

**CITY OF NORWALK
REPORT TO THE NORWALK PLANNING COMMISSION**

ITEM: Discussion on Subdivision Regulations update focusing on Complete Streets

MEETING DATE: June 27, 2016

STAFF CONTACT: Luke Parris, AICP
City Planner

GENERAL DISCUSSION: City staff prepared a memo that was shared with the Planning & Zoning Commission related to updating the City's Subdivision Ordinance. That memo identified the following areas as focus points for the update:

- Review and Approval Procedures for Final Plats
- Complete Streets Policy
- Street Design Standards
- Lot Design Standards
- Drainage
- Parkland Dedication
- Fees

To continue discussion on these topics, staff will be providing additional information and giving presentations relevant to the focal points for the update. The next discussion is regarding complete streets.

ATTACHMENTS & ADDITIONAL INFORMATION: Attachment A: Subdivision Memo
Attachment B: Norwalk Subdivision – Complete Streets Policy
Attachment C: MPO Local Model Complete Streets Policy
Attachment D: Windsor Heights Complete Streets

Online Resources:
Complete Streets Coalition
<http://www.smartgrowthamerica.org/complete-streets>

Critique of Complete Streets
http://www.strongtowns.org/journal/2016/6/6/narrow-streets-do-more-with-less?utm_content=bufferd6fdc&utm_medium=social&utm_source=facebook.com&utm_campaign=buffer



MEMO

TO: Planning and Zoning Commission Members

FROM: Luke Parris, City Planner

DATE: April 12, 2016

RE: Subdivision Regulations

The City's Subdivision Regulations are a key piece of city code that guides the type of development in the City. Whereas the Zoning Ordinance specifically deals with allowable uses, the subdivision regulations deal with how land is divided and the criteria to do so. As with all regulations, it is important to revisit the language frequently to ensure that the code is in line with the goals of the City. The current Subdivision Regulations were adopted in October 2006. After recently updating the City's Zoning Ordinance, and with the current work updating the Land Use chapter of the Comprehensive Plan, staff feels it is important to look at the Subdivision Regulations to determine which areas might need updating. Below are a list of sections and some background on why we feel an update may be needed.

Review and Approval Procedures for Final Plats

Review and approval of a final plat is the last stage of the development process before building permits can be pulled. Smooth transition from the platting process to the building permit process is important to land developers. Often times at this stage the land developer has commitments for lots and has a desire to record the final plat so that abstracts can be created and land can be transacted upon. For the City, the final plat is a key step to ensuring that all public infrastructure is built in an acceptable manner. At times the City's interest and the developer interest come into conflict. Having a clear approval process can reduce the conflicts and provide a clear set of expectations to the developer.

The approval process as identified in the Subdivision Regulations is as follows:

1. Developer submits final plat to the City for review
2. Staff coordinates review and provides comments to the developer
3. Planning & Zoning Commission review and referral to Council with a recommendation
4. City Council consideration and approval
 - a. The Council shall not give final approval of the plat until all improvements serving the area of the final plat have been constructed and accepted by the Council.
 - b. The Council can give tentative approval of a final plat to approve the plat's street and lot layout prior to construction of required improvement with the condition the improvements will be completed prior to releasing the plat for recording at the county.
 - c. Approval of the final plat and final acceptance of improvements shall be given by resolution of the Council.
 - d. The Council directs the Mayor and City Clerk to certify the resolution and the plat as approved.

The process as described above has not been precisely followed during the current staff's administration of the code, nor has it been precisely followed when reviewing records of plat approval going back to 2006. The approval process used in practice has been as follows:

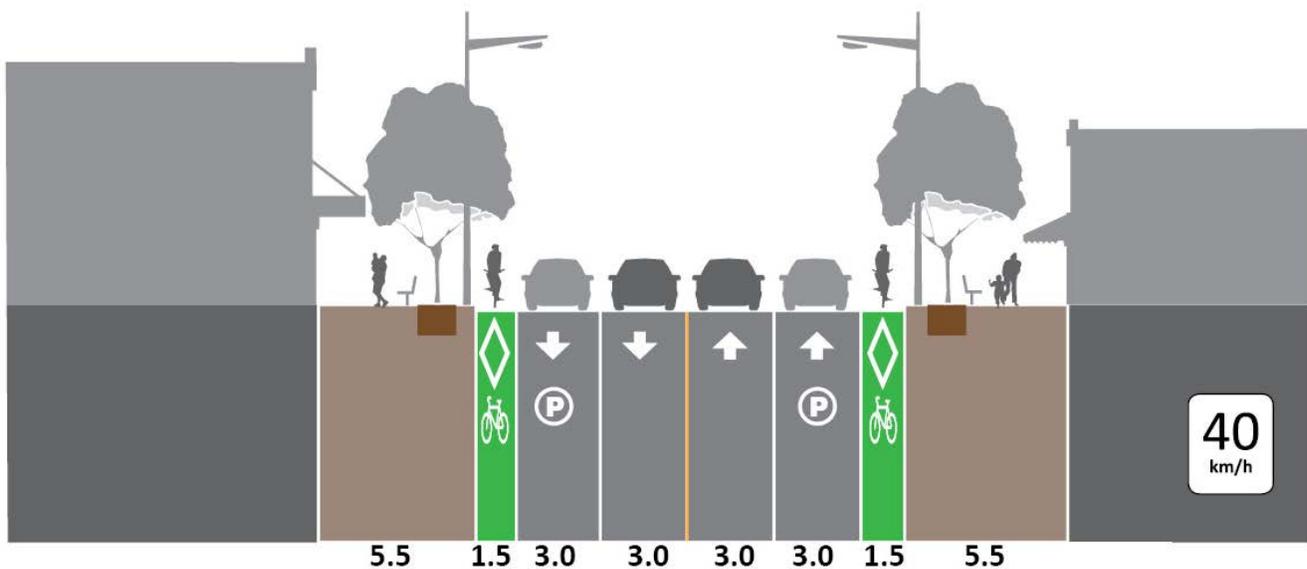
1. Developer submits final plat to the City for review
2. Staff coordinates review and provides comments to the developer
3. Planning & Zoning Commission review and referral to Council with a recommendation

4. City Council consideration and approval
 - a. The Council resolution includes a condition that the developer adheres to all provisions in the Subdivision Regulations. This has allowed staff to obtain Council approval and hold the final plat for recording until the City accepts the public infrastructure.
 - b. The Public Works Department takes the acceptance of the public infrastructure to Council, usually on a separate timeline at a separate meeting.
 - c. The Council resolution includes language allowing for the Planning & Economic Development Director, or his designee, to stamp, sign and release the final plat once all conditions of the Subdivision Ordinance are released.

Recent discussions with local developers have called to issue a concern with the need to wait for the City Council to formally approve the public infrastructure at a separate meeting. The development community contends that approval by Council is a formality as long as the Public Works Department has inspected the infrastructure and is recommending acceptance to the Council. A potential solution would be to allow City staff to release a plat for recording once the Public Works Department has inspected and decided to recommend acceptance to the Council.

Complete Streets Policy

The City of Norwalk was one of the first metro communities to adopt a complete streets policy into its subdivision regulations. The idea of Complete Streets is that a street should be designed to accommodate all users of the public right-of-way, such as bicyclists, pedestrians, automobiles, and transit use. Norwalk's Complete Streets Policy was adopted 10 years ago and large amount of additional research has gone into how Complete Streets should be designed. This section could be bolstered by looking at current examples of Complete Street policies and implementing some of the best practices.



Example cross section of a complete street

Street Design Standards

The Subdivision Regulations includes a long section describing the criteria for the design of streets in the City of Norwalk. The design of our streets has just as much impact on the aesthetic of the community as the Zoning Codes Architectural Standards. The section provides standards for:

- Compatibility with the Comprehensive Plan
- Continuity of Existing Streets or Planned Streets
- Traffic Circulation
- Street Intersection Design
- Block Length
- Cul-de-sac use and length
- Street Names

- Topographic Features
- Alleys
- Access to Major Thoroughfares
- Traffic Impact Studies
- Dedication to the City
- Street Widths
- Rural Cross Section Streets
- Street Grade
- Temporary Turnarounds

This section should be looked at in conjunction with the Complete Streets policy to ensure that the design standards are compatible with Complete Streets. Additionally, the City has adopted the Statewide Urban Designs and Standards (SUDAS) guidelines for public infrastructure. SUDAS is a great resource for general practices on design throughout the state of Iowa; however, with the current street design standards and the adoption of SUDAS, there are many cases of inconsistency between the two.

Lot Design Standards

This section will need a brief review to ensure that any changes made in the Zoning Ordinance update are incorporated into the lot design standards.

Drainage

This section provides details on how the City requires property to be drained. The City has recently started requiring that drainage easement be label as private when they are not leading into a public facility. This language should be formalized in the code. Further review of best practices in storm water management will be reviewed and considered for incorporation.

Parkland Dedication

This section provides details the requirement for dedicating parkland to the city. Developers currently have three options to meet the dedication requirement if they don't provide the parkland space in their development. Those options are:

1. Dedicate land owned elsewhere in the City for use as parks or trails.
2. Construct or install park improvements equal to the fair market value of the park land required.
3. Pay a cash deposit as a performance surety in an amount equal to the fair market value of the park land required.

These three options need to be reviewed to ensure they are still allowed under state law. If the options continue to be used, a definition of the fair market value of the land should be developed.

Fees

This section details the fees for the various development review activities conducted by the City. The fee structure should be reviewed in relation to the fees charged by other communities to determine if any adjustment is needed.

desirable neighborhood. Standards for the design and development of plats under the jurisdiction of this Title are as follows:

1. **Complete Street Policy.** It shall be the policy of the City of Norwalk that the transportation system shall reasonably seek to accommodate the different forms of surface travel including travel by automobiles, pedestrians and bicycles within and through the City. The planning and design of the transportation facilities within a subdivision or land development project shall include improvements to accommodate automobiles, pedestrian and bicycle traffic.

The design of subdivisions and developments shall provide for automobile, pedestrian and bicycle movements adjoining, within and through the subdivision or development as needed to implement the Comprehensive Plan and connect to the neighborhood and remainder of the community including the community wide trail and linear greenbelt park system planned within the City's Comprehensive Plan and Comprehensive Park Plan, or other City approved plans for major streets, pedestrian ways and bicycle ways. The trails and linear greenbelt parks planned within the City's Comprehensive Plan and Comprehensive Park Plan serve to connect neighborhood to neighborhood as well as provide a linkage between parks.

The public streets fronting and within a new subdivision or development shall provide for improved roadway, sidewalks and trails to implement the City's planned surface transportation system including the sidewalk and trail system to provide a safe and convenient place for pedestrian and bicycle traffic within the public street rights of way. The following guidelines, standards and requirements shall apply to the planning and design of public streets within subdivisions or developments under the jurisdiction of this Title:

- A. **Roadways:** The developer shall install roadways within public street rights of way of a subdivision or development as a required improvement under the jurisdiction of this Title as set forth within Section 2, "Street Design Standards", of this Chapter 16.06 SUBDIVISION DESIGN STANDARDS and Section 2, "Streets" of Chapter 16.07 REQUIRED IMPROVEMENTS.
- B. **Sidewalks:** The developer shall install sidewalks within public street rights of way of a subdivision or development as a required improvement under the jurisdiction of this Title as set forth within Section 9, "Sidewalks", of this Chapter 16.06 SUBDIVISION DESIGN STANDARDS and Section 6, "Sidewalks" of Chapter 16.07 REQUIRED IMPROVEMENTS.
- C. **Trails:** The developer shall install trails within arterial or collector street rights of way fronting or within a subdivision or development as may be required by the City to provide for bicycle and pedestrian movement separated from the roadway as a required improvement under the jurisdiction of this Title as set forth within Section 10, "Trails", of this Chapter 16.06 SUBDIVISION DESIGN STANDARDS and Section 7, "Trails" of Chapter 16.07 REQUIRED IMPROVEMENTS, as needed for safety purposes and to connect the subdivision or development with the remainder of the neighborhood and community wide trail and linear greenbelt park system.

Local Complete Streets Sample Policy

The term complete street means designing, building and operating the streets to routinely accommodate safe travel by all modes and all people. A complete street serves everyone who travels, be it by driving, walking, bicycling, riding transit or other means while connecting to a larger transportation network. People of all ages and abilities are able to safely move along and across streets, regardless of how they are traveling. Complete streets are essential for access by people who cannot drive. Streets without safe access for non-motorized transportation represent a barrier for people who use wheelchairs, and for older adults and children. A complete street may look quite different on different sides of the same city, but are designed to balance safety, access and mobility for everyone using the street.

The [City/County name] recognizes the need for complete streets and will accommodate elements that create a complete street where possible. Some of the elements under consideration for inclusion on a complete street can be sidewalks, shared use paths, bike lanes, fewer travel lanes, narrower lane widths, improved street crossings, bump outs, pedestrian signals, signs, street furniture, street trees, and transit shelters, access and facilities. All designs should be context-sensitive to meet the needs of the community and surrounding area while emphasizing safe and accessible travel for all people.

Every city, state and federally funded transportation improvement and project phase should be approached as an opportunity to create safer, more accessible streets for all users. Project phases include planning, programming, design, right-of-way acquisition, construction, construction engineering, reconstruction, and operations as well as any change to transportation facilities within street rights-of-way such as capital improvements, re-channelization projects, and major maintenance.

To this end, [City/County name] will:

- Create a committee to evaluate and review the complete streets process and implementation undertaken by [City/County name], as well as review formal exception requests. Members on this committee could be representatives from the [City/County name] departments representing engineering, transportation, parks and recreation, emergency services, and planning, as well as relevant stakeholders such as AARP, DART, HIRTA, school districts, public health officials, business leaders and transportation advocates.
 - Work with the [City/County name] departments, DART, the Metropolitan Planning Organization, and other transportation supporters to identify bicycle, pedestrian, and transit planning and design opportunities appropriate to the project.
 - Review and revise related procedures, plans, regulations, design guides and other processes to align goals with the Complete Streets Policy and ensure accommodation of all users in all projects.
1. The design and development of the transportation infrastructure shall improve conditions for transit users, motorists, bicyclists, pedestrians and other users through the subsequent steps:
 - 1.1 Plan projects for the long-term. Transportation improvements are long-term investments that remain in place for many years. The design and construction of new facilities should anticipate likely future demand for transit, bicycling, and walking facilities and not preclude the provision of future improvements.
 - 1.2 Address the need for bicyclists and pedestrians to cross corridors as well as travel along them. Even where bicyclists and pedestrians may not commonly use a particular corridor that is being improved or constructed, they will likely need to be able to cross that corridor safely and conveniently. Therefore the design of intersections and interchanges shall accommodate bicyclist and pedestrians in a manner that is safe, accessible, and convenient.
 - 1.3 Design facilities to the best currently available standards and guidelines. The design of facilities for should follow design guidelines and standards that are commonly used, such as:
 - AASHTO Guide for the Development of Bicycle Facilities;

- AASHTO's A policy on Geometric Design of Highways and Streets;
 - AASHTO's Guide for the Planning, Design, and Operation of Pedestrian Facilities;
 - SUDAS: State Urban Design and Specifications Manual;
 - Federal Highway Administration's Manual on Uniform Traffic Control Devices for Streets and Highways;
 - ITE Recommended Practice Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities; and,
 - National Association of City Transportation Officials (NACTO) Urban Street Design Guide.
2. Pedestrian and bicycle ways and transit considerations shall be established in new construction and reconstruction of street and bridge projects within [City/County name] unless one or more of three conditions are met:
- 2.1 Bicyclists and pedestrians are prohibited by law from using the roadway. In this instance, a greater effort may be necessary to accommodate all users (bicyclists, motorists, transit vehicles and users, and pedestrians of all ages and abilities) elsewhere within the right of way or within the same transportation corridor.
- 2.2 The cost of establishing bikeways and walkways would be excessively disproportionate to the need or probable use or exceed budget costs (ex. resurfacing). Excessively disproportionate is defined as exceeding twenty percent of the cost of the larger transportation project. However, the twenty percent threshold is a guideline; in areas where high levels of bicycle and pedestrian traffic are anticipated, the threshold for "excessively disproportionate" could be much higher. In cases where the additional cost is considered excessively disproportionate, the project sponsor may propose an alternate design or spend twenty percent of the project cost of the larger project to improve accommodations for all users.
- 2.3 Where sparsity of population or other factors indicate an absence of future need. This is defined as streets developed as a cul-de-sac with four or fewer dwellings or if the street has severe topographic or natural resource restraints. Also an indication of absence of need is when the annual average daily traffic (AADT) is projected to be less than 500 vehicles per day over the life of this project.

Exception requests shall be reviewed by the Complete Streets Committee and granted by [City Council/Department Head]. Documentation of any granted exceptions shall be made publicly available.

3. Using performance measures to evaluate the progress of the Complete Streets Policy is a valuable and essential part of successfully implementing safer, more complete streets. The MPO is available and able to assist in identifying performance measures and providing data.

The [City/County] will publicly report on the annual increase or decrease for each performance measure compared to the previous year(s). These measures can include:

- Rate of crashes, injuries and fatalities by mode;
- Percentage of transit stops accessible via sidewalks and curb ramps;
- Number of approved and denied exceptions;
- Completion of Safe Routes to School projects;
- Total miles of on-street bicycle facilities;
- Total miles of off-street bicycle facilities;
- Bicycle and pedestrian counts; and,
- Other relevant measures.

4. The [City/County] views complete streets as integral to everyday transportation options. To this end:

- 4.1 The [relevant departments, agencies and committees] will incorporate complete streets principles into the [Comprehensive Plan, Transportation Master Plan, Bicycle and Pedestrian Plan, and other appropriate plans] and other manuals, checklists, decision trees, rules, regulations, and programs as appropriate.
- 4.2 The [Departments of Traffic and Engineering, Public Works, Planning and/or other relevant departments] will review current design standards, including subdivision regulations that apply to new roadway construction, to ensure that they reflect the best available design guidelines, and effectively implement complete streets.
- 4.3 When available, the [City/County] shall encourage staff professional development and training on non-motorized transportation issues through attending conferences, classes, webinars, and workshops.
- 4.4 [City/County] staff shall identify all current and potential future sources of funding for street improvements and recommend improvements to the project selection critiera to support complete streets projects.
- 4.5 The [City/County] shall promote project coordination among [City/County] departments and agencies with an interest in the activities that occur within the public right-of-way in order to better use fiscal resources.
- 4.6 An annual report will be made to the [City Council/County Board of Supervisors] by the [lead department or City Manager] showing progress made implementing this policy.
- 4.7 A Complete Streets Advisory Council is hereby created to serve as a resource and a collaborative partner for the [City/County] elected officials, municipal staff, and other appropriate agencies.
 - a. The Council is to be composed of [odd number] voting members appointed by the Mayor with approval by the City Council who are interested in achieving Complete Streets and who want to explore opportunities for pedestrians, bicyclists, transit riders, children, the elderly, people with disabilities, and all other transportation users. Representatives shall be from [name specific organizations and stakeholder constituencies, including transportation professionals, public health, parks, schools, groups representing older adults, people with disabilities, bicyclists, pedestrians, or transit users].
 - b. [Establish membership terms – usually two to four years, alternating term limits so that all members are not renewed on the same date.]
 - c. The duties of the Council shall include, but not be limited to, examining the needs for bicyclists, transit users, motorists, and pedestrians of all ages and abilities; conducting a baseline study of current practices and accommodations; developing appropriate inter-departmental performance measures including [reference performance measures section]; promoting programs and facilities for pedestrians, bicyclists, and transit users; and advising appropriate agencies on best practices in Complete Streets implementation.
 - d. The Council will meet quarterly, provide a yearly written report to [City Council/County Board of Supervisors] evaluating the [City/County]'s progress, and advise on implementation.

Resolution No. 15-0749

A RESOLUTION ESTABLISHING AND ADOPTING A COMPLETE STREETS POLICY FOR THE CITY OF WINDSOR HEIGHTS, IOWA

WHEREAS, “Complete Streets” refers to the practice of planning, designing, operating and maintaining roadways with all modes of transportation and all users in mind; and

WHEREAS, Complete Streets policies entail considering the mobility of freight and passengers and the safety and convenience of motorists, cyclists, pedestrians, transit riders, visitors and neighboring residents of all ages and abilities, including those requiring mobility aids, when planning, designing and improving the streets of Windsor Heights; and

WHEREAS, a Complete Streets Policy will help ensure the City approaches every transportation project as an opportunity to create a more safe accessible street for all users and includes an attempt to integrate multi-modal transportation into the design in lieu of incurring costly retrofits at a later time / date; and

WHEREAS, streets are a critical component of redevelopment and the local economy, including being vital to the success of adjoining private and neighborhood users; and

WHEREAS, one of the major initiative results from strategic planning included a goal focused on providing safe biking and walking transportation alternatives and Complete Streets policies aid in this regard; and

WHEREAS, it is recognized that there are some streets or corridors in the City which would not fully satisfy a “Complete Street” environment – where it would not be advisable to have non-motorized travel or where a total implementation of a “Complete Street” environment is not feasible; and

WHEREAS, the National Complete Streets Coalition recognizes elements of a successful Complete Streets Policy and the attached policy labeled Exhibit 1 attempts to incorporate all elements of a successful policy therein.

NOW THEREFORE, BE IT RESOLVED, by the City Council of the City of Windsor Heights State of Iowa, that we do hereby adopt the attached Complete Streets Policy labeled Exhibit 1.

Passed and Approved this 6th day of July, 2015

Diana Willits, Mayor

Attest: _____
Brett Klein, City Administrator

**City of Windsor Heights
Personnel Policy and Procedure Manual**

Title: Complete Streets Policy

Effective Date: July 6, 2015
(Revisions)

Resolution No. 15-0749

Policy Number: Reserved for Later Use

1. PURPOSE

The purpose of the Complete Streets Policy is to use an interdisciplinary approach to incorporate the needs of all Users into the design, construction, and maintenance of public and private transportation infrastructure within Windsor Heights where feasible and fiscally viable. This Complete Streets Policy establishes guiding principles and practices to assist in the creation of an equitable, balanced, and effective transportation system that encourages walking, bicycling, and transit use, to improve health, economic vitality, and reduce adverse environmental impacts, while simultaneously promoting safety for all Users of Streets.

2. EFFECTIVE DATE AND TERM

The Complete Streets Policy shall be in full force and effect from the date of its passage, adoption, and approval.

3. PRINCIPLES

Guiding principles of the Complete Street Policy are as follows:

- A. Complete Streets are designed to serve users of all ages and abilities, including: pedestrians, bicyclists, transit riders, and motorists. The overall goal of Complete Streets is to preserve, and enhance scenic, aesthetic, historical, and environmental resources while improving or maintaining safety, mobility, and infrastructure conditions.
- B. It is the intent of this Complete Streets Policy that the design and construction of all Street projects should include Complete Streets Elements as feasibility and funding allows, including, but not limited to:

- 1) Public Plans adopted by the City of Windsor Heights, which may be independent or part of the Metropolitan Planning Organization, DART, State of Iowa, and other transportation partners;
 - 2) Development-related ordinances and resolutions, including (Land development Codes and Subdivision Regulations,) among others, that are adopted or passed by the City of Windsor Heights.
- C. Complete Streets Elements should be considered within the balance of mode and context of the community, including but not limited to: environmental sensitivity; costs; budgets; demand; probable use; space and area requirements and limitations; and legal requirements and limitations. Not all Complete Streets Elements are required to make a street complete and/or feasible at all locations or times.
- D. It is the intent of the City of Windsor Heights to recognize that street projects are limited in scope by available funding resources. Fiscal responsibility should be used when considering Complete Streets Elements.
- E. It is the intent of the City of Windsor Heights to incorporate the Complete Streets principles into appropriate public strategic plans, standards, relevant ordinances, practices and policies, and appropriate subsequent updates. The Complete Streets principles, where applicable and appropriate, may also be incorporated into plans, manuals, rules, practices, policies, training, procedures, regulations, and programs.
- F. It is the goal of the City of Windsor Heights to foster a partnership with the State of Iowa, Polk County, area school districts, citizens, businesses, neighboring communities, and neighborhoods in consideration of functional facilities and accommodations in furtherance of this Complete Streets Policy and the continuation of such facilities and accommodations beyond the jurisdiction of the City of Windsor Heights.
- G. The City of Windsor Heights recognizes that Complete Streets may be achieved through elements incorporated into a single Street Project, or incrementally through a series of improvements, in order to create a network of facilities that promotes connectivity to destinations.
- H. The City of Windsor Heights will consider all appropriate possible funding sources to plan and implement the Complete Streets Policy and shall direct staff to investigate grants that may be available to make the realization of Complete Streets economically feasible.

4. APPLICABILITY

- A. The City of Windsor Heights shall make Complete Streets practices a routine part of everyday operations, shall approach transportation projects and programs as an opportunity

to improve streets and the transportation network for all users, and shall work in coordination with other departments, agencies, and jurisdictions to achieve Complete Streets, where feasibility and funding allows throughout the City.

- B. The City of Windsor Heights departments, where feasibility and funding allows, shall incorporate Complete Streets Elements into existing public streets to improve the safety and convenience of all Users and to construct and enhance the transportation network for every User. If the safety and convenience of Users can be improved within the scope of Street Maintenance, then it is the intent of the City of Windsor Heights that such projects shall also include Complete Streets Elements.
- C. The City of Windsor Heights departments shall include key Complete Streets Elements in the normal review and/or development of plans, zoning and subdivision codes, laws, procedures, rules, regulations, ordinances, guidelines, programs, templates, and design manuals, to integrate, accommodate, and balance the needs of all Users in all Street Projects.
- D. The City of Windsor Heights departments shall coordinate Complete Streets design templates with street classifications and revise them to include Complete Streets infrastructure, such as, but not limited to, bicycle lanes, sidewalks, street crossings, and planting strips. All facilities will be designed and constructed in accordance with applicable laws and regulations using best practices and guidance from the following, among others:
 - 1) American Association of State Highway and Transportation Officials (AASHTO) publications;
 - 2) The Federal Highway Administration's Manual on Uniform Traffic Control Devices for Streets and Highways;
 - 3) State Urban Design and Specifications (SUDAS) Manual;
 - 4) ITE Recommended Practice Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities;
 - 5) National Association of City Transportation Officials (NACTO) Urban Street Design Guide;
 - 6) The Americans with Disabilities Act Accessibility Guidelines (ADAAG);
 - 7) The Public Rights-of-Way Accessibility Guidelines (PROWAG).

5. IMPLEMENTATION

- A. In order to ensure Implementation of this Policy, the City of Windsor Heights will create a Complete Streets Advisory Committee, which will provide recommendations to the City Engineer and Planning, Marketing, and Development Director regarding implementation of this policy. The City Engineer and Planning, Marketing, and Development Director will then be responsible for providing formal recommendations to the Mayor and City Council for consideration.

- B. Membership on the Committee can be inter-departmental and inter-agency and will be subject to appointment by the Mayor and approval by the City Council. The Committee can include members from, but are not limited to, the following;
 - 1) The City of Windsor Heights Engineering, Administration, Planning, Parks and Recreation, and the Police and Fire Departments.
 - 2) Representatives from the bicycling, trail, disabled, youth and elderly communities, governmental entities, and other advocacy agencies and organizations, as may be relevant.

- C. Within six (6) months of the passage of this Policy, the Committee will;
 - 1) Develop its own administrative guidelines (i.e. rules of procedure, operating or governing rules, bylaws, etc.).
 - 2) Develop implementation strategies related to this Policy
 - 3) Meet as needed, but not less than quarterly.
 - 4) Provide a written report to the City Council evaluating the City's progress regarding implementation of this Policy.

6. EXCEPTIONS

Exemptions to this Policy shall only be granted when the Complete Streets Advisory Committee recommends, and the City Engineer and Planning, Marketing, and Development Director concurs, and City Council determines that any of the following are evident:

- 1) Use by non-motorized Users is prohibited by law, there is insufficient space to safely accommodate the facility, or there are relatively high safety risks.
- 2) The cost would be excessive or disproportionate to the need or probable future use over the long term.
- 3) There is an absence of current or future need.

- 4) There are topographic or natural resource constraints.
- 5) A reasonable and equivalent alternative already exists for certain Users or is programmed to exist.
- 6) A legal and/or regulatory impediment or constraint exists.

7. PERFORMANCE MEASURES

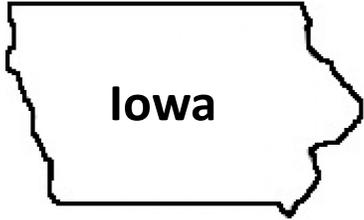
- A. The City of Windsor Heights shall develop, apply, and publicly report on walking and bicycling transportation performance measures in order to;
 - 1) Evaluate the functioning of the non-motorized transportation system.
 - 2) Ensure consistency with current industry standards.
 - 3) Identify strengths, deficiencies and potential improvements.
 - 4) Support development of new and innovative facilities and programs.
- B. Several factors shall be measured or used by the Complete Streets Advisory Committee, City Engineer, and Planning, Marketing, and Development Director to evaluate the effectiveness of this Policy on an annual basis. The measures may include, but are not limited to;
 - 1) Number of transit and non-motorized users.
 - 2) Community attitudes and perceptions surveys.
 - 3) Number of approved or denied exceptions.
 - 4) Rate of crashes, injuries and fatalities by mode.
 - 5) Total miles of on/off-street bicycle facilities.

Complete Streets

Benefits, Design Elements, Community Resources

What are *Complete Streets*?

Complete Streets refer to the practice of planning, designing, operating and maintaining roadways with all modes of transportation and all users in mind. Not only are drivers considered, but also those who walk, bike or use public transit. *Complete Streets* support pedestrians and bicyclists of all ages and abilities. Streets that are “complete” move all people conveniently and safely. Over time, a network of *Complete Streets* can be established in a community providing safe transportation options and opportunities for physical activity.



Why should Iowa communities have *Complete Streets*?

For Health:

Complete Streets provide opportunities for walking and biking which help citizens stay active and prevent chronic disease.



- Over 30% of adult Iowans are obese making them at greater risk for heart disease, stroke, type 2 diabetes, some types of cancers.¹
- Physical inactivity is linked to increased risk of chronic disease, anxiety and depression, plus bone and muscular problems. Only 48% of adult Iowans get the recommended amount of aerobic physical activity.^{2,3,4}
- The Centers for Disease Control and Prevention recommends changes to the physical environment as a strategy to prevent obesity.⁵
- States with the highest levels of bicycling and walking generally have lower levels of obesity, high blood pressure, and diabetes and have the greatest percentage of adults who meet the physical activity guidelines.⁶

COMPLETE STREETS

For Safety:

Complete Streets help reduce traffic fatalities and injuries.

- 14% of all U.S. traffic fatalities are pedestrians or bicyclists.⁶
- The Iowa Department of Transportation (2012) reported 454 pedestrian-motor vehicle and 441 bicycle-motor vehicle crashes resulting in an injury or fatality.⁷
- Slower speeds improve pedestrian safety. Eighty percent of pedestrians hit by a car traveling 40 mph will die. The fatality rate drops to 5% for pedestrians hit by a car traveling 20 mph.⁸ All road users benefit from slower speeds.⁸
- Medians, bike lanes, and wider sidewalks are effective at reducing traffic speed. One study reported that pedestrians were 28% less likely to be injured on a street with raised medians, sidewalks, and safe intersections.⁹

For the Economy:

Complete Streets are good for the economy.

- Iowa commuter and recreational cyclists save healthcare dollars plus generate direct and indirect economic benefits.¹⁰
- Safer, easily-accessible main streets can revitalize rural and urban communities.⁸
- Walkable neighborhoods, those with sidewalks, trails, even trees, can increase home values.⁸



For Equity:

Complete Streets provide travel options and improve safety for at-risk populations including children, older adults, and people with disabilities.

- Nationally, today only 16% of children walk to school compared to 48% of children in 1969.¹¹
- Among older Americans who do not drive, more than half stay home on a given day due to a lack of transportation options.⁸
- Nearly one in five Americans suffers from hearing loss, vision loss, or mobility issues.

Complete Streets elements (e.g. curb cuts, longer crossing pedestrian signals, sidewalk access to bus stops and other destinations) facilitate travel for people with disabilities.⁸



¹ Centers for Disease Control and Prevention (BRFSS 2012). www.cdc.gov

² Johns Hopkins Medicine Health Library. www.hopkinsmedicine.org

³ Centers for Disease Control and Prevention. www.cdc.gov

⁴ U.S. Physical Activity Statistics. Centers for Disease Control and Prevention. www.cdc.gov

⁵ *Recommended Community Strategies and Measurements to Prevent Obesity in the United States.* www.cdc.gov

⁶ *Bicycling and Walking in the United States: 2012 Benchmarking Report.*

www.peoplepoweredmovement.org

⁷ www.iowadot.gov

⁸ www.smartgrowthamerica.org

⁹ www.healthypartners.org

¹⁰ Economic and Health Benefits of Bicycling in Iowa.

www.peoplepoweredmovement.org

¹¹ www.saferoutesinfo.org

COMPLETE STREETS

Examples of *Complete Street* elements

Complete Streets are designed uniquely for each community. Not all *Complete Streets* within a community will have the same level of accommodation for all users. *Complete Streets* may also vary from rural to urban communities. Urban *Complete Streets* may have bike lanes, pedestrian crossing signals, median islands, and covered, easily accessible bus stops. Rural *Complete Streets* may be complete with a paved shoulder, proper signage, or an adjacent multiuse path. Some rural streets have light vehicular traffic and need no modification. Even when a street requires no additional improvements, it should be evaluated in the context of the entire community transportation system.



Polk City, IA

A main road was scheduled for re-pavement - a perfect time to add bike lanes on both sides.



Keosauqua, IA

A bicycle and pedestrian warning sign was added to a frequented street with no sidewalks.



Conrad, IA

A sidewalk en route to the high school was retrofitted with a curb cut and detectable warning.



Madrid, IA

A paved shoulder provides space for a bicyclist.



Cedar Rapids, IA

A bike sharrow is a pavement marking used to encourage sharing the road.



Sibley, IA

A bike lane was added to a main road through town.



Des Moines, IA

Ingersoll Avenue underwent a "road diet", converting four lanes to three lanes, adding bike lanes.



Des Moines, IA

Curb bump-outs shorten the distance pedestrians must cross.

How can a community “Complete” its streets?

Communities wanting to ensure that all users are considered in the construction, repair, and maintenance of a street often adopt a *Complete Streets* policy. A policy will provide consistency in transportation practices over time. *Complete Streets* policies can exist in a variety of forms and be initiated by state, county, regional, city governments or transportation agencies. The National Complete Streets Coalition identified nine Iowa communities with *Complete Streets* policies (www.smartgrowthamerica.org, Sept. 2013):

- Cascade
- Cedar Falls
- Corridor Metropolitan Planning Organization (MPO) - Cedar Rapids area
- Des Moines
- Dubuque
- Iowa City
- Johnson County Council of Governments
- Waterloo
- Bi-State Regional Transportation Commission - Quad Cities area



Several resources exist for communities in writing *Complete Streets* policies. Smart Growth America’s *Complete Streets Local Policy Workbook* helps communities decide which policy type is most appropriate and provides sample policy language. Communities may find it reassuring to know that an ideal policy allows for exceptions and design flexibility. The Iowa Department of Transportation is developing a state-wide Bicycle and Pedestrian Long-Range Plan (Fall 2014) that can be a model for local community policies.

Complete Streets Resources

Complete Streets Local Policy Workbook. Smart Growth America and National Complete Streets Coalition. www.smartgrowthamerica.org

Complete Streets Policy Analysis. Smart Growth America and National Complete Streets Coalition. www.smartgrowthamerica.org

Model Laws and Resolutions: Complete Streets. ChangeLab Solutions. www.changelabsolutions.org

Transportation and Health Toolkit. American Public Health Association. www.apha.org

Complete Streets Strategies to Increase Bicycling and Walking. Iowa Bicycle Coalition. www.iowabicyclecoalition.org

Costs for Pedestrian and Bicyclist Infrastructure Improvements: A Resource for Researchers, Engineers, Planners, and the General Public. Active Living Research. www.activelivingresearch.org

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