



**Smart Growth America**  
Improving lives by improving communities



**National Complete  
Streets Coalition**

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**Date:** September 14, 2017

**RE:** Smart Growth America's Complete Streets Workshop - Suggested Next Steps

## Overview & Need for Assistance

On June 13 and 14, 2017, Smart Growth America provided the East Central Wisconsin Regional Planning Commission (ECWRPC), as well as counties and municipalities under its jurisdiction, a technical assistance workshop to support the development of a Complete Streets Policy.

ECWRPC was one of only six localities nationwide selected to receive one of Smart Growth America's 2017 free technical assistance workshops. The program, made possible through a six-year Building Blocks for Sustainable Communities grant from the U.S. Environmental Protection Agency Office of Sustainable Communities, seeks to develop local planning solutions that help communities grow in ways that benefit families and businesses while protecting the environment and preserving a sense of place.

ECWRPC is a comprehensive planning agency encompassing eight member counties in East Central Wisconsin as well as two additional counties in its geographic area.

Member counties include:

- Calumet
- Fond du Lac
- Menominee
- Outagamie
- Shawano
- Waupaca
- Waushara



- Winnebago

The two additional counties include Green Lake and Marquette. The Menominee and Oneida Reservations as well as the Stockbridge-Munsee Tribe are also included within its jurisdiction, all or in part.

Cities under its jurisdiction include Appleton, Oshkosh, Kaukauna, Menasha, Neenah, and Fond du Lac as well as over 200 other units of local government with a population of under 20,000. Appleton, Oshkosh, and Fond du Lac have Metropolitan Planning Organizations (MPO). Thus, the region includes a mix of urban, suburban, and rural areas. The State of Wisconsin has a Complete Streets policy on the books, but it is no longer the priority it was at one time.

ECWRPC passed the *Appleton (Fox Cities) Transportation Management Area and Oshkosh Metropolitan Planning Organization Bicycle and Pedestrian Plan* in 2014. The plan spans three counties (Calumet, Outagamie, and Winnebago) and over 30 municipalities and aims to increase regional connectivity by bicycle and walking. The bicycle and pedestrian steering committee for the plan directed ECWRPC to create a Complete Streets policy for the region, which would then create an impetus for policies at the MPO and local government levels.

In SGA's conversations with ECWRPC, we learned that many jurisdictions are primed for Complete Streets. Many communities have bicycle and pedestrian plans in place. There has been a Regional Safe Routes to School program since 2009, the only regional program in Wisconsin, and many trails exist in the region.

Smart Growth America selected ECWRPC for the workshop because of the potential to adopt and implement Complete Streets policies throughout the region. There is a palpable desire by many in the region to more formally incorporate pedestrian and bicycle infrastructure into roadway projects.

This policy would then serve as a model for local jurisdictions – municipalities and counties – to create their own policies. ECWRPC would help facilitate the information exchange to and education of local communities, recognizing that many projects do not end at the edge of a single jurisdiction. ECWRPC's goal from this technical assistance is to create this Complete Streets policy for the region, as well as one for each of the three MPOs within the region, and a framework for counties and municipalities to create their own local policies. It will ultimately be the responsibility of municipalities to develop and pass Complete Streets policies, with assistance and guidance from ECWRPC. They hope



to provide mini-workshops beginning in early 2018 that help to educate localities in the region.

The regional Complete Streets policy would also ensure that pedestrian and bicycle facilities are included in roadway projects, contributing to the success of the *Appleton (Fox Cities) Transportation Management Area and Oshkosh Metropolitan Planning Organization Bicycle and Pedestrian Plan*.

At the same time, the region remains largely auto-oriented and there are concerns about loss of parking. Many transit riders are dependent on that mode of transportation. Some members of the public express concern that new trails and sidewalks located next to their property will bring different people to their neighborhoods and negatively impact their property values. Yet these individuals are often the first to use the new infrastructure. Regional connectivity is also a concern. Despite these barriers, the public and elected officials are generally supportive of Complete Streets but need to fully understand its economic and other benefits.

ECWRPC's application for the program noted that only 1% of the roadways in the Appleton and Oshkosh MPOs have Complete Streets facilities and there are currently only two adopted Complete Streets policies within the entire region. The Town of Grand Chute passed a policy in 2013<sup>1</sup> and the City of Appleton adopted their policy in 2016<sup>2</sup>.

## Workshop Summary

On June 13<sup>th</sup> and 14<sup>th</sup>, 2017, Chris Zimmerman, Vice President for Economic Development at Smart Growth America, and Emiko Atherton, Director of the National Complete Streets Coalition, visited the region to deliver a workshop held at the University of Wisconsin Oshkosh.

Key transportation and planning staff, elected officials, public health and safety officials, parks and recreation staff, and community advocates all attended the workshop. For a full list of attendees of the workshop, please see Appendix B.

The SGA team and ECWRPC staff together made a decision to increase the invite-only workshop to 1.5 days and to forego the public presentation that often accompanies an

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<sup>1</sup> [http://www.grandchute.net/i/f/files/Community%20Development/comprehensive\\_plan/Complete%20Streets%20Policy.pdf](http://www.grandchute.net/i/f/files/Community%20Development/comprehensive_plan/Complete%20Streets%20Policy.pdf)

<sup>2</sup> <https://cityofappleton.legistar.com/LegislationDetail.aspx?ID=2761286&GUID=42944145-1B90-4521-B7C5-62F997A27471>



SGA technical assistance workshop. The geographic size of the region presented a barrier to sufficient public attendance.

On the first day, in addition to introductory presentations, the SGA team led a visioning exercise for their communities. Participants sat at tables primarily organized by municipality. SGA noticed the great energy and engagement in the room. Those present felt open to talk – it was clear that the region’s implementers for Complete Streets were in the room.

On the second day, attendees again broke into groups and brainstormed idea elements for their community. While rain prevented a planned walking tour around the University of Wisconsin Oshkosh campus from happening, the SGA led a mini design exercise in its place.

#### **Key issues addressed during the workshop**

- An overview of smart growth development policies
- Changes in development patterns of cities over the past century
- Demographic changes (Millennials and Baby Boomers) and their effects on current and future patterns of development
- An introduction to Complete Streets challenging workshop participants to rethink their notions about the role of streets and who they serve
- A review of Complete Streets benefits including safety, health, economic, mobility, and transportation choices
- Types of Complete Streets to demonstrate that one size doesn’t fit all
- Ways to pass a Complete Streets policy, elements of good ones and why to pass one
- Return on investment (ROI) for Complete Streets to counter funding concerns
- Need to think of Complete Streets as a necessity just like sewer and water utilities as it will help increase economic revitalization and opportunity

Group discussions and brainstorming sessions challenged workshop participants to think about the benefits of Complete Streets and their vision for their community. Attendees participated in an exercise where they walked through considerations of the Complete Streets policy that would be right for their community and how it would address their community’s needs.

The following is a summary of the discussions, organized by geographic location:



### **Calumet County**

This primarily rural county has some areas of fast growth and some of moderate growth. The county's population grew by more than 20% between 2000 and 2010. Neighborhoods, schools and trails are important but major highways run through communities.

Complete Streets offer an opportunity to design for users of all ages and abilities. They felt that a toolbox for engineers and for all users within the plan is important.

### **Outagamie County**

The Outagamie County group would like to increase connectivity where it counts to provide citizens with access to opportunity such as health care and economic generators. Quality is preferable to quantity and it is important to do it well when the county has the opportunity. As with other groups, these participants noted the quality of life and accessibility benefits of Complete Streets. They desire a community where all citizens feel safe and welcome.

### ***Town of Grand Chute / Town of Greenville***

This group discussed the need for connectivity, particularly as adjoining communities, to make the transportation network cohesive. They want to identify locations that are good for sidewalks and associate them with transit. Their vision is to be better connected.

These two jurisdictions have comprehensive plan updates on a similar timeline and working together on roadway projects is a good idea. They will share information so local boards are involved to make decisions. As reconstruction occurs, they can implement to make buy in from local elected officials easier.

Reserving right of way for these amenities as development occurs also makes sense.

### **Winnebago County**

This group noted the benefit of Complete Streets policies in helping to connect communities. They felt that the county's bicycle and pedestrian plan which passed in February 2017 will be a good start towards implementation. Their vision is to start with implementing the recommendations within the plan and then work towards the adoption of a Complete Streets policy in about 5 years.



### ***City of Oshkosh***

The City of Oshkosh has several key assets including an extensive waterfront, a river walk, and a trail. However, from an equity perspective, those considering Oshkosh recognized that it is not easy for everyone in the community to get there. The transportation network is not all connected.

The economic benefits of Complete Streets, they noted, are important to sell to local leaders to achieve buy in. Safety and health are also important to community members and tie back to the economic benefits.

Reasons for implementing Complete Streets also include equity and safety. Safety is particularly for children, anyone not in a car – and even those in cars.

The members of this group encourage the City to be proactive with implementing Complete Streets. All street projects in Oshkosh should incorporate Complete Streets guidelines to increase safety, connect the transportation network, and make navigation easier, all while creating a culture of community and connectedness.

Discussion focused on the case study of Jackson Street (Highway 45) corridor from the Oshkosh Police Station north to Murdock Avenue. The group identified safety concerns including lots of through traffic (including trucks) in a residential area. There are well over 150 homes in the area and the land use is gradually changing from single family homes to multifamily housing. This is increasing traffic. The road design itself – a wide roadway – encourages fast speeds and erratic driver behavior.

A recent reconstruction project narrowed the buffer between the roadway and the sidewalk. When trucks pass, their mirrors extend almost into the sidewalk right of way. The sidewalks receive heavy usage by bicyclists, pedestrians, and persons with disabilities.

A Complete Streets policy could be a first step to overcoming these issues by encouraging a better design that discourages high speeds and dangerous driver behavior. A road diet could be helpful in this corridor.

### ***City of Omro***

The City of Omro is located on the Fox River. It has several parks and green areas. Residential areas are located between schools on the north and south sides of the city. State Highway 21, a high volume pass through, goes through town as Main Street as does Highway 116.



The group envisioned making State Highway 21 one way westbound through downtown and the next block (East Huron Street) one way going east. This would give additional room on Main Street, where there are many older and established businesses, to slow traffic by narrowing traffic lanes and adding bicycle lanes. Currently, motorists generally pass through town along State Highway 21 without stopping. Sidewalk separation would help increase safety and comfort for pedestrians. Another pedestrian bridge across the Fox River would help encourage walking.

### **Cities of Waupaca and Shawano**

These are two small cities in the region. Nevertheless, Complete Streets could still benefit them through parallel streets that slow traffic through the towns while encouraging bicycling and walking. They feel that the cost is worth it.

### **Red Shoes (fictitious community intended to represent a municipality in the region)**

This group identified the following benefits to implementing Complete Streets:

- Talent acquisition
- Inclusivity
- Environmental responsibility
- Health
- Quality of life
- Accessibility
- Transportation choices
- Increase in consumer buy in
- Personal property protection

They suggested that a policy include a uniform management / sustainability plan.

The group then asked what the next steps will be after the policy is passed by this locality. Their vision for this made up place is a community where everyone feels safe, included, and welcome. This municipality will create a complete transportation network that encourages the above benefits. In short, a Complete Streets policy is more than just words – it is the vision for what we want our community to be and the actions they need to take.

### **WisDOT / Consultant perspective**

A group of WisDOT employees and consultants identified the following benefits of Complete Streets:



- Transportation choices including active options
- Safety
- Health
- Improved quality of life
- Economic benefits
- Sustainability

The group noted that about 1/3 of people don't drive for various reasons (age, disability, cost, personal choice, etc.). Safety is a particularly compelling reason and is helpful to get the community as a whole on board.

As part of their Complete Streets vision, this group thought that before and after performance measures will help gauge the success of projects. They feel that Complete Streets help projects be proactive rather than reactive (i.e. a highway widening project reacting to traffic conditions). Complete Streets should be a part of any roadway project from the beginning, not as an afterthought.

## SGA Team Observations

During the tour and workshop, the SGA team made the following observations and takeaways about the East Central Wisconsin region:

- The region is clearly interested in livability. Bicycling is seen primarily as a form of recreation. As noted above, there are trails in place to facilitate this. However, it is not thought of as a form of transportation by most residents due to the distance between cities in the region.
- There are also some land use challenges resulting from a suburban development pattern. While there are numerous examples of traditional town centers with "good bones", destinations are spread out and there is too much empty space between them.
- On the tour, the SGA team viewed a road diet located adjacent to a commercial district. While this could increase safety and walkability in the immediate vicinity, the site lacked pedestrian and bicycle connections to other destinations. It wasn't clear to the team who would walk or bike in the area. This highlights the need to think about Complete Streets project holistically as part of a larger connected transportation network with access to many different destinations.





The above example highlights that a fully implemented Complete Streets policy is really about land use as a whole, not only streetscape and right-of-way. Providing complete destination access will involve seamless transit connections as much as bicycle and pedestrian facilities. There is a need to marry sound urban design techniques with a Complete Streets strategy for the roadway right-of-way.

## Elements of an Ideal Complete Streets Policy

According to the National Complete Streets Coalition, an ideal Complete Streets policy should:

- Include a vision for how and why the community wants to complete the street
- Specify that the term “all users” includes pedestrians, bicyclists and transit passengers of all ages and abilities, as well as trucks, buses and automobiles
- Apply 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
- Encourage street connectivity and aims to create a comprehensive, integrated, connected network for all modes
- Be adoptable by all agencies to cover all roads
- Direct the use of the latest and best design criteria and guidelines while recognizing the need for flexibility in balancing user needs
- Direct that Complete Streets solutions will complement the context of the community
- Establish performance standards with measurable outcomes
- Include specific next steps for implementation of the policy

Taking a Complete Streets policy from paper into practice is not easy, but providing some momentum with specific implementation steps can help. Some policies establish a task force or commission to work toward policy implementation.

There are four key steps for successful implementation:

1. Restructure procedures to accommodate all users on every project;
2. Develop new design policies and guides;
3. Offer workshops, pop up demonstration projects, and other educational opportunities to transportation professionals, community leaders, and residents; and,
4. Institute better ways to measure performance and collect data on how well the streets are serving all users. Each of these steps requires agencies to think in new



ways and, in order to do so they must include a wider range of stakeholders in decision-making.

We will discuss the above in more detail below.

## Next Steps

The remainder of this memo covers the following:

- Recommendations for moving forward to adopt a Complete Streets policy at the regional planning commission level as well as coordinating policy adoption by the MPOs and by local units of government
- Recommendations to include in the Complete Streets policies passed within the region
- Recommendations to implement Complete Streets within the ECWRPC's jurisdictions, including coordination between local governments to construct projects of mutual benefit

## Recommendations

### Move towards adopting a region-wide Complete Streets policy as a model for the MPOs and localities

Building off of the energy and ideas of from the Complete Streets Policy Development workshop, Smart Growth America recommends the ECWRPC develop and adopt a model region-wide Complete Streets policy as a critical first step.

SGA recognizes that ECWRPC doesn't construct roadway projects on its own. However, the combination of ECWRPC's own policy plus SGA's regional workshop should also serve as a springboard for a framework that provides the three MPOs as well as local jurisdictions with the support and resources needed to adopt their own policies.

To accomplish this, ECWRPC should:

1. Create a timeline for the adoption of a Complete Streets policy within three to six months. The timeline should consider:
  - Who needs to be involved in the development of the plan?
    - Smart Growth America recommends that ECWRPC include the following people in the initial draft of the plan:
      - Eric Fowle, Executive Director
      - Kim Biedermann, Associate Planner, ECWRPC



- Melissa Kraemer-Badtke, Principal Planner
- Other ECWRPC staff
- ECWRPC Commissioners and relevant committee members
- County staff, bicycle and pedestrian advisory committees, elected officials, and local school districts
- Health partners, as identified by ECWRPC
- A brainstorming meeting with identified partners from the list above can help determine what the policy will look like before drafting it
- Smart Growth America recommends that ECWRPC work to bring seniors and people with disabilities together with the Wisconsin Department of Transportation (WisDOT), to work on accessibility issues. This might occur through the specialized transportation coordination plans that ECWRPC must do later this year and next year.
  - It is recommended that a meeting and tour with WisDOT be set up to demonstrate the accessibility issues some citizens face on a regular basis when interacting with state highways.
  - This is a fantastic opportunity to affect change not only at a local level but also at a state policy level.
- When to release a draft of the plan to the public.
  - The timing of this release is critical to project success.
  - The public should see a draft version and they will want to be part of this process. Smart Growth America recommends that the draft plan be released for public review at least a few weeks prior to adoption. This may occur in conjunction with the public open houses recommended below and it should be available online to allow public access at any time (including by those unable to attend a public meeting).
- What type of feedback it will ask from the region and what it will do with the feedback.
  - To create community buy-in, Smart Growth America recommends sharing a draft of the plan with the public and asking for their buy-in. However, ECWRPC must be clear on exactly what type of feedback they are looking for (high level – such as does this fit your vision for the region – or more details-oriented, such as



what do you think of this sentence) and how ECWRPC will use the feedback. This will create transparency and manage expectations for residents.

- Smart Growth America recommends encouraging ECWRPC to ensure that the public is engaged throughout the process. For example, the agency should consider the following best practices:
  - Hosting open houses within the community, otherwise known as meeting people when and where they are at. For example, ECWRPC could reach out to local religious institutions or have meetings on weekends, which may be easier for some residents to attend.
  - Provide an opportunity to review and comment on the proposed Complete Streets plan online via the agency's website or via social media.

2. Determine the type of plan(s) to adopt

- Complete Streets policy will change and add value to ECWRPC's decision-making process. The agency should identify the type of policy that would be most effective in sparking change, while being realistic about the type of policy that can be passed and implemented successfully. Many communities begin with a simple resolution that then leads to a more complex internal policy. Smart Growth America recommends that within three months, the ECWRPC planning staff draft a Complete Streets policy for review by the standing committees and the commission as a whole. The ECWRPC should adopt this policy within six months.
- Also ECWRPC should carefully consider how to implement the Complete Streets policies once adopted.

3. Plan a community/press event

- ECWRPC should celebrate the success of the adoption of a Complete Streets policy with a public event. This will help educate the public and media about Complete Streets, as well as allow the city and the community to celebrate the passage of the policy.

### Draft and adopt the region's Complete Streets policy

ECWRPC's policy should include the following elements in line with best practices presented at the workshop and discussed in the National Complete Streets Coalition's Complete Streets Local Policy Workbook (see Appendix A):



**ECWRPC should include a vision for how and why the region wants to complete its streets.**

Attendees of the workshop expressed a strong vision for the region that will inspire both the residents and government agencies to create transportation networks for all users of all abilities. Based on the feedback from the workshop, as well as best practices from the National Complete Streets Coalition, ECWRPC’s vision should address and support:

- Inclusivity of all users
- Flexibility
- Context sensitivity
- Balancing the needs of the urban, suburban, and rural lifestyles of the region
- Creating a good quality of life
- Sustainability
- Safety
- Connecting destinations
- Greater public accessibility to data
- Addressing private and existing infrastructure
- The need for regional cooperation, recognizing that the transportation network does not end at the edge of a jurisdiction

**Specifies that ‘all users of all abilities’ will include pedestrians, bicyclists and transit passengers of all ages and abilities, as well as trucks, buses, and automobiles.**

A true Complete Streets policy must apply to everyone traveling along the road. However, the strongest Complete Streets policies identify, and sometimes, prioritize the users it wants to include in its transportation network. This allows transportation plans and decisions to think specifically about what users to include in the planning, development, and implementation process, as well as provides guidance when trade-offs are needed.

ECWRPC’s policy should specifically call out the following users:

- Commuters
- School children, buses, parents and staff
- Emergency services
- Seniors
- People living with disabilities
- Utility and maintenance vehicles
- Cyclists
- Motorcycles



- Strollers
- Cars
- Pedestrians
- Transit users and the transit dependent

**Applies to both new and retrofit projects, including design, planning, maintenance, and operations, for the entire right of way.**

To truly realize Complete Streets, ECWRPC's policy should apply to both new and retrofit projects. This allows the region to take advantage of every opportunity to improve the transportation network.

**Makes any exceptions specific and sets a clear procedure that requires high-level approval of exceptions.**

A Complete Streets policy should include a clear exceptions process that requires the governing body to approve any and all exceptions. However, too many exceptions could lead to loopholes. As an agency, ECWRPC may not have the power to enforce an exceptions process within its regional policy. However, when adopting Complete Streets policies at the MPO level, an exceptions process should be incorporated – and strongly recommended to jurisdictions adopting policies at the local level. Refer to the National Complete Streets Coalition's *Complete Streets Local Policy Workbook* (see Appendix A) for best practices regarding exceptions.

**Encourages street connectivity and aims to create a comprehensive, integrated, connected network for all modes.**

ECWRPC's Complete Streets policy should result in the creation of a complete transportation network for all modes of travel. A network approach helps to balance the needs of all users. Instead of trying to make each street perfect for every traveler, ECWRPC can create an interwoven network that emphasizes different modes and provides quality accessibility for everyone.

**Is adoptable by all agencies to cover all roads.**

Creating Complete Streets networks is difficult because many agencies control our streets. To address this, ECWRPC should identify and determine within the policy plan which agencies and departments the agency can partner with to implement Complete Streets. Based on the discussion in the workshop and Smart Growth America's observations, ECWRPC's policy should recognize the following agencies' roles in Complete Streets:

- Wisconsin Department of Transportation
- Wisconsin Department of Health and Human Services



- Utilities providers, such as We Energies
- The MPOs, counties and municipalities under its jurisdiction
- Local schools and universities
- Emergency response services
- The commission and its standing committees

In addition, ECWRPC's Complete Streets policy should apply to all public and private developments, to the extent possible. Within the MPOs, each community should be held responsible to the same standard in the planning, design, and construction of projects for STP-Urban Projects.

**Directs the use of the latest and best design criteria and guidelines while recognizing the need for flexibility in balancing user needs.**

ECWRPC should review its design policies within each of the MPOs and develop recommended design policies to ensure their ability to accommodate all modes of travel, while still providing flexibility to allow designers to tailor the project to unique circumstances. Relevant design policies that ECWRPC may refer to include:

- American Association of State Highway and Transportation Officials' (AASHTO) Policy on Geometric Design of Highways and Streets "Green Book,"
- Manual on Uniform Traffic Control Devices (MUTCD) (including the Wisconsin MUTCD), and
- WisDOT standards.

In addition, Smart Growth America recommends that ECWRPC consider including the guidelines and standards offered by:

- National Association of City Transportation Officials (NACTO)
- Federal Highway Administration (FHWA)
- Institute of Transportation Engineers (ITE)
- Americans with Disabilities Act (ADA)
- Public Right-of-Way Accessibility Guidelines (PROWAG)
- American Society of Landscape Architects (ASLA)

ECWRPC should also recognize that addressing the needs of all users requires a flexible, innovative, and balanced approach. For example, it is helpful to incorporate visually appealing designs, such as public art, within transportation projects.



**Directs that Complete Streets solutions will complement the context of the community.**

An effective Complete Streets policy must be sensitive to the surrounding community, its current and planned buildings, as well as its current and expected transportation needs. Given the range of policy types and their varying ability to address this issue, ECWRPC's policy, at a minimum, should mention context sensitivity in making decisions.

**Establishes performance standards with measurable outcomes.**

The traditional performance measure for transportation planning has been vehicular Level of Service (LOS) – a measure of automobile congestion. Complete Streets planning requires taking a broader look at how the system is serving all users. ECWRPC can measure success through a number of metrics, such as:

- Miles of on-street bicycle routes and lanes created
- New linear feet of pedestrian accommodations
- Changes in the number of people using public transportation, bicycling, or walking (mode shift);
- Number of new street trees;
- Number of bikes (on roads? Purchased? Licensed?)
- Pedestrian and bicyclist volumes
- Transit ridership
- Change in the number of car crashes year over year
- Change in Vehicle Miles Traveled
- Retail sales in walkable areas
- Vacancies
- Sale price
- Property value
- The number of ADA compliant businesses
- Shift in mode share
- Public opinion
- Building permits

The region could also choose to create or adopt a new multi-modal Level of Service (LOS) standard that better measures the quality of travel experience.

ECWRPC should identify which measures can be implemented in the short- and long-term and assign responsibility and a timeline for implementation. The following considerations can help guide regional conversations:





- What does the region collect now for performance measures, if anything?
- Which department/process/plan would implement the measures? In what ways (i.e., for Complete Streets projects, system-wide, etc.)? At which phase(s) of implementation?

**Includes specific next steps for implementation of the policy.**

A formal commitment to the Complete Streets approach is only the beginning. The National Complete Streets Coalition has identified key steps to implementation:

1. **Restructure or revise related procedures, plans, regulations, and other processes to accommodate all users on every project.** This could include incorporating Complete Streets checklists or other tools into decision-making processes.
2. **Develop new design policies and guides or revise existing to reflect the current state of best practices in transportation design.** Communities may also elect to adopt national or state-level recognized design guidance.
3. **Offer workshops and other training opportunities to transportation staff, community leaders, and the general public so that everyone understands the importance of the Complete Streets vision.** Training could focus on Complete Streets design and implementation, community engagement, and/or equity.
4. **Create a committee to oversee implementation.** This is a critical accountability measure, ensuring the policy becomes practice. The committee should include both external and internal stakeholders as well as representatives from advocacy groups, underinvested communities, and vulnerable populations such as people of color, older adults, children, low-income communities, non-native English speakers, those who do not own or cannot access a car, and those living with disabilities.
5. **Create a community engagement plan that considers equity by targeting advocacy organizations and underrepresented communities that could include non-native English speakers, people with disabilities, etc. depending on the local context.** This requires the use of outreach strategies such as holding public meetings at easily accessible times and places, collecting input at community gathering spaces, and hosting and attending community meetings and events. The best community engagement plans don't require people to alter their daily



routines to participate. Outreach strategies should make use of natural gathering spaces such as clinics, schools, parks, and community centers.

Smart Growth America notes that ECWRPC is already beginning to think about incorporating some of these steps within the region.

### Other considerations

#### **Addressing cost issues**

East Central Wisconsin residents have expressed concerns about the cost of Complete Streets projects. The region can achieve projects that conform with Complete Streets principles by further integrating this approach into how it prioritizes projects, uses existing funds and identifying opportunities as part of other roadwork (e.g., routine maintenance such as resurfacing, utility upgrades, etc.).

Specifically, ECWRPC can advance Complete Streets implementation by encouraging jurisdictions to take advantage of upcoming resurfacing projects or other ongoing efforts. An annual and multi-year Complete Streets Improvements Plan would identify a mix of “low-hanging fruit” projects like sidewalk gap in-fills, resurfacing projects, neighborhood or city-wide wayfinding and major bond-backed projects. The following questions can help guide the identification process:

- Which agency or entity would lead the development of the Complete Streets Improvements Plan?
- How does this plan relate to other plans or processes, such as the capital improvement process?
- Have these improvements been identified as part of other planning efforts, such as small area plans or economic development strategies?

Another way to jumpstart implementation in a cost-effective way is to institute a culture of innovation, where small pop up or demonstration projects are implemented to improve the public right-of-way and can be deployed quickly and economically—outside a general capital improvements program. Changes with paint, bollards, and planters can be moved or removed easily if the intended goals aren’t achieved.

### Adoption

Following the process outlined above, move the Complete Streets policy through the normal approval channels for ECWRPC.



### Work with the three MPOs in the region (Appleton, Oshkosh, and Fond du Lac) to pass their own Complete Streets policies

With ECWRPC's region-wide policy on the books, the agency can then move towards MPO-level policies for the Appleton (Fox Cities) Area MPO (Appleton TMA) and the Oshkosh and Fond du Lac MPOs. ECWRPC serves as the MPO designated governing body for the Appleton TMA and Oshkosh MPO and staffs the Fond du Lac MPO.

While the stakeholders will be different at the MPO level, SGA recommends following the framework outlined above to draft, adopt, and implement these three policies.

It is obvious that a different set of stakeholders will be involved in the drafting of each of these three Complete Streets policies. ECWRPC staff focusing on MPO-level work will clearly take the lead on these policies, as will the decision-making committees of those entities. In addition, the counties and jurisdictions covered by these MPOs may be more directly involved.

### Work with localities (counties, cities, and towns) in the region to pass and implement their own Complete Streets policies

Once policies are in place at the regional and MPO levels, the next step will be to create Complete Streets policies at the local level. The SGA team suggests that ECWRPC take the following approach, consistent with its application for this technical assistance:

- **Develop Resource page:** Create a Complete Streets resource page on the ECWRPC website, tailored to the needs of the region. Highlight successes on this page. SGA notes that the workshop presentations are already available on the agency's website. This is a good place from which to build this resource.
- **Host Regional Workshop:** Hold a regional workshop open to all communities that presents the framework described above for drafting a policy. ECWRPC holds "mini conferences" several times per year and, as staff suggested, Complete Streets would be an ideal topic. Include background on Complete Streets and a review of the elements of an ideal policy. This workshop would also be a good place to highlight the success of Grand Chute and Appleton in passing policies of their own in recent years, as well as the process that these jurisdictions followed to make this happen.
- **Complete Streets Technical Assistance Projects:** From the workshop, seek 2-5 enthusiastic jurisdictions (perhaps through a competitive application process, if



needed) to receive technical assistance and support from ECWRPC based on the agency's (and MPOs') experience to date with Complete Streets. Guide these localities through the drafting and adoption process as well as into the implementation phase for Complete Streets. In the spirit of regional cooperation, these communities would be expected to share their challenges and successes with other regional municipalities just coming on board to Complete Streets.

Each community should identify the type of policy that would be most effective in sparking change, while being realistic about the type of policy that can be passed and implemented successfully. Many communities begin with a simple resolution that then leads to a more complex internal policy.

- A Mayoral Resolution will allow the mayor to lead the initiative on Complete Streets and leverage their leadership to highlight the importance of Complete Streets with the public and the media.
- A Council-adopted ordinance will codify the policy into law.
- **Create a Demonstration Project:** Create one (or more) multijurisdictional project in the region as a pilot that fully incorporates Complete Streets principles as described in the workshop and in this memo. This project will serve as a catalyst for the creation of additional projects as funding allows.

## Funding

Although ECWRPC can and should implement Complete Street without additional financial resources, other sources of funding include:

- Federal funding, such as TIGER grants or STP Urban funding
- State funding, including the Transportation Alternatives Program (TAP) and any remaining Safe Routes to School funds
- Special levies and taxes, including the creation of Tax Increment Financing (TIF), Business Improvement and Public Improvement Districts. Leveraging the use of New Market Tax Credits, Historic Tax Credits and TIFIA funding for other downtown development projects in co-operation with the private sector can be a plus.



## Appendix A: Complete Streets Resources

The following is a list of Complete Streets resources providing information from the fundamentals to advanced implementation. Click on any of the links to go to the resource.

### **Fundamentals**

Communities just getting started with Complete Streets will find these materials most useful. They present a comprehensive overview of the benefits and basics of the Complete Streets planning and design approach. The resources listed in this section can be found at the link below or by clicking on the titles below.

<https://smartgrowthamerica.org/program/national-complete-streets-coalition/policy-development/>

- [Introduction to Complete Streets](#). A comprehensive PowerPoint presentation on why we need Complete Streets, available to download for use and adaptation in your community.
- [Presentation and Fact Sheets: Benefits of Complete Streets](#). A free PowerPoint provides an overview of the research-backed benefits of safe, multi-modal street planning and design. The Coalition's series of research-based fact sheets explores the many benefits of Complete Streets for various groups of users and outcomes.

Topics include: Health; Safety; Economic Revitalization; Children; People with Disabilities; Older Adults; Public Transportation; Climate Change; Gas Prices; Lower Transportation Costs; Livable Communities; Equity.

- [Other Resources](#). A variety of Complete Streets handouts, downloadable presentations, articles and reports

### **Changing Policy**

After a community has agreed to the concept of Complete Streets, the next step is to develop a formal policy. The Coalition provides many resources to illuminate best



practices, share actual policy documents from across the country, and help communities develop the best, most appropriate policies for their needs.

- [Complete Streets Local Policy Workbook](#). A comprehensive workbook for communities to follow when writing their own Complete Streets policies. For use by city and county agencies, the guide is based in national existing policy and best practices and encourages a thoughtful, inclusive process for developing locally appropriate policy language.
- [Complete Streets in the States: A Guide to Legislative Action](#). AARP and the National Complete Streets Coalition developed a toolkit to use in a state-level Complete Streets effort. This report includes model legislation and a discussion of the various elements of an ideal law, a roadmap for legislative action, and analysis of existing state Complete Streets laws.
- [Presentation: Complete Streets: Changing Policy](#). Use this PowerPoint presentation and its comprehensive presenter's notes to lead a discussion of Complete Streets policy development in your town. The presentation covers the reasons to adopt a policy and details on the ten elements of a Complete Streets policy.
- [Complete Streets Policy Atlas](#). The Coalition compiles information on all policies adopted to date in our Policy Atlas. The Atlas includes an interactive map of all regional and local policies, and downloadable lists of known Complete Streets policies, across all jurisdictions and at the state level.
- [Best Complete Streets Policies reports](#). The Coalition also reviews all the policies adopted each year and assesses how well they fulfill the ten elements of an ideal Complete Streets policy. The annual Best Complete Streets Policies report highlights exemplary policy language and provides leaders at all levels of government with ideas for how to create strong Complete Streets policies.
- [Ten Elements of a Complete Streets Policy](#). This is a helpful document for others reviewing your draft policy.

### **Implementation**

Once a Complete Streets policy is in place, the day-to-day decisions a transportation agency and community leaders make in funding, planning, design, maintenance, and operations should be aligned to the goals of that adopted policy document. The



Coalition helps communities implement their policies by collecting and sharing best practices and examples.

- [Taking Action on Complete Streets](#). This guide describes five types of activities identified by the Coalition that are needed to reorient a transportation agency's work to fully and consistently consider the safety of all users:
  - Planning for Implementation;
  - Changing Procedure and Process;
  - Reviewing and Updating Design Guidance;
  - Offering Training and Educational Opportunities; and,
  - Measuring Performance.
- Resources, activities, and best practices from communities across the country are [available here](#).
- [Answering the Costs Question](#). A handbook and slide presentation that helps transportation professionals, advocates, and decision-makers make the case that implementing Complete Streets won't break the bank.
- [Do Complete Streets cost more than incomplete streets?](#)  
Shapard, J. and Cole, M. (2013). "Do complete streets cost more than incomplete streets?" Proceedings, Transportation Research Board Annual Meeting, 2013. Paper 13-4283.
- [Implementation Resources](#). The Coalition's series of research-based fact sheets on specific elements of Complete Streets implementation is available for download.

Topics include: *Costs of Complete Streets; Change Travel Patterns; Ease Traffic Woes; Complete and Green Streets; Networks of Complete Streets; Rural Areas and Small Towns.*

#### ***Funding priority systems and programs***

- [Project solicitation & evaluation: Scoring criteria](#). Mid-America Regional Council (Kansas City, MO region).
- [New Jersey Complete Streets program](#), with links to Local Assistance program
- [Atlanta Regional Commission Livable Centers Initiative](#). See case study in *The Innovative DOT*.



### ***Street design and typology examples***

- [Implementing Complete Streets: Major and Collector Street Plan](#). Nashville, TN.
- [Urban Street Design Guidelines](#). Charlotte, NC.
- [Right-of-Way Improvements Manual](#). Seattle, WA.

### ***Road diets***

- Federal Highway Administration. (2010). [“Evaluation of Lane Reduction ‘Road Diet’ Measures on Crashes” \[Summary report\]](#). Publication Number FHWA-HRT-10-053.
- Federal Highway Administration. (n.d.). [“Proven Safety Countermeasures: ‘Road Diet.’”](#) Publication Number FHWA-SA-12-013.
- Pedestrian and Bicycle Information Center. (2013). [“Road Diet Conversions: A Synthesis of Safety Research.”](#) Reported prepared for the Federal Highway Administration DTFH61-11-H-00024.

### ***Other general implementation resources***

- [Complete Streets in the Southeast—A Toolkit](#), from the National Complete Streets Coalition and AARP, features best practices in policy development and implementation from the Southeast United States. It also includes customizable outreach tools, such as letters to the editor and op-eds.
- [Completing Our Streets: The Transition to Safe and Inclusive Transportation Networks](#). Barbara McCann's book on the Complete Streets implementation process told through the stories of practitioners.

### **Blogs and Newsletters**

For ongoing news and links to useful resources from across the web, read the [National Complete Streets Coalition blog](#) and sign up for the Coalition’s monthly e-newsletter. The newsletter includes updates on federal, state, and local complete streets policies, other news from the campaign and across the country, and a summary of resources that you can use. Current and past issues and a sign-up form are [available here](#).





**Smart Growth America**  
Improving lives by improving communities



















National Complete  
Streets Coalition

## Appendix B: Workshop Attendees


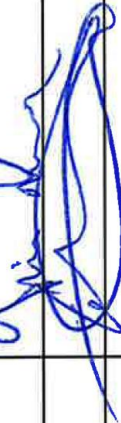
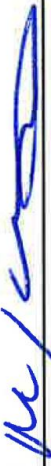


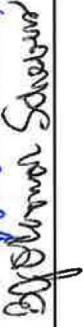



The sign-in sheets from each day of the workshop are included on the next pages.

6/13/2017: By signing below, you consent to be photographed, filmed, and/or otherwise recorded. Photos and videos may be posted on the agencies' websites, social media posts, and/or in other articles/publications regarding this workshop or about East Central Wisconsin Regional Planning Commission and/or Smart Growth America. Should you have any concerns regarding photos and/or videos taken during this event, please contact Kim Biedermann at 920.751.4770 x 6833 or kbiedermann@ecwrpc.org.









Last	First	Organization	Signature
Erdmann	Jerry	Shawano County	
Erickson	Kolin	East Central WI Regional Planning Commission	
Farrell	Martin	Fond du Lac County Board	
Foss	John	Outagamie County Board	
Foster	Mitch	Village of Winneconne	
Fowle	Eric	East Central WI Regional Planning Commission	
Geiger	Andy	City of Brillion	
Gierach	Justin	City of Oshkosh	
Gosz	Lori	City of Brillion	
Halada	Matt	WisDOT - NE Region	
Hansen	Roger	City of Waupaca	
Heifner	Janis	Appleton Bicycle Pedestrian Advisory Committee	
Hopfensperger	Kari	Shawano County	
Johnson	Dave	Outagamie County	
Kraemer Badtke	Melissa	East Central WI Regional Planning Commission	
Krumenauer	Benjamin	Town of Algoma	
Ljung	Mia	Outagamie County, Development & Land Services	
Marquardt	<del>Tom</del> Karen	Town of Grand Chute	
Mattox	Shirley Brabender	Historic Jackson Drive Neighborhood Oshkosh Landmarks	

Mattox











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Martin	Joe	City of Appleton	
Maxwell	Greg	City of Oshkosh	
Merkes	Don	City of Menasha	
Merten	James	City of Neenah	
Michaelson	Jill	WisDOT	
Miller	Ed	UW Oshkosh	
Moesch	Dave	East Central WI Regional Planning Commission	
Mommaerts	Mark	Village of Harrison	
Musson	Nick	East Central WI Regional Planning Commission	
Naudziunas	Alexa	City of Oshkosh	
Norton	Mike	Winnebago County Board/Parks Committee	
O'Connor-Schevers	BJ	Outagamie County Supervisor	
Olson	Kenn	Winnebago County Board	
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Racine	Dana	Future Omro	
Raith	Walt	East Central WI Regional Planning Commission	
Redlin	Vicky	Winnebago County Parks	
Saxby	Jeff	SEH	

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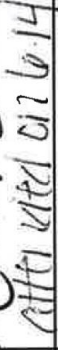
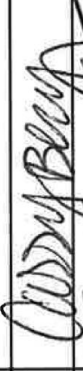












Last	First	Organization	Signature
Schiller	Dean	Town of Greenville	
Steingraber	Dean	Outagamie County Highway Department	
Tebo	Dave	Town of Greenville	
Thunes	Kathy	East Central WI Regional Planning Commission	
Tracy	Ashley	East Central WI Regional Planning Commission	
Veleker	Henry	City of Waupaca	
Wagner	Deb	Calumet County Public Health	
Wandschneider	Chloe	Historic Jackson Drive Neighborhood Association	
Wandschneider	Ross	Historic Jackson Drive Neighborhood Association	
Williams	Elizabeth	City of Oshkosh	
Wright	Sarah	United Way Fox Cities / Weight of the Fox Valley	

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Arendt Vandenheuvel	Julie	Village of Hortonville	
Bachaus	Michelle	Wisconsin Bicycle Federation	
Baron	Tom	East Central WI Regional Planning Commission	
Behnke	Bonnie	Miravida Living	
Berg	Cassy	Outagamie County Public Health	
Berrens	Justin	City of Waupaca	
Betker	Ryan	OMNNI Associates	
Biedermann	Kim	East Central WI Regional Planning Commission	
Brown	Thad	City of Menasha	
Burich	Darryn	City of Oshkosh	
Canfield	Amy	AECOM	
Charron	Lisa	UW-Madison, PHI, OPI	
Clark	Lauron	East Central WI Regional Planning Commission	
DeBruin	Tyler	East Central WI Regional Planning Commission	
Dieck	Loren	Outagamie County Parks	
Dieringer	Emily	Winnebago County	
Dvorachek	Keir	City of Appleton	
Eggebrecht	Kurt	Appleton Health Department	



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Geiger	Andy	City of Brillion	<i>[Signature]</i>
Gierach	Justin	City of Oshkosh	<i>[Signature]</i>
Gosz	Lori	City of Brillion	<i>[Signature]</i>
Halada	Matt	WisDOT - NE Region	<i>Matt Halada</i>
Hansen	Roger	City of Waupaca	<i>[Signature]</i>
Heifner	Janis	Appleton Bicycle Pedestrian Advisory Committee	<i>[Signature]</i>
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Johnson	Dave	Outagamie County	<i>Dave Johnson</i>
Kraemer Battke	Melissa	East Central WI Regional Planning Commission	<i>attended 6.14</i>
Krumenauer	Benjamin	Town of Algoma	<i>BEN</i>
Ljung	Mia	Outagamie County, Development & Land Services	<i>[Signature]</i>
Marquardt	Tom	Town of Grand Chute	<i>Karen M. [Signature]</i>

*Stirley*

*Mattox*







*attended 6.14*

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