

Memo



To: Oshtemo Charter Township Board

From: Marc Elliott, P.E., Director of Public Works
Jamie Baker, Public Works Technical Specialist
Julie Johnston, AICP, Director of Planning

Date: August 10, 2018

Subject: Discussion on Complete Streets Policy Amendments

OBJECTIVE

Inform the Board of a draft Complete Streets Policy created by the Non-Motorized Study Group of the *Go! Green Oshtemo* initiative. These policy revisions are being developed to establish a policy mechanism to assist the Board in deciding where, when and how sidewalks and bike paths will be built within the Township.

In presenting this draft, members can be better prepared for the Board's August 28 Working Session, wherein the Board will further consider potential sidewalk projects presented to the Board and at several neighborhood outreach meetings. The Work Session proceeds a September 11th regular Board meeting wherein members will be asked to decide the extent, if any, to engage additional engineering design services needed to include sidewalks within the Board's sanitary sewer extension projects. This will allow about 3 months to complete the full engineering design of these improvements, with bidding scheduled for years end.

The above bidding schedule (with USDA Financing) is driving forward the strategic need to consider concurrent sidewalk extensions. Since the neighborhood sanitary sewer work will include street reconstruction, the extent of work to "complete" the streets concurrent with the sewer project needs to be determined by September 11th.

As the draft Complete Streets policy matures through Board discussions, staff will provide updates to work towards finalizing a proposed Complete Streets Policy. Should time allow, the Board may be able to adopt a formal policy amendment in advance of the September 11th design-schedule date for the sewer project.

BACKGROUND

Oshtemo Township currently has a Complete Streets Policy Resolution (Attachment 1) that states the Township will consider Complete Streets improvements as a routine part of infrastructure planning, working with our neighbors and transportation partners to achieve Complete Streets. However, the resolution does not explain how the Complete Streets will actually be accomplished. Therefore, a more detailed Complete Streets Policy is needed.

DISCUSSION

Other communities in Michigan have created detailed Complete Streets Policies, which can be used as templates for Oshtemo. The various policies have the same general structure, the specifics varying depending on the communities' available resources, type of community (rural vs. urban), and commitment to Complete Streets. For the draft Oshtemo Complete Streets Policy, staff borrowed heavily from the Portage, MI policy and modified it to meet our needs. The draft policy is Attachment 2.

The major sections of the policy include:

1. Definition of Complete Streets
2. Benefits of Complete Streets
3. Applicability – each street will be treated on a case-by-case basis. We do not want to impose a one-size fits all approach.
4. Examples of types of Complete Streets design considerations to be considered
5. Context Sensitive Street Design – consistent with #3 above, we will try to select the Complete Streets design elements to match the immediate area and the overall character of the Township.
6. Establishes a goal to improve the overall transportation network including transitions from one type of transportation to another.
7. Defines where sidewalks and bike paths will be considered
8. Exceptions to when Complete Streets design elements will not be completed with other infrastructure improvements
9. Commitment to work with our transportation partners
10. Design guidelines to be used
11. Implementation process

The draft Complete Streets Policy was reviewed by the Capital Improvements Committee on July 24, 2018, which recommended sending the policy to the Township Board for consideration.

The draft Complete Streets Policy was also reviewed by the GO! Green Oshtemo Non-Motorized Study Group on August 8, 2018, which provided many useful insights and recommended changes.

ATTACHMENTS

1. Oshtemo Complete Streets Policy Resolution
2. Draft Oshtemo Complete Streets Policy (including Future Land Use Map)

CHARTER TOWNSHIP OF OSHTEMO
KALAMAZOO COUNTY, MICHIGAN

COMPLETE STREETS POLICY RESOLUTION

December 9, 2014

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

WHEREAS, "Complete Streets" are achieved when transportation agencies routinely plan, design, construct, reconstruct, operate, and maintain the transportation network to improve travel conditions for bicyclists, pedestrians, transit, and freight in a manner consistent with, and supportive of, the surrounding community; and

WHEREAS, development of pedestrian, bicycle, and transit infrastructure offers long-term cost savings and opportunities to create safe and convenient non-motorized travel; and

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

WHEREAS, increasing active transportation (e.g., walking, bicycling, and public transportation) offers the potential for improved public health, economic development, a cleaner environment, reduced transportation costs, enhanced community connections, social equity, and more livable communities; and

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

WHEREAS, the State of Michigan has adopted complete streets legislation with the passing of Public Acts 134 and 135 of 2010 that require the Michigan Department of Transportation to consider all users in transportation related projects and work with locals, townships, cities, and villages to including planning for Complete Streets in their transportation programming; and

WHEREAS, PA 135 stipulates that before a city, village, or township approves any project that affects a roadway or transportation facility under the jurisdiction of another agency, it shall consult with that agency and agree on how to address the respective complete streets policies before approving a non-motorized project affecting a transportation facility whether it is under the jurisdiction of the Michigan Department of Transportation (MDOT), or under the jurisdiction of the county or another municipality; and

WHEREAS, PA 135 further stipulates that before MDOT submits its multiyear capital plan to the state transportation commission or a county road agency approves its multi-year capital plan, for any project that affects a roadway or transportation facility within or under the jurisdiction of a city, village, or township, the MDOT or county road agency shall consult with the affected city, village, or township and agree on how to address the respective complete streets; and

WHEREAS, the Oshtemo Charter Township's Master Plan was last updated in 2012 and addresses multiple forms of transportation including roads, mass transportation, and non-motorized transportation; and

WHEREAS, in 2012, the Township adopted a Non-Motorized Facilities Plan providing a vision and strategy for development and implementation of the community's goals for non-motorized facilities; and

WHEREAS, both the Kalamazoo Area Transportation Study (KATS) and MDOT have adopted Complete Streets Policies that incorporate consideration of these principles into broader transportation planning and funding decisions; and

WHEREAS, the Township seeks to provide a high quality of life for its residents consistent with the vision presented in the Master Plan as well an environment conducive to business development and will continue to communicate and coordinate with its road agencies and local and regional transportation partners to develop a more complete transportation system in concert with this and other similar policies.

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

BE IT FURTHER RESOLVED, that the Charter Township of Oshtemo will consider Complete Street principles in future long-range planning documents, such as the Master Plan, Zoning Ordinance, Non-Motorized Plan, Recreation Plan, and on-going zoning activities such as site plan review; and

BE IT FURTHER RESOLVED, that the Charter Township of Oshtemo will work closely with its local, regional, and State transportation partners in the planning, designing, construction, operation, and maintenance of the transportation network in the Township to achieve compliance with this Policy.

A motion was made by Dusty Farmer, seconded by Lee Larson, to adopt the foregoing Resolution.

Upon a roll call vote, the following voted "Aye":

Elizabeth Heiny-Cogswell, Deborah Everett, Nancy Culp, Dusty Farmer, Lee Larson, Nancy Carr and Grant Taylor

The following voted "Nay": None

The following "Abstained": None

The Supervisor declared that the Resolution has been adopted.

Deborah L. Everett

DEBORAH L. EVERETT, Clerk
Oshtemo Charter Township

CERTIFICATE

I hereby certify that the foregoing constitutes a true and complete copy of an Excerpt of the Minutes of a meeting of the Oshtemo Charter Township Board, held on December 9, 2014, at which meeting all members were present and voted upon the same as indicated in said Minutes; that said meeting was held in accordance with the Open Meetings Act of the State of Michigan.

Deborah L. Everett

DEBORAH L. EVERETT, Township Clerk

OSHTEMO TOWNSHIP COMPLETE STREETS POLICY

I. THE COMPLETE STREETS INTENT

Oshtemo Township, through this Complete Streets Policy and the adopted Master Plan, recognizes that planning the Township transportation system involves more than just moving vehicles efficiently and safely. A transportation system needs to meet the needs of all types of users – motorists, pedestrians (including those with disabilities), bicyclists, transit vehicles and users, freight haulers, emergency responders, and citizens of all ages and abilities. Additionally, the Vision Zero traffic safety project establishes a goal of eliminating traffic deaths and severe injuries by improving the design of the transportation system.

For many years, Oshtemo Township has planned and implemented a multi-modal transportation system to safely and efficiently move both motorists and non-motorists throughout the community. Furthermore, the design of the multi-modal system has also considered the context of the adjacent land uses. Comprehensive planning, design, and construction efforts that consider all users as part of a transportation system will continue as public and private developments and capital improvements are implemented.

II. BENEFITS OF A COMPLETE STREETS TRANSPORTATION SYSTEM

Continuing to provide and invest in a Complete Streets system is a priority for residents, businesses and Township leaders, and includes many benefits, such as:

- Provides multi-modal transportation connections between homes, schools, parks, public transportation, offices, and retail destinations.
- Enhances safe walking and bicycling options for school-age children, consistent with the national Safe Routes to Schools program
- Encourages economic growth, positively impacting property values.
- Improves pedestrian and cyclist safety by reducing potential crashes between motorized and non- motorized users.
- Encourages walking and bicycling that improves health and fitness.
- Provides driving alternatives positively impacting the environment, conserves fuel, and saves money.

III. APPLICABILITY OF THE COMPLETE STREETS POLICY

Oshtemo Township will consider every transportation improvement and private development project as an opportunity to evaluate the level of Complete Streets elements within the general project area and connectivity to adjacent areas with the intent to improve safety and accessibility for all users. This Complete Streets Policy will be used with all planning, design, funding, and approval involving any street construction, reconstruction, resurface, major repair or alteration, or right-of-way acquisition project. This policy is also applicable to the installation, replacement, or reconstruction of underground utilities located within a public street right-of-way; however, water and sanitary sewer funds cannot be used as a Complete Streets funding source.

A determination as to whether or not a specific street is a Complete Street, or how many design elements are appropriate will be determined on a case-by-case basis by the Township Board.

IV. DESIGNING A MULTI-MODAL SYSTEM TO MEET THE NEEDS OF ALL USERS

Oshtemo Township will seek to enhance the safety, access, convenience, and comfort for all users of all ages and abilities through the design, operation, and maintenance of the transportation network. The goal is to continue to expand an interconnected network of facilities accommodating each mode of travel consistent with the goals identified in the adopted Master Plan and other related planning documents. Furthermore, this policy recognizes that all streets are not the same: Streets vary by type and intensity of adjacent land uses, number of travel lanes, posted speed limits, traffic volumes, available right-of-way, and other characteristics such as topography, soil types, and proximity of trees. As a result, the necessity for certain non-motorized transportation facilities will need to be carefully evaluated such that the cost of the non-motorized facility is balanced with the demand and availability of right-of-way.

Transportation improvements will include facilities and other amenities that are recognized as contributing to Complete Streets, which may include, but not necessarily limited to, one or more of the following:

1. Sidewalks (new construction, gap construction, repair or replacement, Americans with Disabilities Act (ADA) improvements).
2. Pedestrian refuge islands or crosswalk improvements.
3. Traffic calming measures, where appropriate.
4. Street and/or sidewalk lighting.
5. Multi-use trails.
6. Accessibility improvements consistent with the ADA.
7. Improved pedestrian access and amenities (e.g. bus shelters) to transit stops and/or installation of bus turnouts.
8. Bicycle accommodations including designated bike lanes, widened travel lanes, and bike storage facilities.
9. Connecting sidewalks along a public street to internal private development sidewalks.
10. Interconnected and/or shared off-street parking lots and other access management techniques to reduce driveways and subsequent points of conflict between vehicles and pedestrians/bicyclists.

V. CONTEXT SENSITIVE STREET DESIGN

Historically, streets were designed to meet expected traffic volumes at a selected speed. Streets or intersections were widened to meet vehicular needs provided right-of-way was available. That traditional approach has been changed in response to best practices in street design, which recognize that many factors along a particular street influence the speed of traffic, crashes, and how a street can be in harmony, or in conflict, with its surroundings.

Street width, presence of on-street parking and sidewalks, block length, building setbacks, design speed, pavement markings and signs, street trees, and even boulevard landscaping, and street furniture all contribute to how the street functions. Driver perceptions can affect vehicle speed and care used in driving. These elements can also affect how people view a corridor and their impression of Oshtemo in general. A street designed in tandem with its surroundings can foster an inviting place to live, work and visit.

Oshtemo Township will continue to rely on a wide range of concepts to help ensure the transportation system operates safely and efficiently, but also in context with the immediate area and overall character of the Township.

VI. IMPROVE NETWORK CONNECTIVITY

Improving the connectivity between the current network of sidewalks, bike lanes, multi-use trails, paths, public transit routes, and roadways is important to ensure the continued success of complete streets concepts in Oshtemo Township. A well-connected network will encourage citizens to fully utilize all available forms of transportation that will provide safe access for all users, promote healthy living, increase the capacity and efficiency of the roadway network, and reduce negative environmental impacts. It is also important that a well-connected network include safe and convenient transitions from one mode of transportation to another, from one jurisdiction to another and from one type of infrastructure improvement to another. This can be accomplished by including ADA-compliant improvements, appropriate signage/pavement markings, refuge islands, sidewalk connections to bus stops, among others.

VII. NON-MOTORIZED COMPLETE STREET ELEMENTS

The Non-Motorized Facilities section of the Oshtemo Township Master Plan provides specific recommendations concerning the provision of the following non-motorized Complete Street elements:

1. Using the Future Land Use Map from the Master Plan, in areas identified as Rural Residential and Neighborhood Commercial, a widened-shoulder bikeway on major thoroughfares will be built to accommodate bicycle travel.
2. Sidewalks (that are ADA-compliant) will be built on local and major streets as follows:
 - a. Due to high traffic volume spanning the Rural Residential and more developed portions of the Township, sidewalks or bike paths will be built along portions of M-43 and Stadium Drive consistent with the Oshtemo Township Non-Motorized Facilities Plan.
 - b. Using the Future Land Use Map from the Master Plan, all areas not identified as Rural Residential or Neighborhood Commercial, 6-foot sidewalks or 10-foot bike paths are planned on all major thoroughfares, defined as Average Daily Traffic greater than 1,000 vehicles per day.
 - c. Five-foot sidewalks are provided on both sides of all streets within new residential neighborhoods.
 - d. Sidewalks within existing residential neighborhoods are inconsistent throughout the community. In such areas, the following criteria should be considered:
 - i. Existing neighborhoods without sidewalks decide whether they want sidewalks based on majority petition. All properties get one vote. Majority is defined as greater than 50% of the properties. The residents of the neighborhood will initiate the petition and, if successful, present the petition to the Township Board for approval. Upon Township Board approval, the streets of the neighborhood will be added to the list of streets to receive sidewalks and the sidewalks will be built according to the Appendix A prioritization policy;
 - ii. Fill gaps in the existing sidewalk system as redevelopment and infill development occurs;
 - iii. Concurrent with capital improvement projects, construction of sidewalks and/or other appropriate safety improvements along primary pedestrian routes to schools, parks, or other activity destinations should be prioritized. A majority of properties can counter-petition the proposed sidewalks. The Township Board will consider the counter-petition per the applicable State of Michigan statutes regarding petitions.

3. For completeness, off-road bike paths will be built per the Non-Motorized Facilities Plan.

VIII. EXCEPTIONS

Exceptions to this policy may be appropriate when one or more of the following conditions exists:

1. An affected roadway prohibits, by law, specified users (such as an interstate freeways or pedestrian malls), in which case a greater effort shall be made to accommodate those specified users elsewhere.
2. An alternative route, such as a multi-use trail in the immediate vicinity provides an option for non-motorized transportation.
3. A wide shared-shoulder bikeway designed to accommodate both bicycle and pedestrian use is available in the street right-of-way.
4. There is insufficient right-of-way to accommodate a Complete Street element.
5. The activities, such as spot repair or crack seal, are ordinary maintenance activities designed to keep assets in serviceable condition, which meet MDOT's ADA upgrade exceptions.
6. Capital preventive maintenance projects where the roadwork is not substantial enough to recognize costs savings by including the non-motorized element. Examples of preventive maintenance projects include thin overlays (less than 1.5-inch), micro-seals, chip seals, or slurry seals.
7. The type of project does not have a substantial impact on the roadway, such as signal upgrades, addition of turning lanes and utility installations signal interconnect projects, which do not remove existing non-motorized or transit facilities.
8. Safety projects which are funded only for specific safety features identified by crash patterns, due to the funding parameters of the program.
9. The adopted Future Use Plan, or other present and/or anticipated market conditions that can be documented, indicate an absence of existing or future need (e.g. sparse population), for a Complete Street element or elements.
10. An element of this policy will have an adverse impact on existing environmental resources such as wetlands, floodplains, creeks, or historic structures, or the presence of an environmental resource will add significant cost to an element of this policy.

Exceptions to this policy involving private (re)development projects requiring plan review approval or recommendation to Township Board by the Planning Commission shall only be granted or recommended when the Planning Commission, after recommendation from the Township Planning Staff, determines one or more of the above applicable provisions exist, is consistent with applicable sections of the Zoning Code concerning Planning Commission review/approval authority and is consistent with the goals, objectives and recommendations of the Master Plan.

IX. INTERGOVERNMENTAL COOPERATION

Oshtemo Township will cooperate with adjacent communities, the Kalamazoo Area Transportation Study, and Kalamazoo County to ensure the principles and practices of complete streets concepts are consistent in appropriate planning documents and implanted along the mutually shared corporate boundaries. Oshtemo Township, together with its adjacent neighbors, Kalamazoo Area Transportation Study and Kalamazoo County, will cooperate to make sure the transportation network as it transitions from one community to the next is seamless in accordance with local and regional road, transit, bicycle,

and pedestrian plans and design criteria.

X. DESIGN GUIDELINES

Oshtemo Township will consider design guidelines promulgated in the documents listed below or as may be required by the funding source. Sources for design guidelines include, but are not limited to:

1. American Association for State Highway and Transportation Officials: A Policy on Geometric Design of Highways and Streets, 6th Edition, or latest edition.
2. American Association for State Highway and Transportation Officials: Guide for the Planning, Design, Operation of Pedestrian Facilities – July 2004 edition or latest edition.
3. American Association for State Highway and Transportation Officials: Development of Bicycle Facilities – Fourth Edition or latest edition.
4. Institute of Transportation Engineers: Designing Walkable Urban Thoroughfares: A Context Sensitive Approach – 2010 edition or latest edition.

In conjunction with the references noted above, the Township will also consider the impact on a street and any proposed improvements will have on surrounding land uses pursuant to Section V.

XI. IMPLEMENTATION

Oshtemo Township will take the following actions to implement this Complete Streets policy:

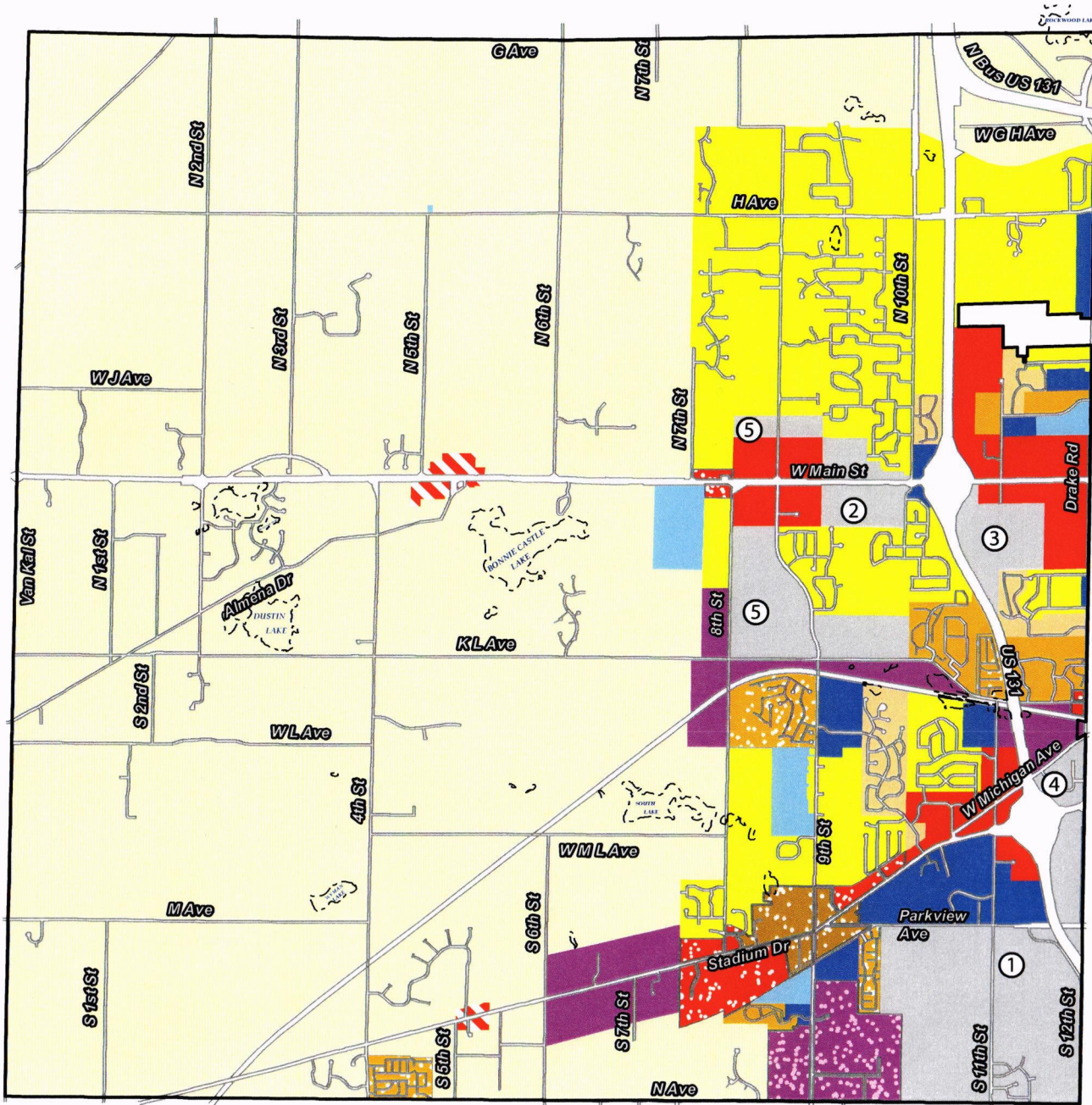
1. The Township will pay for construction, maintenance, and reconstruction of all sidewalks in the road right-of-way that are not part of a new development (residential or commercial) from general revenue funds (Placeholder until Township Board decides funding mechanism for sidewalks. Will be revised to reflect Township Board decision).
2. The Public Works Department, with assistance from the Planning Department, will lead the implementation of this policy and coordinate with other departments and outside organizations.
3. The Township will maintain a comprehensive inventory of the pedestrian and bicycling infrastructure within the Township's GIS mapping system. This information can be used by various departments to identify and prioritize projects in accordance with this policy, Master Plan, and other related planning documents.
4. Through the private development project plan review process, installation of Complete Street elements will be incorporated during the construction phase of the private development project when appropriate.
5. Each year, the Township will evaluate applicable transportation-related projects for safety improvements in accordance with this Complete Streets Policy.
6. Each year, the Oshtemo Maintenance Department will perform an assessment of all sidewalk and bike path assets to determine physical condition and areas requiring maintenance or reconstruction. The Maintenance Department will be responsible for addressing identified minor safety issues (i.e., large cracks and elevation changes of 2" or more). The Public Works Department will be responsible for inspecting new sidewalk construction and reconstruction of existing sidewalks.
7. When appropriate, the Township will review existing plans and policies related to transportation planning/improvements to ensure consistency with this Complete Streets policy.
8. The Township will develop educational materials intended to inform elected officials, staff, and

interested citizens regarding the content of Complete Streets principles and best practices for implementing this policy.

9. The Township will coordinate transportation improvement projects involving complete street elements with outside agencies to promote the most responsible and efficient use of financial resources for activities within the public right-of-way.
10. The Township will continue to seek public and private sources of funding to implement the elements of this Complete Streets policy. The Township will also continue to coordinate transportation-related projects, including complete streets infrastructure planning and funding, through the Kalamazoo Area Transportation Study through implementation of the Metropolitan Transportation plan and Transportation Improvement Program.
11. The Township will create a prioritization scoring system to determine which roads have the greatest need for sidewalks when funding is available. When created, the prioritization scoring system will be attached to this Complete Streets policy as Appendix A.
12. The Township will create and maintain an ADA transition plan to identify areas in the existing sidewalk network and access routes to government buildings that are not ADA-compliant, and create a plan to correct the deficiencies.

DRAFT

Map 18
Oshtemo Township Future Land Use Map
2017 Update



- Water Body
- Classifications:**
- Rural Residential
 - Low Density Residential
 - Medium Density Residential
 - High Density Residential
 - Manufactured Residential
 - Village Core
 - Transitional Office
 - Neighborhood Commercial
 - Local Commercial
 - General Commercial
 - Research Office
 - General Industrial
 - Public/Government
 - Sub-Areas:

- ① Genesee Prairie
- ② West Main Street
- ③ Maple Hill Drive South
- ④ Century Highfield
- ⑤ 9th Street

