



TOOLKIT

# Complete Streets

MISSOURI FOUNDATION FOR HEALTH

## Healthy Schools Healthy Communities

LET'S BUILD A HEALTHIER FUTURE

*In 2013, Missouri Foundation for Health established the **Healthy Schools Healthy Communities (HSHC)** initiative to address childhood obesity in select areas. HSHC brought together schools, community organizations, businesses, parents, and other residents to identify and advocate for changes that increase access to healthy food and physical activity where our kids live, learn, and play. This toolkit was originally developed as part of the initiative and has been adapted for statewide use.*

Updated July 2021

# Ordinance Template

*One of the best ways to ensure that your town is built in a way that is safe for people walking, biking, or using a wheelchair is to pass a Complete Streets Policy. Complete Street Policies ensure that when towns build or renovate a street, decision-makers consider the needs of everyone who uses the street, including people walking, biking, or using transit. These policies make sure that the street design includes transportation infrastructure like sidewalks, crosswalks, and bike lanes.*



“I introduced the Complete Streets ordinance, and my community backed me in this. The council members, the mayor, the city administrator all voted for it. There was no one opposed to it. It took me a year and a half to convince them, but they passed it. My dream is that everybody in our town will be able to get from point A to point B, whether you walk, ride a bike, have a car, or you’re in a wheelchair. If it’s done right, everyone feels included.”

Earlene S., Houston, MO

## **1. Key Elements**

**Vision and Intent** - This part of the ordinance lays out what Complete Streets are and how the implementation of this policy will help to make that vision a reality.

**Diverse Users** - This section recognizes the various users of the policy, not just in terms of mode and typical elements considered in diversity, but also goes a step further to identify the need to assist particular areas of the jurisdiction that have been harmed by past policies.

**Full Commitment** - This component further emphasizes that as an overall policy, Complete Streets in the municipality will work to support the needs of all road users.

**Clear Exceptions** - This portion of the policy outlines where specifically a Complete Streets policy can NOT be applied and how such a determination is made.

**Jurisdiction** - This component of the policy identifies who must comply and who must collaborate in order for the policy to be effectively implemented.

**Design** - This section outlines potential resources that can inform elements of future projects developed once the policy is adopted.

Land Use and Context Sensitivity - This portion identifies ways that the policy will interact with land use and define how projects will meet the needs and desires of the immediate community where they will be developed.

Performance Measures - This section outlines the ways in which the municipality will work to determine how successfully it is implementing the Complete Streets ordinance.

Project Selection Criteria - This section is meant to help the municipality determine which opportunities should move up and down on the list of projects undertaken.

Implementation Steps - The implementation section outlines the specific steps the municipality will take to bring Complete Streets to fruition.

## **2. Sections**

### **Vision and Intent**

As envisioned, Complete Streets are designed and operated to provide safety and accessibility for all users of our roadways and trail systems, including pedestrians, bicyclists, transit users, motorists, emergency vehicles, freight and commercial vehicles, and people of all ages and abilities. Furthermore, Complete Streets principles contribute toward the safety, health, equity, economic viability, and quality of life in a community by providing accessible and efficient connections between home, school, work, recreation, and retail destinations by improving the transportation environments throughout [Insert municipality here].

It is the intent of [Insert municipality here] to formalize the planning, design, operation, and maintenance of streets so they are safe for all ages and abilities and provide a multimodal transportation network.

The purpose of [Insert municipality here]'s Complete Streets ordinance is to accommodate all road users by creating a road and trail network that meets the needs of individuals by utilizing a variety of transportation needs. Furthermore, this policy directs decision-makers to consistently plan, design, construct, and maintain streets to accommodate all road users, including, but not limited to, pedestrians, bicyclists, transit users, motorists, users of emergency vehicles, and users of freight and commercial vehicles.

### **Diverse Users**

[Insert municipality here] recognizes that users of various modes of transportation, including, but not limited to, pedestrians, bicyclists, transit users, motorists, emergency responders, freight and commercial drivers, are legitimate users of the transportation network and deserve safe facilities. "All Users" includes users of all ages and abilities.

While this policy applies throughout the community, [Insert municipality here] shall develop plans and set goals to prioritize and ensure successful implementation of Complete Streets in neighborhoods with historic disinvestment, poor health outcomes, and neighborhoods where fewer than 75% of households have access to a car.

## Full Commitment

[Insert municipality here] recognizes that all projects, new, maintenance, or reconstruction, are opportunities to apply Complete Streets design principles. Furthermore, [Insert municipality here] will, to the maximum extent practical, design, construct, maintain, and operate all streets to provide a comprehensive and integrated street network of facilities for people of all ages and abilities.

While any such Complete Streets projects are being constructed or repaired, [Insert municipality here] shall ensure that appropriate accommodations are provided to support the safe, reliable movement of all road users within the project area, regardless of their preferred mode of transportation.

## Clear Exceptions

Transportation infrastructure may only be excluded, upon approval of [insert municipal governing body here], where documentation and data indicate that the costs or impacts of accommodation are excessively disproportionate to the need or probable use or future use.

Further, any and all documentation or data provided for the purpose of demonstrating a proposed exception must be made publicly available and identified as such via public notice at least 30 days prior to granting said exception.

## Jurisdiction

Implementation of the [Insert municipality here] Complete Streets policy will be carried out cooperatively within all relative departments in [Insert municipality here] and, to the greatest extent possible, among private developers, and state, regional, and federal agencies.

[Insert municipality here] shall, when applicable, work to encourage collaboration across jurisdictions within its borders on appropriate projects.

[Insert municipality here] shall organize a “Complete Streets Committee” for the purpose of initial implementation of the policy. After such steps have been completed, the name shall be changed to the “Bicycle and Pedestrian Advisory Committee” and it shall serve as the permanent advisory committee for Complete Streets projects and bicycle and pedestrian endeavors throughout [Insert municipality here]. In both the initial and permanent form, the committee shall be composed of at least the following:

- One elected official
- One school official
- One local business owner or member of a chamber of commerce
- Two members of the community who rely on a mode of transportation besides a motor vehicle as a primary means of transportation
- One health official
- Two representatives from a) a neighborhood with historic disinvestment, b) a neighborhood with poor health outcomes, or c) an area with diminished access to transportation options

- One sustainability official
- One municipal staff employee who serves in an advisory role

The Complete Streets Committee, in collaboration with appropriate staff, shall collect and publicize the performance measures identified in this policy.

To ensure that as many voices in the community as possible can be heard, [Insert municipality here] shall work to develop a community engagement plan. The plan must specify appropriate members of the community who will be involved, how long the public engagement process will take, and how they will work to execute the eventual strategy. Within this plan, [Insert municipality here] shall also specify how it will overcome barriers to engagement for underrepresented communities.

[Insert municipality here] shall train pertinent staff and decision-makers on the content of Complete Streets principles and best practices for implementing policies through appropriate means.

## Design

Complete Streets design recommendations shall be incorporated into all publicly and privately funded projects, as appropriate. All transportation infrastructure and street design projects requiring funding or approval by [Insert municipality here] as well as projects funded by the state and/or federal government shall adhere to [Insert municipality here]'s Complete Streets policy.

The [Insert municipality here] Complete Streets policy will focus on developing a connected, integrated network that serves all road users. Complete Streets will be integrated into policies, planning, and design of all types of public and private projects, including new construction, reconstruction, rehabilitation, repair, and maintenance of transportation facilities on streets and redevelopment projects.

To the greatest extent possible, [Insert municipality here] shall work to incorporate native plant species and sustainable landscaping elements into Complete Streets projects.

The latest design guidance, standards, and recommendations available will be used in the implementation of Complete Streets, including:

- American Association of State Highway Transportation Officials
- The United States Department of Transportation Federal Highway Administration's Manual of Uniform Traffic Design Controls
- National Association of City Transportation Officials Design Guides
- Small Town and Rural Design Guide, Federal Highway Administration
- United States Access Board Guidelines and Standards
- Public Rights of Way Access Guidelines
- Americans with Disabilities Standards for Accessible Design
- Urban Street Stormwater Guide

- Documents and plans created for [Insert municipality here]

Additionally, the design guidance, standards, and recommendations listed above shall be updated at least once every five years.

**Land Use and Context Sensitivity**

The endeavor to reorient [Insert municipality here] toward the principles of Complete Streets also necessitates a greater consideration for how transportation intersects with broader land use decisions. As a result, all new or revised land use policies, plans, zoning ordinances, and other documents shall be required to specify how they will support Complete Streets.

In order to ensure that full consideration is being given to [Insert municipality here]’s physical, economic, and social setting, Complete Streets principles, in both development and implementation, shall include community context as a factor in decision-making. The context-sensitive approach will include a range of goals by giving significant consideration to stakeholder and community values. The overall goal of this approach is to preserve and enhance scenic, aesthetic, historic, and environmental resources while improving or maintaining safety, mobility, and infrastructure conditions.

Such significant changes, while necessary, can impose a burden on vulnerable communities if significant care is not taken from the outset to discover and avoid such harms. Thus, to the greatest extent possible, when implementing this policy, [Insert municipality here] shall work to identify and mitigate unintended consequences, such as involuntary displacement due to the rising costs of living.

**Performance Measures**

In order to monitor and fully understand progress that is being made toward the implementation of Complete Streets, [Insert municipality here] shall establish internal and external performance measures as part of the Complete Streets policy.

[Insert municipality here] shall use the categories and metrics listed below to measure the internal implementation of the Complete Streets policy:

Category	Metrics
Policy	Percentage of policies updated to comply with Complete Streets policy Number of exemptions granted
Personnel	Number of staff trainings completed Number of community engagement activities

[Insert municipality here] shall use the categories and metrics listed below to measure the external implementation of the Complete Streets policy:

Category	Metrics
Safety	Number of crashes resulting in fatalities and/or serious injury Crash location
Infrastructure	Amount of new sidewalks built Amount of existing sidewalks repaired Amount of new trails/bike lanes built Number of connective* projects completed

Economic Development	Retail sales Number of visitors
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\*"Connective" projects refers to projects that link existing infrastructure. For example, a project that connects two trails via a bridge.

Additionally, the data related to external performance measures outlined within this policy shall be disaggregated to measure how implementation affects neighborhoods with historic disinvestment, poor health outcomes, and areas with diminished access to transportation options.

Data related to both the internal and external performance measures outlined within this policy shall be collected, analyzed, and released to the public every two years.

### Project Selection Criteria

[Insert municipality here] shall establish criteria to encourage funding prioritization for Complete Streets implementation with at least the following principles in mind:

- Connectivity - connecting existing infrastructure to existing infrastructure and creating additional connections to community assets (including, but not limited to, businesses, schools, community centers, city halls, medical facilities, parks, voting locations, or libraries)
- Multimodality - implementing projects that expand infrastructure for modes of transportation other than the car
- Economic Development - proposed project supports broader efforts to enhance economic development
- Equity - project will broaden transportation options for neighborhoods with limited connectivity to community assets

### Implementation Steps

[Insert municipality here] shall make Complete Streets practices a routine part of everyday operations when feasible, shall approach every transportation project and program as an opportunity to improve streets and the transportation network for all users, and shall work in coordination with other departments, agencies, and jurisdictions to achieve Complete Streets.

[Insert municipality here] shall work to revise all related procedures, plans, regulations and other necessary processes to adhere to the principles of this policy within five years of its adoption.

Further, [Insert municipality here] will work to ensure that this policy remains in accordance with the optimal standards of the latest policy elements as authored by the National Complete Streets Coalition.

The Complete Streets Committee, in collaboration with appropriate staff, shall collect and publicize the performance measures identified in this policy.

In addition to this policy, [Insert municipality here] shall look for opportunities to curb dangerous driving behavior.