



TOWN OF MADISON, CT

COMPLETE STREETS POLICY

Adopted by the Board of Selectmen, May 29, 2018

INTRODUCTION

The term "Complete Streets" describes a comprehensive, integrated transportation network with infrastructure and design that allows safe and convenient travel along and across streets for all users, including pedestrians, bicyclists, persons with disabilities, motorists, emergency responders, users and operators of public transportation, seniors, youth and families.

Complete Streets is a national movement that fundamentally changes how we view our communities and how we design, build, and use our streets in order to further the health, safety, welfare, economic vitality, and environmental well-being of our town. Complete Streets are supported by the Institute of Transportation Engineers, American Planning Association, US Conference of Mayors, and other planning and public health professionals.

The Town of Madison recognizes the numerous benefits associated with the adoption of a Complete Streets policy to enhance mobility, improve safety, expand transportation access/choice and related contributions toward building a healthy community. A Complete Streets approach to design contributes to an enhanced quality of life and economic vitality for residents and businesses. Benefits include reducing vehicle miles traveled and increasing transportation by walking, bicycling and public transportation, which can help address a wide variety of challenges, including pollution, climate change, traffic congestion, social isolation, obesity and physical inactivity.

Complete Streets are an important component of transportation design, and economic and community development, by helping create walkable and vibrant communities, which attract and retain businesses and residents, and allow for the option to safely walk or bicycle to school, beaches, work, parks, or other community destinations.

The residents of Madison have long expressed the need for walking and bicycling options that are safer, more accessible, connected, and convenient. In fact, the 2013 Plan of Conservation Development (pages 26 & 28) specifically mentions Complete Streets and suggests many of the elements contained in this policy. By adopting this Complete Streets policy, the Town of Madison will meet those needs through the development of a user friendly transportation network that accommodates, encourages, benefits and welcomes all users and transportation modes.

1. VISION AND INTENT

This Complete Streets policy shall direct the design, construction, use, and maintenance of town roadways, pathways, and sidewalks creating a comprehensive, integrated transportation network that is safe, accessible, comfortable, accommodating, and welcoming to all users. This shall include people of all ages, race, ethnicity, income, and physical ability, as well as all modes of transportation including pedestrians, people with mobility challenges, cyclists, motorists, commercial vehicles, and emergency vehicles.

A Complete Streets approach will encourage non-motorized modes of transportation and a Complete Streets culture that promotes an inter-connected community, healthy living, and a thriving town.

The overarching intent of this policy is to gradually transform Madison from a community that disproportionately encourages automobile travel to one that invests in transportation infrastructure equitably across all modes to the benefit of all members of the community and its visitors, while maintaining the charm and appeal of a small town.

Specific benefits include the following:

- Makes Madison roads safer and more inviting by increasing the capacity for various uses therefore decreasing the potential of vehicular, bicycle, and pedestrian-related accidents;
- Enables healthier lifestyle choices by providing an expanding variety of safer and convenient walking and bicycling options;
- Promotes a Complete Streets culture in Madison through education and events;
- Encourages private sector economic development that will benefit from, and contribute to, a more livable and vibrant community;
- Expands the network of safe walking and bicycling routes to schools, beaches, parks, or other community destinations;
- Connects with other town/citizen's action groups in Madison that have goals related to Complete Streets;
- Helps address a wide variety of challenges, including pollution, climate change, traffic congestion, social isolation, obesity and physical inactivity.

The following elements shall guide the planning and implementation of all Complete Street improvements.

2. DIVERSE USERS

All users and all transportation modes shall benefit from Complete Streets improvements.

The Town of Madison benefits from having two modes of public transit located in proximity to Madison Center - bus stops serving both 9 Town Transit and CT Transit, and the Shoreline East Train Station. These public transit options are relied upon by portions of Madison's population that may not have access to private transportation options. This policy shall endeavor to facilitate utilization of public transit options by encouraging Complete Streets improvements that enhance access to these facilities, such as sidewalks and bike lanes, as well as improve the comfort and convenience of the facilities, such as shelters.

In addition to public transit users, Madison's elderly, low-income, and disabled populations can benefit from Complete Streets improvements by enabling access to community destinations. Some examples of vulnerable users that could benefit from Complete Streets improvements include:

- a) Residents of Concord Meadows, a low income housing development off Woodland Road, would benefit from improved access to Madison Center.
- b) Vista Life Innovations, a local service organization for individuals with disabilities, requires safe walking options for its clients. Currently, safe access across Bradley Road is a concern for the organization.
- c) Visitors to the Madison Senior Center would benefit from improved access to Madison Center and the Town Green.

3. COMMITMENT IN ALL PROJECTS AND PHASES

The Town of Madison commits to applying Complete Streets principles at the outset of all transportation and roadway projects. Each project shall be approached as an opportunity to improve the safety and accessibility of the transportation network for all users.

Preventive maintenance activities, such as mowing, cleaning, sweeping, spot repair, concrete joint repair, pothole filling, water, sewer and drainage or other utility installation or repairs taking place without any other tangible improvements, do not mandate Complete Streets Improvements. To the maximum extent possible, however, provisions for safe access shall be made for all modes of transportation during maintenance activities.

Periodic maintenance activities, such as re-striping, re-surfacing and re-milling, which allow for no or low cost CS improvements, e.g. "road diets" that narrow the vehicle travel lanes and provide space for the addition, or widening, of bike and pedestrian lanes, shall be considered. This means that small and routine tasks, not just the larger construction and reconstruction projects, provide opportunities to implement Complete Streets. Many small, low-cost improvements will, when thoughtfully implemented over time, create a much friendlier and safer environment for everyone.

Transportation and roadway improvement projects, such as road widening and intersection improvements, shall be considered most thoroughly for Complete Streets improvements and are subject to the exception criteria outlined in Element 4.

4. CLEAR, ACCOUNTABLE EXCEPTIONS

The Town of Madison commits to applying Complete Streets principles at the outset of all transportation and roadway improvement projects. Each project shall be approached as an opportunity to improve the safety and accessibility of the street/right of way for all users.

However, exceptions shall be made if any of the following criteria render Complete Streets improvements unworkable:

- a) Where specific users are prohibited by law from using the ROW (e.g. pedestrians and bicyclists within a limited access highway). However, exclusion of certain users on particular ROW's shall not exempt projects from accommodating other permitted users;
- b) Cost is disproportionate to the current need or projected future need for Complete Streets improvements, or unusual circumstances, such as where natural features (e.g. steep hills, ledge, shorelines) make it very costly or impossible to accommodate all modes, or funding is not available;
- c) There is an absence of current and future need (e.g. a rural road that carries low Average Daily Traffic (ADT) and is remote from neighborhoods, schools, or points of interest);

Requested exceptions shall be evaluated initially by the Director of Public Works in consultation with a member of the Bicycle & Pedestrian Advisory Committee (BPAC), who shall be elected by the committee to serve as the "Complete Streets Liaison", and then presented at a regularly scheduled Board of Selectmen meeting for action. A determination of exception will conform to one or more of the three allowable exceptions listed above.

5. JURISDICTION

This Complete Streets Policy shall apply to all Town owned streets and land within public ROWs. All Complete Streets improvements must be coordinated between all relevant Town of Madison departments such as Engineering, Public Works, Planning, Police, Emergency Management, Public Health, and Senior Services.

All new private development projects, which propose improvements within the public ROW, shall comply with this Complete Streets policy. Approval of necessary permits is contingent upon meeting the Complete Streets requirements. Private development projects proposing privately owned right-of-ways shall be reviewed for consistency with the Complete Street policy as part of the approval process.

Owners of private streets and ways shall also be encouraged to adhere to this policy.

The State of Connecticut controls several principal transportation corridors that traverse Madison. The Town shall work cooperatively with the Connecticut Department of Transportation to plan and implement Complete Streets improvements within these ROWs.

Public Act PA 09-154 and the CTDOT Complete Streets Policy shall be applied to all planning, design, construction and major maintenance within State controlled ROWs.

http://www.ct.gov/dot/lib/dot/plng_plans/bikepedplan/cs-exo31-signed.pdf

<https://www.cga.ct.gov/2009/ACT/Pa/pdf/2009PA-00154-R00SB-00735-PA.pdf>

Utility companies operate within Town and State ROWs. Their planning, construction, and major maintenance can create both opportunities and barriers to Complete Streets improvements. The Town shall coordinate with the utilities to ensure that utility projects and Complete Streets improvements are coordinated wherever possible.

The Town shall also coordinate Complete Streets planning and construction with Shoreline Area Transit, the SCRCOG (South Central Regional Council of Governments), and adjacent municipalities to facilitate effective application of resources.

6. DESIGN

All Complete Streets improvements within public ROWs shall conform to the following standards. Of the following list, AASHTO and MUTCD are considered the definitive design guides for changes within the State ROW. Because Complete Streets design is an evolving field, the latest edition of these standards shall be referenced for design guidance:

- American Association of State Highway and Transportation Officials (AASHTO)
 - A Policy on Geometric Design of Highways and Streets
 - Guide for the Development of Bicycle Facilities
 - Guide for the Planning, Design and Operations of Pedestrian Facilities
- American Planning Association (APA)
 - Complete Streets: Best Policy and Implementation Practices
 - U.S. Traffic Calming Manual
- Federal Highway Administration (FHWA)
 - Manual of Uniform Traffic Control Devices (MUTCD)
 - PEDSAFE: Pedestrian Safety Guide and Countermeasures Selection System
 - Incorporating On-Road Bicycle Networks Into Resurfacing Projects
- Institute of Transportation Engineers (ITE)
 - Designing Walkable Urban Thoroughfares: A Context Sensitive Approach
- National Association of City Transportation Officials (NACTO)
 - Urban Bikeway Design Guide
 - Urban Street Design Guide
- U.S. Access Board
 - Accessible Public Rights-of-Way: Planning and Designing for Alterations

This section of the Complete Streets Policy shall be updated a minimum of every three years by the Engineering Department to ensure that the listing of design standards is current.

7. LAND USE AND CONTEXT SENSITIVITY

Land use context and flexibility shall be considered relative to potential Complete Streets improvements. The overall goal of this approach is to preserve and enhance scenic, aesthetic, historical, and environmental resources while improving or maintaining safety, mobility, and infrastructure conditions;

It is the intent of this Policy that the Town of Madison's Director of Planning & Economic Development and the Planning & Zoning Commission will endeavor to incorporate Complete Streets policies into the zoning regulations, subdivision regulations, the Plan of Conservation & Development, and all other relevant planning and regulatory documents to help support the community's Complete Streets vision. Additionally, the Planning & Zoning Commission is encouraged to review all private development proposals with the goal of helping facilitate the community's Complete Streets vision.

All Town projects that have land use considerations, such as school location decisions, property acquisition, park planning, etc., shall consider how such actions may impact the community's Complete Streets vision. Where feasible, biking and walking to municipally-owned facilities shall be encouraged and facilitated.

8. POLICY PERFORMANCE MEASUREMENT

Measurement of Complete Streets improvements represents a continuum that will require periodic and sustained evaluation to measure progress and effectiveness. To facilitate that regular evaluation, the Complete Streets Liaison shall work with staff from the Department of Public Works to complete a form containing the information below for the Bicycle & Pedestrian Advisory Committee (BPAC) each calendar year by the first of February. The BPAC will then report to the Board of Selectmen on the progress and effectiveness of the Complete Streets policy during the previous calendar year. The measurement of all Complete Streets improvements for the previous calendar year are to include the following:

- a) Funding: Total dollar amount spent on Complete Street Improvements
 - Town funds
 - Grant funds
 - Other funds

- b) Sidewalks/Pedestrian/Transit Improvements:
 - Linear feet of sidewalks and other pedestrian accommodations built or improved
 - Within ½ mile of schools
 - Outside ½
 - Number and description of crosswalks installed or improved
 - Number and description of Americans with Disabilities Act (ADA) accommodations installed or improved
 - Number and description of public or private transit accessibility improvements installed or improved by type and number

- c) Bicycling Improvements:
 - Linear feet of bicycle lanes, routes, or trails built by width and type
 - Number and description of bicycle parking facilities installed

- d) Traffic Calming:
 - Number and description of traffic calming measures implemented
 - Number of new traffic control signs / signals installed that assist with the Town's Complete Streets policies
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- e) Maintenance Activities:
 - Description of Maintenance Activities of existing Complete Streets facilities

- f) User and Crash Data:
 - Bicycle and pedestrian traffic counts
 - Motor vehicle, bicycle and pedestrian accident data

- g) Exceptions:
 - Number of Exceptions requested and approved, including dates and committee member(s) involved.

9. PROJECT SELECTION CRITERIA

When there is conflicting need among users and modes, the following prioritization will apply:

- a) Safety is the highest priority, followed by mobility;
- b) Among modes, pedestrian and bicycle needs shall receive priority, followed by the next most vulnerable user in each case;
- c) Strive for balance among all modes involved in each case. It is recognized that all modes cannot receive state of the art accommodation within every right-of-way (ROW – the publicly owned transportation corridor), but the overall goal is that all users of varying ability can safely and conveniently use the transportation network.

Priority or special consideration shall be given to locations and, or, improvements identified and recommended by the Bicycle & Pedestrian Advisory Committee (BPAC).

10. COMPLETE STREETS POLICY IMPLEMENTATION

The implementation of Complete Streets will require cooperation and collaboration between many stakeholders on a regular basis. As such, the Town will take the following steps to facilitate the process:

- a) The BPAC, or its successor, shall oversee implementation of the Complete Streets policy.
- b) The Director of Planning & Economic Development and the Planning & Zoning Commission shall review and propose revisions to all appropriate land use ordinances, policies and regulations to support the implementation of Complete Streets.
- c) The Public Works and Engineering Departments shall establish necessary procedures to ensure the application of Complete Streets principles at the earliest design stage.
- d) The Town shall encourage staff professional development in the area of Complete Streets through attendance at seminars, conferences and workshops.
- e) The Town shall actively promote public information and education and solicit feedback about Complete Streets to the community using outreach strategies that make use of natural gathering spaces, such as schools, parks, beaches, the Senior Center, community meetings, Town Green events, and the Town web site.

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