



RESOLUTION 2022 – 48

Adoption of a City of Middleton “Complete Streets” Policy

WHEREAS, Middleton’s Comprehensive Plan (adopted in March 2021) identified as a short-term action the need for the City to “adopt and implement a ‘Complete Streets’ policy so that the design and operations of the entire right-of-way balance the safety and convenience of all road users regardless of age, ability, or mode of transportation” (Action T1A, pages 11 and 30); and

WHEREAS, the Connect Greater Madison Regional Transportation Plan 2050 (adopted by the Greater Madison Metropolitan Planning Organization, or MPO, in May 2022) similarly recommends that local governments in the near term adopt and implement a formal complete streets policy that is applicable to regional and local roadways; and

WHEREAS, by adopting and adhering to a Complete Streets policy, communities direct their transportation planners and engineers to routinely design and operate the entire right-of-way to enable safe, reliable access for all residents and visitors regardless of age, ability, or income, while at the same time emphasizing that those who pose the greatest risk on roads—drivers—have the greatest responsibility to look out for others. More specifically, such a policy is intended to:

- Make streets safer, more comfortable, and more convenient for users of all travel modes, including walking, using mobility aids, bicycling, riding public transportation, and driving motor vehicles.
- Encourage a deliberative thought process about the design and operational aspects of a particular roadway, rather than imposing a “one size fits all” approach, such as having closely spaced and safer street crossing opportunities, median islands, accessible pedestrian signals, and appropriate allocation of roadway space for motorized and human-powered mobility.
- Facilitate evaluation of existing roadways and proposed street projects to ensure that the policy is implemented in a manner that fosters equity across city neighborhoods.
- Ensure that the design and function of each street are sensitive to the surrounding context (including buildings and land uses) to reflect the unique characteristics and needs of individual neighborhoods and Middleton overall.
- Articulate a clear set of expectations and standards for not only city officials but also developers and residents.
- Help implement the Comprehensive Plan by encouraging infill, mixed-use, and transit-oriented development that better supports travel needs resulting from increased density in neighborhoods and along corridors.
- Avoid costly retrofits by integrating sidewalks, bicycle facilities, nominally safe crossings, traffic calming treatments, and transit facilities in initial designs.
- Reduce congestion, improve transportation network capacity, and increase consumer choice by providing accessible and efficient connections between home, school, work, recreation, and retail destinations while decreasing consumer transportation costs, encouraging active lifestyles that improve health and wellness, enhancing urban design and community aesthetics, promoting economic growth, improving access to education and jobs, improving air quality, increasing community resilience to intense storms and other extreme weather events, and mitigating our impact on climate change; and

WHEREAS, although Wisconsin Statute 32.015 limits condemnation authority on establishing or extending pedestrian or bicycle ways, this statute is not a limitation for evaluating bike and pedestrian accommodations as part of street projects or from establishing such accommodations within the existing right-of-way, or through other land acquisition methods.

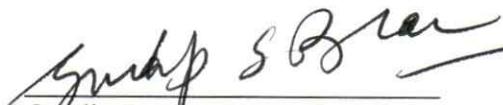
NOW THEREFORE BE IT RESOLVED, the Common Council of the City of Middleton hereby adopts the Complete Streets Policy set forth in Exhibit A attached hereto and incorporated as if fully set forth herein.

BE IT FURTHER RESOLVED, the Complete Streets Policy shall apply to all projects except when the Common Council—in consultation with the Director of Public Works, the Director of Planning & Community Development, the City Administrator, and the Finance Committee—determines that one of the following conditions is met:

- Certain users are prohibited from the facility.
- The cost to include accommodations is excessive or disproportionate to the need or probable use.
- The project is considered an emergency repair or routine maintenance and will not change the geometry or operations of the street.

This Resolution was adopted by a 7-0 vote of the Middleton Common Council on the 4th day of October, 2022.

COMMON COUNCIL OF THE
CITY OF MIDDLETON


Gardip Braj, Mayor

ATTEST:

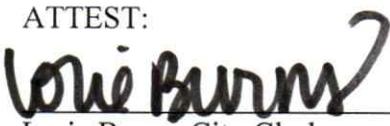

Lorie Burns, City Clerk

EXHIBIT A

COMPLETE STREETS POLICY CITY OF MIDDLETON, WISCONSIN

Adopted 10/04/22

1. Vision and Intent

- a. The City of Middleton shall develop a safer, comfortable, reliable, efficient, integrated, and connected multimodal transportation network accessible to all users, regardless of age, ability, income, or access to personal vehicles.
- b. Limiting street width and other design parameters to only the extent necessary to achieve this vision will help reduce transportation costs, foster better environmental stewardship, encourage use of alternative modes of transportation, and keep a greater proportion of land available for green space or activity-oriented land uses.
- c. Adoption of this policy implements a short-term, high-priority action step, listed as T1A in the Transportation Chapter of the City's 2021 Comprehensive Plan.

2. Diverse Users

- a. This policy promotes fair and just opportunities and outcomes for every user of the road and every household regardless of age, ability, income, place of residence, neighborhood, mode choice, or other pertinent factor.
- b. When considering the various elements of street design, the City shall consider and prioritize the needs of users of the transportation system as follows:
 - i. Pedestrians, including people who use mobility aids/devices or have specialized transportation service needs or limited transportation choices.
 - ii. Bicyclists and users of other personal micro-mobility devices (such as e-bikes, electric scooters, and electric skateboards) that travel faster than a pedestrian but slower than an automobile.
 - iii. Transit riders and shared mobility users.
 - iv. Operators and occupants of unshared automobiles and freight vehicles.
- c. Projects shall be planned and designed to weigh the risk and/or impacts to public safety and street maintenance vehicles.
- d. The City should prioritize universal and equitable investment in underserved communities which lack existing infrastructure that encourages walking, biking, and transit trips, as well as areas where data indicate crash risk and health disparities. Infrastructure investments should be evaluated to avoid pockets of disinvestment or underinvestment.
- e. The City recognizes that not all modes can receive the same degree of accommodation on every street. Still, the goal is for users of all ages and abilities to travel reasonably safely, comfortably, and conveniently across and within the network.

3. Commitment in all projects and phases

- a. The City will incorporate this policy into all public right-of-way improvements and project phases, including planning, programming, design, right-of-way acquisition (to the degree allowed by statute), permitting, subdivision and land development, construction, construction management, operation, capital

improvements, and routine maintenance and rehabilitation. An interconnected network will provide high-quality individual facilities and facilities that enable efficient and convenient transitions from one mode of transportation to another and from one type of infrastructure to another.

- b. The City will assess opportunities to reduce and improve the water quality of stormwater discharges and improve the storm sewer system in coordination with road improvements when economically efficient. Roadways will be designed in accordance with the City's adopted Typical Street Sections not to have excess pavement. Considerations such as lane width, turning radii, traffic islands, and on-street parking shall be evaluated for pavement reduction opportunities. The City recognizes that street trees, landscaping, and other green infrastructure contribute to a comfortable and healthy pedestrian environment through improved air quality, valuable shade, and beautification. Therefore, the City will actively continue to participate in Tree City USA and other similar programs.

4. Exceptions

- a. Exceptions to providing for all modes in each project may be authorized by the Common Council:
 - i. When an affected roadway prohibits, by law, use by specified users (such as a pedestrian mall), in which case a reasonable and equivalent project shall be designated to accommodate those specified users elsewhere, including on roadways that provide similar access to a route or destination;
 - ii. When the activities are ordinary maintenance activities designed to keep assets in serviceable condition (e.g., mowing, cleaning, sweeping, spot repair, and surface treatments such as chip seal); or
 - iii. After consultation with the Director of Public Works, the Director of Planning & Community Development, the City Administrator, and the Finance Committee regarding the merits of a documented exception concluding that the cost of the application of Complete Streets principles is excessively disproportionate to the need or probable use.

5. Jurisdiction and Coordination

- a. This Complete Streets policy applies to all public and private entities working in the public right-of-way and on City-owned transportation facilities, including, but not limited to, streets, sidewalks, alleys, bridges, and trails. All transportation infrastructure, street design, and construction projects requiring funding or approval by the City of Middleton shall adhere to this policy.
- b. Private developments that include public street design and construction components shall adhere to—and fully support—this policy. The City will encourage the owners and operators of other highways, private streets, sidewalks, alleys, trails, and parking lots to also adhere to the policy.
- c. For streets and trails that connect to neighboring municipalities or are part of a regional network, the City shall encourage the incorporation of Complete Streets principles so that accommodations are continuous to destinations outside the City.
- d. The City will review the plans and policies of Metro Transit, the Greater Madison Metropolitan Planning Organization (MPO), Dane County, the Wisconsin Department of Transportation, and other pertinent agencies to ensure that the Complete Streets principles articulated herein are incorporated into all projects within the public right-of-way located in the city limits.

6. Design

- a. The City should continually look to the latest industry standards and guidelines to develop Complete Streets. The City of Middleton recognizes that design criteria are not intended to be considered prescriptive or taken as a mandate; rather, Complete Streets guidance is intended to assist in applying engineering and planning principles. The City shall periodically review and revise as necessary its adopted Typical Street Standards and related documents to incorporate the latest national, state, and local design guidance, standards, and best practices to help promote the safety of all right-of-way users while minimizing environmental impacts.

7. Land Use and Context Sensitivity

- a. All new or revised land use plans, policies, zoning ordinances, or equivalent documents should identify how they support Complete Streets principles, including how they promote mixed-use, transit-oriented development.
- b. The City shall administer an open and equitable process for community engagement regarding the development and implementation of projects within the public right-of-way.
- c. Projects should be sensitive to the surrounding context, including current and planned buildings, parks, and trails, as well as the City's current and expected transportation needs. They shall be designed at a human scale for the needs and comfort of all people. Design criteria shall be based on the thoughtful application of engineering, architectural, and urban design principles, such that all projects shall make the City a more sustainable, appealing, and enjoyable place in which to live and work. Projects in Downtown Middleton and the Historic Pheasant Branch Crossing District shall be designed to enhance each district's historic character.

8. Performance Measures

- a. The City's Planning and Community Development Department, in collaboration with staff in the Public Works and Parks & Recreation Departments, shall annually measure and report to Council on, at a minimum, the following performance measures:
 - i. Crosswalk and intersection improvements (including ADA-compliant new curb ramps installed along city streets)
 - ii. Amount of new sidewalk added or rehabilitated
 - iii. Miles of bike lanes and multimodal paths
 - iv. Pedestrian, bicycle, and transit ridership counts
 - v. Number of crashes (including location, type, whether pedestrians or bicyclists were involved)
 - vi. Before and after speed studies where traffic calming projects are implemented
 - vii. Number of street trees added, removed, or pruned
 - viii. The amount of pavement/impervious surface replaced with green space / pervious surface
 - ix. Efforts to engage affected residents, including those who are underrepresented (people who are part of a group that is disproportionately low relative to their numbers in the general population), and documentation of how their input was incorporated into project plans.

9. Project Selection Criteria

- a. Starting in 2023, the Planning & Community Development, Public Works, Parks & Recreation Departments shall incorporate Complete Streets principles in the course of evaluating and scoring projects to be included in the annual Capital Improvement Program (CIP) as well as in existing and future plans, manuals, checklists, rules, regulations, and other pertinent programs.

10. Implementation Steps

- a. The Pedestrian/Bicycle/Transit Committee and the Planning & Community Development Department shall regularly review the efficacy of the City's Complete Streets Policy.
- b. The City should require transportation planning and engineering consultants being considered for projects to have demonstrable experience in implementing cost-effective, practical projects that create Complete Streets consistent with the Vision and Intent of this Policy.
- c. City staff overseeing prospective capital projects shall identify all funding sources for street improvements and evaluate every project as an opportunity for a Complete Streets project.
- d. The City should send staff to professional development and training opportunities on street design best practices related to Complete Streets design. City staff should also provide educational opportunities for members of pertinent City boards, committees, and commissions to promote understanding of the City's policy.
- e. The Planning & Community Development Department shall regularly review the Zoning Ordinance and recommend amendments that fully support Complete Streets principles.
- f. The Planning & Community Development Department and Pedestrian/Bicycle/Transit Committee shall collaborate with the Police Department on efforts to effectively provide public education with respect to proper road-use behavior by all users and all modes (such as designating an annual "Complete Streets Week," promoting the Madison-area Bike Benefits program, etc.)
- g. Project managers should work with the City Administrator or her/his designee on communications that promote public awareness of the planning for and implementation of a Complete Streets project. These communications should identify the manner in which the public can provide feedback to the project manager for ways to improve adherence to the City's policy. This public engagement should be conducted with online surveys, public involvement meetings, and/or collaboration with elected officials, the Pedestrian/Bicycle/Transit Committee, and other community stakeholders and organizations.