



Complete Streets Policy Brief

September 2012



Introduction

The provision of multiple transportation options is an important part of the federal policies that determine regional and local transportation funding decisions. The Americans with Disabilities Act of 1990 (ADA), the Transportation Equity Act for the 21st Century of 1998 (TEA-21) and the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users of 2005 (SAFETEA-LU) together establish a federal mandate for metropolitan planning processes to consider and enhance accommodations for people with disabilities, pedestrians, and bicyclists on public roadways.¹



The Complete Streets movement is helping to leverage federal policies into a transformation in how local and state agencies plan and construct transportation facilities across America. The Illinois Department of Transportation also adopted a Complete Streets policy in accordance with the Illinois Public Act 095-0665 (Illinois Complete Streets Law). These federal and state policies helped redistribute state and local transportation priorities and investments towards non-motorized transportation infrastructure, but an overarching policy framework to address a connected, comprehensive transportation system is needed for the Champaign-Urbana Urbanized Area. The Complete Streets policy outlined in this document will help members of the Champaign-Urbana Metropolitan Planning Organization (MPO) formulate local priorities for complete streets and consider their connection to federal and state policies.

Complete Streets are avenues, boulevards, roads and drives with room for every traveler to safely and conveniently reach their destinations. These types of streets are not simply for automobile use, but provide people across a range of abilities, ages, incomes, and ethnicities a choice to walk, cycle, use public transit or use other modes of travel. Complete Streets are planned and constructed for pedestrians, cyclists, motorists, transit riders and disabled persons of various confidence levels, abilities, ages, incomes and ethnicities to ensure transportation is safe, convenient and equitable for all people in the community.

Why Complete Streets?

Complete Streets enhance the transportation experience by providing people choices for how they will travel to work, school, and other common destinations. A comprehensive Complete Streets policy has many benefits for a community that build on the individual, non-motorized transportation policies of the federal government. The consideration of all transportation modes during the planning and

¹ U.S. DOT FHWA. Bicycle Transportation and Pedestrian Walkways: Legislative and Policy History. Bicycle & Pedestrian Program. Web. 19 July 2012.
<http://www.fhwa.dot.gov/environment/bicycle_pedestrian/legislation/history_legpol.cfm>.

construction of roads through this type of policy is a step towards making the Champaign-Urbana Urbanized Area more economically, environmentally and socially sustainable.

Complete Streets Enhance Livability for Residents



Livability is about safer, more reliable, and healthier transportation choices and lower costs of living for residents.² These types of streets improve safety by reducing crashes through improvements for non-motorized forms of transportation. Complete Streets enrich the lives of all community members, especially children, the elderly and people with disabilities who are unable to drive, but can walk, bike, or travel on roads and sidewalks with the appropriate infrastructure.³ Multi-modal roadways will also save residents money as walking and cycling are less expensive

than motorized transportation due to lower cost of startup, maintenance, licensing, and fuel. Traffic will decrease on roadways as more people begin to use these inexpensive, safe and active forms of transportation. This will enhance the capacity of the transportation network, improve regional air quality, and boost conditions for outdoor recreation and travel for residents. Complete Streets also provide vital connections for pedestrians, cyclists, and people with disabilities to regional systems of greenways and trails to further enhance the quality and depth of their mobility through non-motorized travel.

Complete Streets Support and Stimulate the Economy



Complete Streets strengthen comprehensive transportation systems by providing every type of traveler access to destinations like grocery stores, restaurants and other important commercial areas. This increased access encourages economic growth and stability by giving people a choice in how and where they commute to and from their destinations. Moreover, the choice to use alternatives to automobile transportation when gasoline prices are unstable can lower the cost of living for residents and allow people to use

² Partnership for Sustainable Communities. About Us: Livability Principles. Web. 19 July 2012. <<http://www.sustainablecommunities.gov/aboutUs.html#2>>.

³ National Complete Streets Coalition. Complete Streets Fact Sheets. Web. 19 July 2012. <<http://www.completestreets.org/complete-streets-fundamentals/factsheets/#benefits>>.

their discretionary income for purposes other than transportation. Integrating alternative, active transportation infrastructure into the initial design of roadways can also save governments money for expensive retrofits or costly maintenance down the road. In this way, community members and governments will have extra income to invest in the local and regional economy.

Complete Streets Are a Watershed for the Environment



The use of transit, bicycle and pedestrian transportation modes generate low to no greenhouse gas emissions, which can improve air and water quality in a region. The increased use of these forms of transportation decreases greenhouse gas emissions from the transportation sector and helps mitigate the impacts of nonpoint source pollution and climate change. As environmental quality improves over time, wildlife habitats like air, water, soil and trees will also recover. Complete Streets policies can include provisions for green streets with natural elements

included, like tree-lined streets or vegetated medians to help reduce stormwater runoff and increase green space in a city. These Complete Street elements enhance green infrastructure and the local quality of life for people in the community.

Complete Streets and the Champaign-Urbana Urbanized Area Transportation Study (CUUATS)

A Complete Streets policy for the Champaign-Urbana Urbanized Area Transportation Study (CUUATS) is a sure route towards meeting federal and state mandates to plan for and construct roadways for pedestrians, cyclists and people with disabilities. The local Complete Streets Policy will also allow CUUATS to establish the reasons for complete streets in the local context, assure collaboration on complete streets principles in the CUUATS area, and explore how these roadways will comply with federal and state mandates.

The design for complete streets is not universal, since the nature of transportation infrastructure is dependent on the local context. Complete Streets policies already exist in the Cities of Champaign⁴ and Urbana,⁵ for the University District, and for the Illinois Department of Transportation, but CUUATS

⁴ City of Champaign. Champaign Tomorrow – Comprehensive Plan. Web. 19 July 2012.

<<http://ci.champaign.il.us/departments/planning/champaign-tomorrow-comprehensive-plan/>>.

⁵ City of Urbana, Dept. of Com. Dev. Svcs, Planning Div. Memorandum, Nov. 3, 2011. Web. 19 July 2012.

<http://urbanaillinois.us/sites/default/files/attachments/ordinance-2011-11-118.pdf>

has yet to craft its own Complete Streets policy. For this purpose, the National Complete Streets Coalition recommends the following elements be included in any Complete Streets policy:

- Set a vision for how and why the community wants complete streets.
- Specify what is meant by “all users,” i.e. pedestrians, bicyclists, and transit users of all ages and abilities, as well motor vehicle drivers.
- Encourage street connectivity and aim to create a comprehensive, integrated, connected network for all modes.
- Make policy adoptable by all relevant agencies to cover all roads.
- Specify which projects this policy applies to such as design, planning, maintenance, and operations.
- Make any exceptions specific and clear with high-level of approval necessary.
- Direct the use of the latest and best design standards while recognizing the need for flexibility in balancing user needs.
- Make complete streets complement the context of the community.
- Establish performance standards with measurable outcomes.
- Include specific next steps for implementing the policy.

In the process of creating a Complete Streets Policy, the following data may be useful:

- Pedestrian and bicycle crash data (SCIL)
- Pedestrian and bicycle commuter trip data (ACS) and local counts
- The number or percentage of children and adolescents walking or bicycling to school (SRTS)
- Rates of obesity and percent of population that is overweight (IDPH)
- Population projections and estimates (CCRPC; City and Village Master Plans)
- Air pollution data (IEPA)
- Economic and income data; auto ownership as percentage of income (Census, ACS, BLS - Consumer Expenditure Surveys)
- Public input data on alternative transportation needs/demand (GT Plan and LRTP public input)

Connection to Current and Future Planning Efforts

A CUUATS Complete Streets policy will provide a bridge to connect the various research, planning, design, and construction activities undertaken by the MPO. The Long Range Transportation Plan, Safe Routes to School Plans, CATS Plans, Corridor Studies, and the Greenways and Trails Plan are a few of the planning efforts that will benefit from the clarity and purpose provided by an official CUUATS Complete Streets Policy in regards to transit and non-motorized transportation. This policy will enhance the collaborative process of deciding how to implement alternative and active transportation in the Champaign-Urbana Urbanized Area.



 CUUATS



COMPLETE STREETS POLICY



WHEREAS, the Champaign-Urbana Urbanized Area Transportation Study (CUUATS) addresses transportation problems within a defined study area; and

WHEREAS, the CUUATS adopted mission is “to coordinate metropolitan transportation planning with the Illinois Department of Transportation, Champaign County, the Cities of Champaign and Urbana, Village of Savoy, University of Illinois, the Champaign-Urbana Mass Transit District, and the general public, and to coordinate the use of federal transportation funds within the Champaign-Urbana-Savoy-Bondville urbanized area”; and

WHEREAS, the CUUATS *Long Range Transportation Plan: Choices 2035* adopted the following goals:

- ❖ **Goal 1:** Non-single occupancy vehicle travel will be a principal consideration of the transportation planning process to make the urbanized area more sustainable, efficient, and provide a higher quality of life for residents.
- ❖ **Goal 2:** Compact development and mixed-use forms should be principal considerations for new development and redevelopment in the urbanized area to create a more walkable, sustainable, and efficient development pattern.
- ❖ **Goal 3:** Transportation modes and facilities in the urbanized area will be safe for all users.
- ❖ **Goal 4:** The urbanized area transportation system will be secure from human and natural hazards.
- ❖ **Goal 5:** All transportation system users will have convenient, multi-modal access to all parts of the urbanized area and will travel with increased mobility during peak traffic hours.
- ❖ **Goal 6:** To provide facilities for non-auto modes of transportation in order to improve mobility and decrease the number of vehicles on our roadways.
- ❖ **Goal 7:** Utilize a sustainable approach to transportation planning and engineering which promotes environmental stewardship and energy conservation.
- ❖ **Goal 8:** Provide a user-friendly, integrated regional transportation system that supports accessibility and promotes desirable social impacts.
- ❖ **Goal 9:** All transportation system users in the urbanized area will have access to a network of transportation modes and infrastructure that maximizes connectivity between origins and destinations and promotes the use of both motorized and non-motorized modes to travel between them.
- ❖ **Goal 10:** To the greatest extent possible, the existing capacity of the urbanized area transportation system will be maximized through innovative transportation system management approaches.
- ❖ **Goal 11:** Interagency coordination will be emphasized in all phases of the transportation planning and implementation process.
- ❖ **Goal 12:** To the greatest extent possible, improvements will be made to the existing roadway network to preserve or improve upon its current condition and add pedestrian, bicycle and transit facilities where needed.

WHEREAS, the “complete streets” concept has developed as a design, planning, construction and maintenance philosophy within the field of transportation and which supports CUUATS’ mission; and

WHEREAS, the term “Complete Streets” describes a comprehensive, integrated transportation network designed and constructed to support safe and convenient travel along and across streets for all users, including pedestrians, cyclists, motor vehicles, transit riders, and people with disabilities, regardless of age, physical abilities, income or ethnicity; and

WHEREAS, the Illinois Department of Transportation (IDOT) has adopted a Complete Streets policy in conformance with the Illinois Complete Streets Law (Public Act 095-0665), the City of Urbana has adopted Ordinance No. 2011-11-118 as a Complete Streets policy and amendment to their *Comprehensive Plan 2005*, and the City of Champaign has adopted a Complete Streets policy as part of *Champaign Tomorrow: 2011 Comprehensive Plan*, and the University of Illinois, Cities of Champaign and Urbana, and the Champaign-Urbana Mass Transit District have adopted Complete Streets Principles for the Campus Area Transportation Study; and

WHEREAS, the CUUATS Technical Advisory Committee has recommended establishing Complete Streets guidelines for the Champaign-Urbana urbanized area to promote the transportation facilities within this area being designed, constructed, maintained, and reconstructed to accommodate all users; and

WHEREAS, the Champaign-Urbana urbanized area includes streets and facilities falling under the jurisdiction of the Illinois Department of Transportation, Champaign County, the Champaign-Urbana Mass Transit District, the Cities of Urbana and Champaign, the Villages of Savoy and Bondville, and the University of Illinois, and CUUATS members strive to coordinate transportation policies and improvements of its constituent organizations;

WHEREAS, CUUATS wishes to promote best management practices in building and maintaining transportation facilities; and

WHEREAS, CUUATS has determined it is in the best interest of its members and the population the members represent to adopt a Complete Streets policy.

NOW, THEREFORE, BE IT RESOLVED BY THE CHAMPAIGN-URBANA URBANIZED AREA TRANSPORTATION STUDY (CUUATS) POLICY COMMITTEE, as follows:

Section 1. That the Complete Streets principles attached hereto as “Attachment A” are adopted.

Section 2. That this Complete Streets policy is in conformance with the Complete Streets policy of the Campus Area Transportation Study (CATS).

Attachment A

CUUATS COMPLETE STREETS POLICY

Purposes. This Complete Streets Policy promotes “Complete Streets” principles for all transportation infrastructure projects carried out within the Champaign-Urbana Urbanized Area, whether by the Illinois Department of Transportation, Champaign County, the Champaign-Urbana Mass Transit District, the Cities of Urbana and Champaign, the Village of Savoy, or the University of Illinois. This policy is meant to guide the decisions of CUUATS and its member agencies and in no way supersedes the existing policies of CUUATS member agencies.

Complete Streets Principles. The principles of this Complete Streets Policy are to design, build, maintain, and reconstruct public streets in order to provide for the safety and convenience of all users of a corridor, including pedestrians, cyclists, users of mass transit, people with disabilities, motorists, freight providers, emergency responders, and adjacent land users; regardless of age, ability, income, or ethnicity.

Champaign-Urbana Urbanized Area. The Champaign-Urbana Urbanized Area Boundary is determined by the US Census Bureau in conjunction with the Decennial Census and is defined as an area of 50,000 or more population that is considered currently urban in character. The Champaign-Urbana Urbanized Area currently includes the transportation jurisdictions of the Illinois Department of Transportation, Champaign County, the Champaign-Urbana Mass Transit District, the Cities of Urbana and Champaign, and the Villages of Savoy, Bondville and Tolono.

Values. The values to incorporate within the CUUATS Complete Streets Policy include not only safety, mobility, and fiscal responsibility, but also community values and qualities including: environmental, scenic, aesthetic, historic and natural resources, and social equity values. This approach demands careful multi-modal evaluation for all transportation corridors integrated with best management strategies for land use and transportation. The public should be consulted, when appropriate, as a factor in the transportation infrastructure decision-making process.

Adaptability. This Complete Streets Policy provides flexibility to accommodate different types of streets and users, and to promote Complete Streets design solutions that fit within the context(s) of the community.

Applicability. Appropriate Complete Streets accommodation(s) should be considered as part of all routine transportation infrastructure projects, including:

- ❖ Project identification
- ❖ Scoping procedures and design approvals, including design manuals and performance measures
- ❖ Construction
- ❖ Maintenance
- ❖ Reconstruction

Complete Streets principles should:

- ❖ Apply to both existing and future streets,
- ❖ Apply to all transportation infrastructure projects, regardless of funding source(s), and
- ❖ Not apply to streets ultimately to be privately owned and maintained, where specified users are prohibited by law, or the cost of providing accommodation are excessively disproportionate to the need or probable use.

Exceptions to the application of this Complete Streets Policy include instances where member agencies identify issues of safety, excessive cost or absence of need. Any agency's concerns regarding exceptions to a project will be added as an agenda item to be reviewed by the CUUATS Technical Committee for comment and the consideration of alternatives.

Existing Policies and Regulations. To support this Complete Streets Policy, design principles, existing policies and regulations of member jurisdictions may be reviewed and modified by those jurisdictions in consultation with CUUATS where appropriate. Such policies and regulations may include:

- ❖ Comprehensive plans
- ❖ University District master plans
- ❖ Transportation plans
- ❖ Subdivision codes
- ❖ Manuals of practice
- ❖ Grant-writing practices
- ❖ Impact assessments
- ❖ Level of Service assessments
- ❖ Departmental policies and procedures
- ❖ Any other applicable procedures and standards

Latest Standards. In furthering Complete Streets principles, transportation projects should make use of the latest and best design standards, policies, and guidelines. Performance measures should also be utilized to measure the effectiveness of Complete Streets practices that align with concurrent transportation planning efforts, particularly the Champaign-Urbana Urbanized Area *Long Range Transportation Plan*.

CUUATS

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**RESOLUTION TO APPROVE THE COMPLETE STREETS POLICY
FOR THE CHAMPAIGN-URBANA URBANIZED AREA TRANSPORTATION STUDY (CUUATS)**

WHEREAS, the Champaign-Urbana Urbanized Area Transportation Study (CUUATS) addresses transportation problems within a defined study area; and

WHEREAS, the CUUATS adopted mission is "to coordinate metropolitan transportation planning with the Illinois Department of Transportation, Champaign County, the Cities of Champaign and Urbana, Village of Savoy, University of Illinois, the Champaign-Urbana Mass Transit District, and the general public, and to coordinate the use of federal transportation funds within the Champaign-Urbana-Savoy-Bondville urbanized area"; and

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- ❖ **Goal 7:** Utilize a sustainable approach to transportation planning and engineering which promotes environmental stewardship and energy conservation.
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- ❖ **Goal 12:** To the greatest extent possible, improvements will be made to the existing roadway network to preserve or improve upon its current condition and add pedestrian, bicycle and transit facilities where needed.

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WHEREAS, the CUUATS Technical Advisory Committee has recommended establishing Complete Streets guidelines for the Champaign-Urbana urbanized area to promote the transportation facilities within this area being designed, constructed, maintained, and reconstructed to accommodate all users; and

WHEREAS, the Champaign-Urbana urbanized area includes streets and facilities falling under the jurisdiction of the Illinois Department of Transportation, Champaign County, the Cities of Urbana and Champaign, the Villages of Savoy, Tolono and Bondville, and the University of Illinois, and CUUATS members strive to coordinate transportation policies and improvements of its constituent organizations;

WHEREAS, CUUATS wishes to promote best management practices in building and maintaining transportation facilities; and

WHEREAS, CUUATS has determined it is in the best interest of its members and the population the members represent to adopt a Complete Streets policy.

NOW, THEREFORE, BE IT RESOLVED BY THE CHAMPAIGN-URBANA URBANIZED AREA TRANSPORTATION STUDY (CUUATS) TECHNICAL AND POLICY COMMITTEES, as follows:

Section 1. That the Complete Streets principles attached hereto as "Attachment A" are adopted.

Section 2. That this Complete Streets policy is in conformance with the Complete Streets policy of the Campus Area Transportation Study (CATS).

Passed and approved this 5th day of September 2012.

ATTEST: 
Roland White
Vice-Chair
CUUATS Policy Committee