLVED that the (municipality) will make serious efforts to communicate how “Complete Streets” policies and design considerations are being implemented with regional and state road agencies wherever feasible.

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## Appendix II.c

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The **National Complete Streets Coalition** has provided a free Complete Streets Local Policy Workbook (<http://www.smartgrowthamerica.org/complete-streets/changing-policy/model-policy/local-policy>) to help local government bodies and agencies write and adopt the best policy for their community. The principle lesson in passing policies, in the coalition words is to remember that:

“The most successful policies are those that incorporate the thoughts and opinions of a broad group of stakeholders: transportation planners and engineers, elected officials, transit agencies, public health departments, and members of the community, to name just a few.”

The National Complete Streets Coalition flags the following elements as critical to a strong Complete Streets policy:

- Includes a vision for how and why the community wants to complete its streets
- Specifies that ‘all users’ includes pedestrians, bicyclists and transit passengers of all ages and abilities, as well as trucks, buses and automobiles.
- Applies to both new and retrofit projects, including design, planning, maintenance, and operations, for the entire right of way.
- Makes any exceptions specific and sets a clear procedure that requires high-level approval of exceptions.
- Encourages street connectivity and aims to create a comprehensive, integrated, connected network for all modes.
- Is adoptable by all agencies to cover all roads.
- Directs the use of the latest and best design criteria and guidelines while recognizing the need for flexibility in balancing user needs.
- Directs that Complete Streets solutions will complement the context of the community.
- Establishes performance standards with measurable outcomes.
- Includes specific next steps for implementation of the policy

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## Appendix III.a

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### RESOLUTION APPROVING BALLOT LANGUAGE AUTHORIZING DISPOSITION OF PARK LAND

## FOR DIVISION STREET PROJECT

WHEREAS, The State of Michigan is considering making improvements to the State road commonly known as Division St.; and

WHEREAS, Division Street is a high volume street used by city residents, city businesses owners, as well as visitors and businesses throughout the region, state and beyond, and

WHEREAS, the City Commission has pledged to cooperate with the Michigan Department of Transportation (MDOT) to develop solutions to the problems with Division Street, chief among them being public safety and welfare; and

WHEREAS, safely accommodating vehicle, bicycle and pedestrian traffic may require that City property described on attachment A and Attachment B adjacent to Division Street be used by the State of Michigan; and

WHEREAS, the property proposed to be used is City park land; and

WHEREAS, pursuant to Section 5 of the Home Rule City Act and Section 128 of the Charter of the City of Traverse City, disposal of City park land or portions thereof requires voter approval;

NOW THEREFORE BE IT RESOLVED that the following ballot language for the November 6, 2012 General Election be approved and submitted to the electors of the City of Traverse City;

“Should the City Commission of the City of Traverse City be authorized to dispose of City parkland for the purpose of right of way and intersection improvements, but not to be used to construct additional thru traffic lanes, provided that such authorization shall expire on November 6, 2022 if no plan for such improvements is in place on that date?”

The proposed City parkland includes an up to 30 foot wide strip along and adjacent to the west side of Division Street between Fourteenth Street and Eighth Street and two approximately 0.25 acre triangle parcels located west of and adjacent to Division Street, one parcel located north of and adjacent to Eleventh Street and on the parcel located south of and adjacent to Eleventh Street.”

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Appendix III.b

## MEMORANDUM

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Date: 4/16/13

**To: Julie Clark, TART Trails**  
**From: The Watershed Center Grand Traverse Bay**  
**Subject: Comments on Draft Complete Streets Report**

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Below please find our comments regarding the draft Complete Streets Report you sent a few weeks ago. These comments were made regarding the first draft plan you sent on March 19, 2013. In general, our comments mostly refer to the incorporation of more water quality concepts into the report. We are also providing a couple examples of "Living Streets" plans from the City of North St. Paul and the City of Maplewood, both in MN. These reports incorporate the concepts of water quality and stormwater runoff treatment into their street plans.

Incorporating stormwater management practices that emphasize infiltration into the ground utilizing natural vegetation (referred to as Low Impact Development), rather than relying on stormdrains to drain the water off-site, can be an integral component to a Complete Streets plan. For example, street-side rain gardens can filter and treat runoff, while also enhancing the aesthetic image of an urban area. Curb 'bump-outs' can be made into rain gardens as well, providing runoff treatment, traffic calming, and enhanced aesthetics. Additionally, in relation to the Grand Vision's Growth and Investment Network goals, utilizing Low Impact Development techniques to deal with stormwater runoff can increase property values in an area, as well as increasing the desire of people to live in such an area. These concepts can be another way to get people to 'buy in' to the idea of Complete/Living Street plans.

Specific page-by-page comments:

- In the first several pages, your draft report frames a definition for "Complete Streets." The descriptions provided in the first several pages do not frame a comprehensive definition of "Complete Streets" so as to include the concept of sustainable streets or green streets. Yet, the concept is captured in the model resolution and the resolutions adopted by the Village of Kingsley, Garfield Township and TC-TALUS included in the appendix.

Given that one of the Grand Vision's guiding principles is "protected and preserved water, forests, natural and scenic areas" and given that there are three state-designated impaired waters in the Grand Traverse region linked to stormwater runoff impacts, the Watershed Center recommends a more comprehensive definition that better reflects the model resolution in the beginning of the document. If it incorporates more water quality management concepts, the document could also include references to the guiding principles of the Housing, Growth and Investment, and Natural Resource Grand Vision Networks. Including references to these areas could also enhance funding possibilities.

The National Complete Streets Coalition includes information about communities that are adopting policies about "Living Streets," including North St. Paul, Minnesota; the Regional Transportation Commission of Southern Nevada; and Los Angeles County. Cities such as Philadelphia, Seattle, and San Francisco address stormwater management in the context of their street policies. The National Complete Streets Coalition website includes an article about Green Streets or Sustainable Complete Streets. The article states:

*Many elements of street design, construction, and operation can work in favor of achieving both Complete Streets that work for all travelers and 'green' streets that serve environmental sustainability. Of particular concern are drainage and stormwater runoff issues too common with traditional streets. Optimal stormwater management looks beyond simply removing rainfall as quickly as possible, which risks negative environmental impacts associated with both stormwater quality and quantity, like polluted runoff, sedimentation, and bank erosion. Instead it focuses on efforts to retain and treat – or even eliminate – runoff at the source through cost-effective green infrastructure, improving water quality and complementing Complete Streets efforts.*  
[www.smartgrothamerica.org/complete-streets/implementation/factsheets/green-streets](http://www.smartgrothamerica.org/complete-streets/implementation/factsheets/green-streets)

This article goes on to state that wide streets are a problem for mobility and the environment. It mentions that road diets help limit impervious surfaces and that some communities are using pervious surface options. It points to coupling traffic-calming techniques and landscaping to clean and manage stormwater runoff. This article references an article from the Federal Highway Administration in its Public Roads magazine entitled "Street Design: Part 2 – Sustainable Streets" ([www.fhwa.dot.gov/publications/publicroads/11marapr/02.cfm](http://www.fhwa.dot.gov/publications/publicroads/11marapr/02.cfm)). This article looks at case studies, including a bioretention project along Michigan Avenue in Lansing, Michigan.

- On page 4, the document addresses why complete streets are important. We would recommend adding that complete, sustainable streets are important because they are better for our lakes, rivers, and streams. They do a better job of addressing stormwater runoff, one of our biggest threats to water quality within the Grand Traverse Bay watershed. We believe this statement should be separated out from the bullet about health because protecting water quality is about more than protecting human health. Possible language: "Streets are a major source of water pollutants. As rainwater washes down the streets it collects everything in its path - dirt, gasoline, oil, grease, trash, grass clippings, etc. the water then enters a storm drain system and eventually winds up in the nearest body of water." "Stormwater best-management practices are an integral component of living streets."
- On page 5, the document addresses different needs for different transportation choices. While we agree that safe and comfortable transportation options need to be part of our built environment, we need to work on making our built environment more sustainable. As residents, we need road systems that reduce pollution to our air and our water.

The discussion on page 5 also addresses those with mobility challenges. Some of the tools that help address stormwater management also provide a better pedestrian experience, including those with mobility challenges. Permeable pavement is often cooler in the summer and warmer in the winter. These products can be made in a lighter color, which reduces radiating heat. They don't ice up as quickly in the winter because melting snow and rainwater don't pool on the surface. This makes the surface safer for all users, but particularly for those with mobility challenges. While permeable pavement is not the only way to manage stormwater within a streetscape, it is one of the tools that communities should implement in the right context.

- On page 6, the document addresses traffic calming. Many traffic calming techniques – bump outs, refuge islands, roundabout centers -- provide great opportunities for landscaping that manages stormwater as well.
- Also on page 6, there is a discussion of the resolutions adopted in Grand Traverse County. The ones adopted by TC-TALUS, Garfield Township and the Village of Kingsley include the more comprehensive "Complete Streets" concept. The City of Traverse City and Acme Township's resolutions do not. Perhaps it would be a good place to mention the difference between the two resolutions and re-affirm the broader concept captured in the model resolution.
- On page 7, the document addresses achieving a more balanced approach to transportation and land use decisions. We agree wholeheartedly, particularly because our land use and transportation decisions have direct connections to our water quality. For example, the entire stretch of US 31 through East Bay and Acme Townships drains directly to Grand Traverse Bay. While the drains serve to keep the road clear of stormwater runoff, the runoff enters the bay without any treatment along a stretch of shoreline with hotels, private condominiums, and public parkland. Our approach to "Complete Streets" should help address these kinds of conflicts.
- Pages 7 through 9 address found needs. Whether through the Grand Vision process, through surveys done in the context of master planning, or other surveying of community values, protecting

water quality always garners a high percent of respondents. This information supports the broader concept of “Complete Streets.”

- Pages 9 and 10 discuss funding. One of the case studies referenced in this section is the project in Suttons Bay. As noted in the document, the funding for this project stemmed from a need to address stormwater quality issues. By incorporating a broader concept of “Complete Streets” that embraces creating sustainable streets with stormwater management, additional funding sources become available. There are state and federal grant programs seeking to assist communities with implementation of stormwater management techniques commonly referred to as low impact development practices. Also, many communities use a stormwater utility to fund their stormwater management programs. These utilities provide a stable, predictable funding source for projects that incorporate stormwater management techniques, including streets and trails. Ann Arbor and Marquette in Michigan have stormwater utilities, as do many communities around the country that are also actively pursuing multi-modal transportation policies.
- Pages 11 and 12 discuss immediate transportation projects, including a stretch of US 31. As mentioned above, the Watershed Center would like to discuss the possibility of incorporating better stormwater management in the repairs in this area.
- Page 12 includes a graphic proposed to be used in discussions about significant corridors in Grand Traverse County. However, the graphic does not include stormwater management. It seems it could fit into the “quality” part of the graphic. The graphic is included in a discussion about Division Street. This stretch runs close to a branch of Kids Creek through the Grand Traverse Commons. The stream is known to breach its banks with any significant rainfall. Storm drains in the area drain directly into this branch of Kids Creek, in fact a major storm drain outlet is located on the northwest corner of Division and Silver Lake Rd/14th Street. The City of Traverse City, the Watershed Center, and the MI Dept. of Environmental Quality are currently looking at options to reduce and treat the water coming from this drain. Kids Creek is one of the three state-designated impaired waters in Grand Traverse County. Limiting and treating stormwater runoff in this area is critical to restoring the water quality of Kids Creek.
- The model Complete Streets ordinance that's included in the appendix should reflect the broader concept of including stormwater management infrastructure in street design. If you'd like more specific comments with respect to the ordinance please let us know.

Thank you for the opportunity to comment on the draft plan.

~The Watershed Center

### **Appendix III.c**

### **Resources**

- **Grand Vision 2012 Community Research** by Dr. Cathlyn Sommerfield, Research Services—Northwestern Michigan College, December 2012
- **The Six Guiding Principles of The Grand Vision**, [www.TheGrandVision.org](http://www.TheGrandVision.org)
- **Surface Transportation Policy Partnership. Aging Americans: Stranded Without Options.** 2004.
- **Economic Effects of Traffic Calming on Urban Small Businesses**, Drennen, Emily. 2003.
- **Public Transportation Means Business**, American Public Transportation Association.
- **Bicycling Means Business: The Economic Benefits of Bicycle Infrastructure** Darren Flusche, League of American Bicyclists, July 2012.
- **Walking the Walk: How Walkability Raises Home Values**, Joe Cortright, Inpresa, Inc. for CEOs for Cities, August 2009.
- **Transportation Affordability: Evaluation and Improvement Strategies**, Todd Litman, Victoria Transport Policy Institute, February, 2013
- **The epidemiology of walking for physical inactivity in the U.S.**, Eyster AA, et al., Saint Louis University School of Public Health 2003
- **Integrating public health and transportation planning: Perspectives for MPOs and COGs**, National Association of Regional Councils, June 2012
- **Do Complete Streets Cost More than Incomplete Streets?** Charlotte Department of Transportation City of Charlotte, August 1, 2012
- **“Safe Streets, Livable Streets.”** Dumbaugh, E., Journal of the American Planning Association, Volume 71-3 2005.
- **“Managing Wet Weather with Green Infrastructure”** Green Streets, U.S. Environmental Protection Agency’s [www.epa.gov/greeninfrastructure](http://www.epa.gov/greeninfrastructure)
- **Active Transportation for America: The Case for Increased Federal Investment in Bicycling and Walking**, Gotschi, T. and Mills, K. Rails-to-Trails Conservancy, 2008.
- **Revised Draft Guidelines for Accessible Public Rights-of-Way**, U.S. Access Board.
- **“If You Want New Solutions, Give The Problem-Solvers New Problems”** Urban to Rural Transect, Project for Public Spaces, October 2012.
- **Federal Highway Administration Association Safety Program**, <http://safety.fhwa.dot.gov/>
- **Pedestrian and Bicycle Information Center**, [www.pedbikeimages.org](http://www.pedbikeimages.org)