

HEALTHY COMMUNITIES Tool Kit



How You Can Work Toward Creating Healthy Communities



A Policy Guide for Public Health Practitioners and Their Partners

CHAPTER 4

WINDOWS OF OPPORTUNITY

In this chapter you will be introduced to windows of opportunity whereby advocates have an opportunity to influence community design through land use and transportation planning processes. Be forewarned: this work is not simple or straightforward, but your efforts to understand the process will be very beneficial to your organization. This chapter contains eight sections:

- Land Use Planning in Michigan
- Land Use Planning Intervention Points
- Policy Statements for Land Use Planning
- Transportation Planning
- Michigan Long-Range Transportation Goals for 2000–2025
- Policy Statements for Multimodal Transportation Plans
- Developing a Local Bicycle and Pedestrian Plan
- Funding for Bicycle and Pedestrian Projects

LAND USE PLANNING IN MICHIGAN

In August of 2003, *Michigan's Land, Michigan's Future: Final Report of The Michigan Land Use Leadership Council* was presented to Governor Granholm by The Michigan Land Use Leadership Council. The report outlines general land use and related trends and conditions in Michigan; vision and goals for future land use; principles and recommendations for urban revitalization, land resources-based industries, planning and development regulations, and infrastructure and community services.

The council established the following three goals to help guide in creating the report:

- Economic prosperity;
- Stewardship of the environment and cultural and natural resources; and
- Equitable distribution of benefits to all residents.

In order to meet these goals, the council addressed the following issues within the report:

- Preserving agricultural land, forestland, wildlife habitat, and scenic resources that form the basis of Michigan's land-resource-based industries by enhancing existing programs and creating new incentives for private landowners to maintain these valuable undeveloped open spaces.
- Supporting efforts to make Michigan cities more livable by expediting the reuse of abandoned properties, controlling blight, encouraging private investment, encouraging mixed-use development, improving transportation options, supporting a full range of housing options, and attracting and retaining residents who can contribute to the viability of our urban core areas.
- Making better use of existing public infrastructure by encouraging public and private investment in already developed areas.
- Providing new tools to local government to encourage better land use decisions that allow more compact, mixed-use development.



- Creating incentives to encourage interagency and intergovernmental cooperation in addressing land use issues and public investments of more than local concern.
- Encouraging private investment in already developed areas by removing governmental barriers and creating incentives.
- Streamlining state and local government financial assistance and regulatory programs that support land use practices consistent with the visions and goals previously outlined.
- Seeking government partnerships with for-profit and nonprofit sectors to create a range of affordable housing options.
- Identifying “commerce centers” where infrastructure is already serving relatively dense populations to guide the future investment of state resources to support private investment and development.^a

The intent of the report was to provide decision-makers with a foundation for making land use policies that protect the natural resources of the state as well as protect the interests and well-being of Michigan residents. The goals and issues outlined above have been provided to create awareness and to educate public health officials on state priorities and focus areas. This knowledge will be beneficial in working with local planners and in understanding the planning process. A full copy of the report can be obtained by visiting The Land Use Leadership Council website at www.michiganlanduse.org/finalreport.htm.

LAND USE PLANNING INTERVENTION POINTS

The American Planning Association has identified five intervention points in which interested citizens can get involved in influencing the development of a more physically active community.^b Public health practitioners should consider these five intervention points as important windows of opportunity.

1. Visioning and Goal-Setting
2. Plans and Planning
3. Implementation Mechanisms
4. Site Design and Project Review
5. Public Facility Siting Decisions

“We shape our buildings, and afterwards our buildings shape us.”

–Winston Churchill

October 18, 1943, to the House of Commons (meeting in the House of Lords)

Visioning and Goal-Setting

This is the process by which a community imagines its most desirable future, and it’s the time you have the most impact in planning—at the beginning. Many planning efforts begin with some sort of community visioning exercise (e.g., “What do we want to look like in 20 years?”). Visioning and goal-setting processes are often called strategic-planning efforts, but they are actually a precursor to true strategic planning. Visioning and goal setting typically involve thinking broadly about the direction in which a community wants to head. This exercise provides a foundation for further specific strategic plans that spell out details for getting there.

How To:

Specific ways in which you may want to get involved in a visioning and goal-setting effort:

- Ask to be placed on the Visioning Committee.
- Offer to assist in gathering community input.
- Make a presentation about the benefits of a walkable, healthy community. (Chapter 7 provides useful tools for Healthy Community presentations.)
- Offer to develop educational materials and fact sheets, or to gather statistics.

Communities that decide to embark on a visioning process are usually looking for ideas and innovation. For public health professionals, this is a great opportunity to educate and create momentum for healthy communities. If community members get excited about walkability, access to healthy foods, smoke-free living and active-living opportunities, these issues can become part of a working vision and can be embedded within community goals. Ultimately, there can be substantial impact on future policy and development.

Plans and Planning

In the world of land use planning, there are typically three broad categories of plans: comprehensive plans, sub-area plans, and functional plans. These plans can powerfully affect a community. The challenge for public health practitioners is to understand the scope of each type of plan and get a seat at the table when these plans are being written or revised.

Comprehensive Plan Examples	Sub-area Plan Examples	Functional Plan Examples
<i>Master Plan</i>	<i>Neighborhood Plan</i>	<i>Transportation Plan</i>
<i>General Plan</i>	<i>Downtown Plan</i>	<i>Infrastructure Plan</i>
	<i>Corridor Plan</i>	<i>Parks and Recreation Plan</i>
	<i>Small-Area Plan</i>	<i>Open-Space Plan</i>
		<i>Circulation Plan</i>
		<i>Human Services Plan</i>
		<i>Housing Plan</i>
		<i>Bike/Pedestrian Plan</i>

A **Comprehensive Plan** for a community tends to be broad in nature, so the inclusion of any healthy-community principles would be general in scope. Some examples might include enhancing walkability countywide or encouraging new development when bicycle and pedestrian connections are feasible

A **Sub-area Plan** may include a level of detail that specifically outlines a particular pedestrian or bicycle “treatment,” such as sidewalks on both sides of the road, bicycle racks in the business district, or countywide traffic-calming measures.

Functional Plans may be made entirely of bicycle or pedestrian elements, as is the case with a bicycle and/or pedestrian plan or a particular section of a transportation plan. A housing plan or an infrastructure plan can include elements that will enhance opportunities for walking or bicycling through infill development or rehabilitation of existing buildings. While functional plans may seem only remotely related to healthy-community design, they carry tremendous opportunities for positively impacting physical activity. Pay attention to these functional plans— they may be just the “window” you need to start the healthy-communities ball rolling.

Urban infill is a loosely defined term, which refers to development projects on vacant urban land or the redevelopment of a blighted building or neighborhood.

You may be surprised at how much you have to offer to warrant getting a seat at the table when these types of plans are being written or revised. Additionally consider the data, resources, and best practices you have to offer.

Data that help you make the case for creating active communities include:

- Local health data (BRFSS).
- Results from a local community assessment (see Chapter 7 on community assessments).
- National health trends.

Resources here means your talents to pull diverse source of information together—your partners, your money, or relevant healthy communities publications, guides, and books (see Chapter 8).

Best practices are found in a growing body of information on quality-of-life movements (see Chapter 3). Information on best practices that can help planners and decision-makers figure out how to get started in their communities can be found by:

- Surfing the Internet, using key words such as *smart growth, livable communities, walkability, bicycling and walking, new urbanism, etc.*
- Visiting websites for national, state, and local planning organizations. Often they post their ordinances, recommended policies, and design guidelines. Finding a community with demographics similar to your own that has experienced success in creating an active community can be very helpful.

Implementation Mechanisms

Several implementation mechanisms are in place throughout planning departments and local governments across Michigan. Chief and perhaps the most powerful among these is the zoning ordinance. Zoning can regulate everything from density to open space and all that falls in between.

If mixed-use development is determined to be the key to a more active community, its inclusion in the zoning ordinance and the subdivision regulations is critical. If sidewalks are desired in new developments, they must be reflected in the zoning ordinance. Unfortunately, supportive planning commission members and staff will be unable to help if these aspects are not in the ordinance, but your relationships with them will help. Start discussions about adding in important implementation mechanisms that foster healthy communities. If at first an existing ordinance blocks progress, don't give up! Talk with decision-makers and keep requesting supportive changes to existing ordinances.

Example:

1. Higher density, with a more compact design.
2. Mixed uses (commercial/business districts, residences, schools, churches) with design guidelines to ensure that the buildings remain at a human scale and proportion.
3. Connectivity among destinations and transportation options.
4. Required bicycle or pedestrians facilities (sidewalks, crosswalks, bicycle parking, etc.).
5. Open spaces and parks.

GET INVOLVED!

It is important to remember that the local planning department views public input as a necessary component of any good plan. When a formal public input meeting is called, make sure that the room is full of healthy-communities advocates. Have your coalition prepared to make short presentations and to write follow-up letters. The opportunity to provide public input is an important juncture.

In an effort to create transportation projects that increase the quality of transportation, quality of life, and the vitality of our communities, context sensitive design was introduced as another important

implementation mechanism. In 2003, Governor Granholm issued a directive outlining several strategies for the Michigan Department of Transportation (MDOT) to incorporate context sensitive design whenever feasible. Under the directive MDOT will:

- Create educational programs for staff and consultants to develop the skills necessary to implement context sensitive design for transportation projects; and
- Develop policies and procedures to expand utilization of context sensitive design principles.c

Site Design and Project Review

Most planning jurisdictions have established site design and project review requirements, especially in downtowns and historic districts. Typically, Michigan communities require the planning commission to review a project before it goes on to the governing body. Through a standard review process, the planning commission ensures that the proposed project meets all zoning ordinance requirements. It is important to remember, however, that not every project will go before the planning commission. Smaller projects may be handled by planning staff, or even the city or township manager. Check with your local planning department to find out the parameters of your community.



Context sensitive design is the collaborative, interdisciplinary approach involving stakeholders for the development of a transportation facility that considers its physical setting and preserves scenic, aesthetic, historic, and environmental resources, while maintaining safety and mobility.

Special Requirements

A planning board can make certain special requests before approving a project through a process called “special use.” A special-use review allows a planning board to recommend that the project meet additional requirements, such as making the project compatible with the adjoining uses or with the neighborhood in which will be developed. As a general rule, however, the planning commission cannot ask the project to incorporate elements above and beyond what is required by the ordinance. Therefore, it is crucial that healthy-communities elements are included in the zoning ordinance and subdivision regulations prior to project review.

DOES YOUR COMMUNITY HAVE THE FOLLOWING SITE-DESIGN ELEMENTS IN ITS ZONING ORDINANCE OR SUBDIVISION REGULATIONS?

- An emphasis on security, through lighting and increased visibility.
- Protection from traffic (e.g., adequate buffers, sound considerations).
- Buildings oriented to the street.
- Zero or minimal setback requirements for buildings.
- Integrated public art.
- Architecture and appearance that is compatible with the neighborhood and that encourages pedestrian activity.
- Street trees, landscaping, open spaces.
- On-site pedestrian and bicycle facilities, particularly when there are several destinations within one site.

Public Facility Siting Decisions

Most planning jurisdictions, whether municipality or county, will have to determine appropriate sites for public facilities such as libraries, post offices, city/town hall, parks, and community centers. The exception is school siting; selection of a site is decided by the school district.

These important facilities are common destinations. Sometimes there is a tendency to locate public facilities in a greenfield area, because of lower land costs and the opportunity to build a new building. When planned with sensitivity to the area and surrounding uses, greenfield development can offer opportunities for active living. Alternatively, careful reuse of existing buildings, or infill development, can also achieve these results. The goal with either is to strive to locate these important community facilities near where people, live, shop, worship, and play.

Buzzword: Greenfields are areas where no development pattern currently exists. They may be farms, pastures, or previously undeveloped land.

A Final Word on the Five Intervention Points

These five intervention points provide a framework in which interested citizens can get involved in community design and land use planning. It bears repeating that the most important thing is *getting* and *staying* informed on what is going on in your community. This sort of knowledge depends on key relationships within the planning, political, and development communities. These strategic relationships will allow you to take advantage of the intervention points in a manner that produces results.

Understanding where an impact can be made and where it is not possible enhances your reputation with the planning staff and planning commission members. An informed advocate is welcome in most circles; an uninformed advocate who stomps his feet without having done his homework rarely is.

POLICY STATEMENTS FOR LAND USE PLANNING

Below are suggested policy statements, with several examples and accompanying strategies that may help you as you work with your local planning staff and commission. These particular policy statements may not be the best fit for your community, but can be a starting point for thoughtful discussion and collaboration. Your planner may already have some of these ideas in mind but lack the support that he or she needs to start working on them. Your efforts may be able to bring public attention and support to these ideas. Start looking over existing zoning ordinances, meet with your local planner or trusted planning commission member, and identify which of the following statements might work best within your community.

Policy 1: Revise zoning ordinances to encourage and facilitate a network for pedestrian and bicyclists.

- Require sidewalks on both sides of all public streets, ensuring that they connect to building entrances.
- Encourage a greater mix of uses and housing choices in neighborhoods and communities.
- Offer development incentives.
- Cluster buildings and activities.
- Orient buildings toward the street and sidewalk.
- Promote increased visibility with lighting and building site designs.

Overlay zones—which permit a special application of land use and building design standards in a targeted area—and **planned unit developments (PUDs)** are two examples of tools that can be used to create mixed-use and walkable communities.

- Plant street trees.
- Reduce the amount of required off-street surface parking (e.g., change minimum to maximum parking requirements).
- Avoid blank or dull facades.
- Promote quality architectural and landscape design.
- Use innovative zoning tools to encourage mixed-use communities and buildings.

Policy 2: Encourage traffic-calming approaches, innovative street layout, and design.

- Require building and site design that makes commercial and/or business districts more walkable.
- Connect developments, parking lots, greenways, and walkways.
- Ensure that civic buildings are sited in greenfield areas and are part of a planned, walkable community with a mix of uses.
- Incorporate transit-oriented development (TOD) and traditional neighborhood development (TND) principles into existing land development regulations.
- Take advantage of planned unit and residential development (PUD, PRD) guidelines to encourage mixed-use communities.

Policy 3: Utilize traffic-calming approaches, innovative street layout, and design.

- Utilize context sensitive designs (www.fhwa.dot.gov/csd/ or www.pps.org/vss/cssonline.htm.)
- Prioritize and implement streetscape improvements.
- Develop on-street-parking policies.

Policy 4: Earmark capital improvements programs for mixed-use development or multimodal enhancements.

Policy 5: Utilize financial set-asides.

Policy 6: Avoid linear (strip) development by promoting the construction of “activity centers:” clusters of shopping, services, employment, and public activity that will broaden the choices and opportunities of citizens to live, work, shop, worship, visit, and attend school in the area.

- Convert declining shopping malls and strip commercial streets into mixed-use developments.
- Concentrate critical services near homes, jobs, and transit.

The above policy statements are examples taken from:

- City of Hendersonville Principles of Growth Steering Committee, “The City of Hendersonville Principles of Growth.” (May 2002) Contact City of Hendersonville, N.C. Planning Department.
- The Smart Growth Network and The International City/County Managers Association, “Getting to Smart Growth: 100 Policies for Implementation” (2002) Found at www.smartgrowth.org/pdf/gettosg.pdf

Many other examples exist. Surf the internet to find the ones best suited for your community.

Investigate local government websites and look for zoning ordinances, growth principles, and small-area or neighborhood plans for innovative ideas.

TRANSPORTATION PLANNING

The key window of opportunity for transportation planning in Michigan is the State Transportation Improvement Program (STIP). But even more important is to understand that almost everything in the STIP first comes from a local or regional plan. Trying to insert something into the STIP without its first being part of a plan—a transportation plan with at least a 20-year planning horizon per federal regulations, or a pedestrian plan, etc.—will result in failure more often than not if the project sponsor is seeking federal funds or a federal action is required. To create more healthy communities, you must understand how the STIP works.

The STIP includes projects from many Michigan Department of Transportation (MDOT) departments, including highways, enhancements, public transportation, rail, and non-motorized facilities. MDOT develops a new STIP every two years. Communities are given an opportunity to offer input through their MPOs and Rural Task Forces. But remember, if it's not in a long-range transportation plan, it's not likely to appear in the STIP.

Another key element in the funding of transportation planning is the Safe, Accountable, Flexible, Efficient Transportation Equity Act: a Legacy for Users, otherwise known as SAFETEA-LU. SAFETEA-LU is a \$244.1 billion, five-year federal transportation funding bill passed by Congress and signed by the President on August 10, 2005 and replaces the Transportation Equity Act for the 21st Century (TEA-21). The bill authorizes funding for fiscal years 2005 to 2009. Under SAFETEA-LU total spending on transit programs and projects will reach \$52.6 billion, while spending on highway programs and projects will reach \$233.9 billion between the years of 2004 and 2009.



What this new legislation means for Michigan:

- SAFETEA-LU is projected to provide Michigan with approximately \$239 million more in federal highway funds each year than we received under TEA-21.
- Michigan will receive \$108 million per year in public-transit funds from 2006 through 2009—an increase of \$28 million per year or 39 percent over the funding that Michigan previously received.
- Increased highway and transit funding translates into more jobs for Michigan.
- Michigan will get back more of the federal gasoline-tax revenue that we send to Washington, D.C.; under TEA-21, Michigan's return was 90.5 cents on the dollar; by the end of SAFETEA-LU, Michigan's return will be 92 cents on the dollar in 2009.
- MDOT will reassess its Five Year Transportation Program in the context of this new legislation and make adjustments based on available funding and system condition goals.
- Many new programs that will benefit the citizens of Michigan are included in the new bill.
- SAFETEA-LU includes earmarked funding for 171 transportation projects in Michigan, with a total value of \$643,304,000.
- MDOT is in the process of reviewing this massive, 1,700-plus-page legislation; please check for updates and additional information.d

As communities update their transportation plans, they must address multimodal transportation needs. Multimodal transportation includes bikes, pedestrians, transit, rail, and in some cases local streets rather than just highways. As time goes on, more communities will be using their new multimodal transportation plans to determine priorities and thus what they request for STIP inclusion. If a community does not yet have an adopted multimodal plan, other plans that can identify projects for STIP inclusion include bicycle and pedestrian plans, greenway plans, and public-transit plans. Investigate what plans your community already has in place and encourage the inclusion of bicycle and pedestrian projects in the STIP as well as in the local capital improvements budget.

For urban areas, plans are reviewed, public input is heard, and projects—typically selected from the transportation plan—are placed onto a Priority Needs List or in the current Transportation

Improvement Program through a project-selection process developed by the MPO or Rural Task Force. For rural and nonurban areas, plans are reviewed, public input is gathered, and projects are selected and placed directly in the STIP. Let's explore both scenarios in more detail.

Urban Areas

Metropolitan Planning Organizations (MPOs) were discussed in Chapter 3. For review, Michigan has 20 urbanized areas or municipalities with a population of 50,000 or more and 12 MPOs. For these areas, transportation priorities are developed by MPOs in conjunction with the MDOT Statewide Transportation Planning Division. They work together in planning and producing metropolitan STIPs.

Each MPO has two committees: the Transportation Policy or Executive Committee (TPC) and the Technical Coordinating Committee (TCC). The TPC and the TCC identify community needs and make transportation project recommendations for the Priority Needs List for their planning area. Note that:

- The TPC is a governing board and consists of the local elected officials from the governments represented in the MPO planning area.
- The TCC serves a technical advisory function and consists of township managers and staff as well as transit and other transportation planners.
- The TPC and TCC often have a citizen advisory group, or seek out information and feedback from bicycle and pedestrian task forces or transit groups.

Non-urban Areas

Rural Task Forces were discussed in Chapter 3. For review, almost all nonmetropolitan counties and townships are organized within Rural Task Forces. For these areas, transportation priorities are developed by MDOT in consultation with local transportation providers.

All Communities

The STIP is updated every two years and includes a three-year capital improvements horizon. Each STIP cycle includes public hearings and other opportunities for public input. When existing STIP projects are advanced or completed, there is opportunity for new projects from the Priority Needs List to move onto the STIP. For a healthy-communities Advocate, this is a key process to know and understand. Getting healthy communities projects into the transportation plan (on a mode-specific plan) and on the Priority Needs List, both *incidental* and *independent* (see box), will increase the likelihood of their being placed on the STIP.

A good rule of thumb is to communicate with the appropriate decision-makers, whether they are part of an MPO/Rural Task Force or not. Without their buy-in and support, a project is less likely to move forward. For both MPOs and Rural Task Forces, make sure their voting members are familiar with the bicycle and pedestrian needs of your community. Make a formal request that these needs be placed in plans and on the Priority Needs List. As always, the key is clear communication with the appropriate decision-makers.

Incidental Projects are part of a planned highway bridge improvement and are considered incidental (e.g., paved shoulders, wide outside lanes, bicycle lanes). These projects are built with a mixture of state and federal funds as part of overall highway improvement.

Independent Projects are separate from any other scheduled highway improvement and are considered independent projects (e.g., off-road bike and pedestrian paths or greenways, bicycle parking, bicycle maps).

Summary for Influencing the STIP Process

1. Work with your local elected officials. Make sure your local elected officials know that you want the STIP to reflect multimodal projects. In order to get a specific project on the STIP, you must inform the local government officials who communicate with MDOT. This applies equally to MPOs, Rural Task Forces, and communities not part of a planning organization.
2. Work with MDOT regions and Transportation Service Center Offices in your community. To find a complete listing of MDOT regions and TSC locations please refer to the MDOT website at www.michigan.gov/mdot/. By law, MPO members and MDOT must work together to collect the needs of their region and to review the STIP. Let them know what your community wants.
3. Make it known to MDOT. Put your desires and comments in writing and forward them to MDOT or to the Director of Transportation via either your MPO or your MDOT regional office.

MICHIGAN LONG-RANGE TRANSPORTATION GOALS FOR 2000-2025

The Michigan Long-Range Transportation Goals for 2000–2025 were created by the Michigan Department of Transportation (MDOT) as a means of creating a transportation environment that meeting the needs of our communities and residents through greater connectivity, increased access and safety, modernization, and intermodalism.

The goals and recommendations outlined below were created to ensure that future needs and accommodations for changing technologies are met in a successful and efficient manner.

The recommendations are as follows:

- Preserve our current mobility.
- Modernize the transportation system.
- Improve the management of our transportation assets at all levels.
- Improve the safety and security of transportation systems.
- Improve intermodal connectivity between modes of transportation.
- Improve connectivity and continuity within modes of transportation.
- Identify transportation revenues for the future.
- Implement the state long-range plan throughout the MDOT regions.

The eight goals of the state long range plan provide direction for all transportation programs using federal funds. The goals are the following:

- **Preservation:** Within the constraints of state and federal law, make direct investment in existing transportation systems to effectively provide safety, mobility, access, and intermodal connectivity; support economic activity and the viability of older communities; and ensure that the facilities and services continue to fulfill their intended functions.
- **Safety:** Promote the safety and security of the transportation system for users and passengers, pedestrians, and motorized and non-motorized vehicles.
- **Basic Mobility:** Work with the general public, public agencies, and private sector organizations to ensure basic mobility for all Michigan citizens by (at a minimum) providing safe, effective, efficient, and economical access to employment, educational opportunities, and essential services.
- **Strengthening the State's Economy:** Provide transportation infrastructure and services that strengthen the economy and competitive position of Michigan and its regions for the 21st century.
- **Transportation Services Coordination:** Create incentives for coordination between public officials, private interests, and transportation agencies to improve safety, enhance or consolidate services, strengthen intermodal connectivity, to maximize the effectiveness of

investment for all modes by encouraging regional solutions to regional problems.

- **Intermodalism:** Improve intermodal connections to provide “seamless” transportation for both people and products to and throughout Michigan.
- **Environment and Aesthetics:** Provide transportation systems that are environmentally responsible and aesthetically pleasing.
- **Land Use Coordination:** Coordinate local land use planning, transportation planning and development to maximize the use of the existing infrastructure, increase the effectiveness of investment, and retain or enhance the vitality of the local community.

POLICY STATEMENTS FOR MULTIMODAL TRANSPORTATION PLANS

To achieve a community that encourages daily physical activity through regular tasks such as running errands, commuting to work, and walking to school, bicycle and pedestrian facilities must be incorporated into local transportation and land use plans. Planning for multiple modes of transportation—vehicles, bikes, pedestrians, wheelchairs—will increase the opportunities for people to be more active on a daily basis.

Legislation passed in summer 2001 now requires that all revised transportation plans be multimodal. Take advantage of this opportunity by offering to assist the municipality or MPO/Rural Task Force staff in gathering information and resources related to a multimodal plan.

Below you will find a list of suggested policies designed to achieve a multimodal transportation plan, including objectives and examples when appropriate. As always, use what is applicable for your community and modify what is not.



Policy 1: Transportation and land use planning are integrated and complementary.

- Incorporate policy statements in both the land use and transportation plans to reflect a commitment to multiple modes of transportation.

Policy 2: Multiple modes of transportation are an integral part of daily life.

- Promote the integration of multiple modes of travel into existing and future transit patterns, paying particular attention to facilities and connectivity.
- Utilize multimodal checklists in the development review process.
- Establish an office and staff dedicated to promoting bicycling and walking.
- Work with regional and local public-transit providers to develop a public-transit system reflective of community needs.

Policy 3: Direct, convenient, and continuous connections will exist throughout the community/municipality/township.

- Provide a continuous network for pedestrians and bicyclists, utilizing through-block pedestrian connections and shorter blocks.
- Promote direct bicycle and pedestrian access to transit centers and other destinations.
- Create a continuous network of streets, allowing for future street extensions and connections.
- Limit distances between sidewalks, transit stops, and building entrances.

Sidewalks should be constructed at least five-feet in width, with a minimum two-foot planted strip between motorist traffic and the sidewalk, with a six-foot planting strip preferred when on-street parking is not present.

Policy 4: Appropriate facilities will exist for multiple modes of transportation, including but not limited to driving, bicycling, walking, and public transit.

- Encourage and identify multimodal or “shared” streets when appropriate.
- Accommodate pedestrians and bicyclists within street rights-of-way.
- Dedicated bicycle lanes, wide paved shoulders, or wide outside lanes, as appropriate, should be considered to accommodate bicycle traffic.
- Transit stops should be part of a connected, continuous network (bicycle, pedestrian, and vehicular traffic).
- Provide adequate sidewalk space for pedestrians, including sidewalk design standards.
- Reduce block lengths.
- Allow two-way traffic on streets whenever possible.
- Encourage on-street parking.
- Decrease roadway turning radii.
- Promote weather-protection designs for all modes.

Policy 5: Planning staff will work cooperatively with representatives from public schools, regional governments, the MDOT Division of Bicycle and Pedestrian Transportation, and the MDOT Traffic Engineering and Safety Systems Branch to design and promote safe routes to schools.

- Promote the selection of new school sites based on proximity to neighborhoods, as well as a balanced view of bicycle, pedestrian, and vehicular traffic.
- Improve traffic safety around schools by providing bicycle and pedestrian facilities.
- Strategically locate bus stops along pedestrian-friendly routes.

Policy 6: To ensure safety for all motorists, bicyclists, pedestrians, and transit users, roadway designs other than five-lane, undivided highways are encouraged when expansion or widening projects are being considered.

Policy 7: With any road improvement or widening project, multimodal facilities are considered.

Policy 8: In order to have a safer environment for all users, access-management approaches will be utilized wherever possible.

- Minimize driveways or major streets through spacing and shared-use requirements.
- Provide turn lanes and restrict turning movements in and out of driveways to limit the number of conflict points at each driveway.
- Encourage connections between parking lots to connections with adjacent local streets and sidewalks.
- Provide sufficient spacing between driveways and intersections.
- Simplify intersections to reduce conflict points.

Policy 9: To relieve traffic congestion while still accommodating pedestrian and bicycle movement, alternative design solutions will be examined and utilized as appropriate.

- Explore street conversions or “road diets” for roads with four or more lanes.

The previous policy statements were adapted from:

- City of Hendersonville Principles of Growth Steering Committee. “The City of Hendersonville Principles of Growth.” (May 2002) Contact City of Hendersonville, N.C. Planning Department.
- N.C. Department of Transportation, Public Transportation Division, Report 1—“Introduction to Issues. The Land Use-Transit Connection: Creating Livable and Sustainable Communities in North Carolina” (September 1999).
- N.C. Department of Transportation, Public Transportation Division, Report 2 —“Tools and Experiences from Other Communities. The Land Use-Transit Connection: Creating Livable and Sustainable Communities in North Carolina”(March 2000).

Many other examples exist. Surf the Internet to find the ones best suited for your community. Investigate local government websites and look for their zoning ordinances, growth principles, and small-area or neighborhood plans for innovative ideas.

DEVELOPING A LOCAL BICYCLE AND PEDESTRIAN PLAN

One of the best things a community can do is to have its local government adopt a bicycle and/or pedestrian plan. An adopted plan will indicate a concerted local effort to improve bicycle or pedestrian transportation and safety. The plan provides a guide of established priorities to work toward ensuring that bicycle and pedestrian elements are included in the local thoroughfare or transportation plan.

Process

1. Identify goals and objectives for improving bicycle and pedestrian transportation. Here are several examples:
 - Creation of comprehensive bicycle and pedestrian networks (including greenways where possible).
 - Construction of needed facilities.
 - Implementation of policy changes.
 - Elimination of hazards and barriers (see ADA Guidelines).
 - Education to heighten motorists' awareness of cyclists, and cyclists' understanding of road-riding rules.
2. Collect data and analyze local conditions using these suggested approaches:
 - Conduct one of the following active community environments assessments: Healthy Community Checklist (HCC), or the Promoting Active Communities Assessment Tool (see Chapter 7).
 - Research existing bicycle and pedestrian travel.
 - Gather existing transportation plans (MPO plans, county/city transportation plan).
 - Gather land use plans (both county and city, if available).
 - Map or identify major points of origin and destination (shopping, schools, parks, residential, recreational, libraries, institutions).
3. Develop a project "wish list." Be as specific as possible, noting municipal and state road projects.
4. Prioritize the top five needs and projects.
5. Utilize existing Design Guidelines and Recommendations within your document.
6. Draft a plan. You'll need to decide whether you want to create separate plans or a combined bicycle and pedestrian plan. It will depend on your community, its capacity, and its commitment to carry out your plan.
7. Take the plan to the local coalitions, and bike- and pedestrian-advocacy organizations for review and approval.
8. Seek review from MDOT Bike/Ped Division and Statewide Planning Branch, as well as local planners, chambers of commerce, Main Street organizations, and other community groups/leaders.
9. Make revisions.
10. Prepare the final plan for governing-body review and adoption.



A good resource for design guidelines and recommendations is:

The Pedestrian and Bicycle Information Center, found online at www.bicyclinginfo.org or www.walkinginfo.org. Its site includes downloadable images, recommended policies, and text useful in developing bicycle and pedestrian plans.

FUNDING FOR BICYCLE OR PEDESTRIAN PROJECTS

The MDOT system has several funding options for bicycle or pedestrian improvements. But MDOT is not the only funding source for such projects. There are also local and federal funding options, as well as national organizations and foundations. Below are several funding options in Michigan. The key is to investigate what is currently available presently and be ready to write proposals.

Six Funding Strategies in Michigan

1. Position a project as an improvement to an existing road project included in the State Transportation Improvement Plan. Depending on the road jurisdiction, these sorts of *incidental* projects, once included in the STIP, will be reviewed by MDOT's Project Planning Division for

Here's a TIP for you: If a community wants a bicycle and pedestrian project as part of an existing road project, it should be put into the STIP. If your project is placed on the STIP, do not assume that it will be selected for construction. It has a chance, but it must endure feasibility studies, coincide with budgeted allocations, and be supported. In addition, as it moves through the process, different divisions within MDOT review STIP projects (Bike/Ped Division for one). There are also several different phases (planning, design, right-of-way acquisition, construction, etc.) through which the project must pass. The local government should have a representative or group follow the project as it moves through different phases to ensure implementation.

state trunk lines or by the MPO/Rural Task Force for local roads. MDOT's Non-Motorized Transportation Planning Staff may also be involved in the review. If these groups are familiar with your project and your community's plans for bicycling and walking, they will make more informed and potentially favorable decisions regarding your request.

2. Make the bicycle or pedestrian improvements an *independent* project in the STIP, such as a greenway or bicycle-parking facilities around a downtown area.
3. Work with the MDOT region and/or TSC office to request funding for spot improvements or smaller projects. The first step is to contact the Region Engineer, explain the request, and then ask for solutions. Possible examples are raising storm-drain grates to grade, making safer railroad crossings, and painting crosswalks around the schools. The sum of money to which a region or TSC office has access is typically not large, so keep the request small.



4. Take advantage of statewide initiatives offered through MDOT Bureau of Transportation Planning. Possible examples are safety education initiatives and/or helmet promotions. It is important to coordinate with bicycle and pedestrian program planning staff to accomplish these types of initiatives; they may be just the projects to jump-start local bicycle or pedestrian projects on a broader scale.
5. Seek funding through the state Enhancement Program, authorized by SAFETEA-LU and administered by MDOT.
6. Local funding options may include a township's capital improvement budget, a bond referendum, public/private partnerships, and development requirements. An example of funds that may be available because of a development requirement is contributions made to a sidewalk fund in lieu of construction.

Funding Sources for Non-Motorized Transportation and Trails⁵

Federal Funding Sources

TEA-21 Funding Categories: Bicycle/Pedestrian Considerations.

TEA-21 offers a great degree of flexibility in spending federal funds for transportation purposes. As a result, bicycle and pedestrian projects are eligible for funding under many funding categories. The following federal funding categories can fund bicycle and pedestrian projects.

Transportation Enhancement Activities (TEA). "Provision of facilities for pedestrians and bicycles, pedestrian and bicycle safety education activities," and the "conversion of abandoned railway corridors to trails" are explicitly listed among the eligible activities under this category of funding. MDOT is responsible for administering the funds.

Anyone can sponsor a project, but must apply through an eligible applicant. Eligible applicants include all governmental entities that receive fuel-tax revenues; such as city and village road agencies, all county road commissions, public-transit agencies, MDOT, and the Michigan Department of Natural Resources. Applications are accepted year-round, and the projects require a 20 percent match. The average match in Michigan has been more than 30 percent.

Congestion Mitigation and Air Quality Improvement Program (CMAQ). The CMAQ program was created to reduce congestion on local streets and improve air quality. Funds are available to urban communities designated as "non-attainment" areas for air quality, meaning that the air is more polluted than federal standards allow. Pedestrian and bicycle projects are eligible projects for CMAQ funding.

Scenic Byways Program. Grant money can be used for the construction along (scenic) highways of facilities for the use of pedestrians and bicyclists. TEA-21 authorizes the use of federal funds to identify and designate federal, state, and local scenic byways. These byways, typically back roads, are intended to showcase areas of great beauty and rich history. Funds may be spent on the construction of facilities for pedestrians and bicyclists along these designated highways.

Safe Routes to School. The Safe Routes to School (SR2S) Program is administered by MDOT, and funds are used to create safe routes to urban and rural elementary schools. SR2S is an international movement to make it safe, convenient, and fun for children to walk and bicycle to school. Grant



money is used for engineering projects as well as efforts in encouraging and educating parents on the importance of the use of the safe routes to school.

Recreational Trails Program. The Recreational Trails Program is administered by the DNR, and funds are used to renovate or develop recreational trails and trail-related facilities for both non-motorized and motorized uses. Projects sponsored by local unit of government can be considered for funding if they contribute to DNR program goals and if they are located on DNR land. Applications must be developed jointly with a DNR division/bureau.

Michigan Funding Sources

Section 10k of Public Act 51 of 1951. As amended, Michigan's transportation law (MCLA 247.660k) reserves 1 percent of state transportation funds for non-motorized transportation. But any improvement in a road, street, or highway that facilitates non-motorized transportation by the paving of unpaved road surfaces and shoulders, widening of lanes, or any other appropriate measure is considered a qualified non-motorized facility for the purposes of this section.

Michigan Natural Resource Trust Fund. The objective of the Trust Fund is to provide grants to local units of government and to the state for acquisition and development of lands and facilities for outdoor recreation or the protection of Michigan's significant natural resources. Applications are evaluated on established criteria such as resource protection, water access, and community recreation. At least a 25 percent match for both acquisition or development projects is required from local applicants. Recommendations are made by the Michigan Natural Resources Trust Fund Board (members are appointed by the Governor) to the state legislature for final approval.

Recreational Improvement Fund. The Recreational Improvement Fund is administered by the DNR and funds are used to renovate or develop recreational trails and trail-related facilities for both non-motorized and motorized uses. Projects sponsored by local units of government-can be considered for funding if they contribute to DNR program goals and if they are located on DNR land. Applications must be developed jointly with a DNR division/bureau.

Local Funding Sources

Transportation Improvements Program (TIP) and Capital Improvements Program (CIP). Non-motorized improvements, especially those located within road rights-of-way, are most likely to be funded as incidental parts of larger transportation projects, and thus should qualify for the same transportation funds as the rest of the roadway construction or improvement projects.

Parks and Recreation Budgets. Trailway funding can come from the budgets of willing agencies, which may include local and county parks and recreation departments, the HCMA, or the DNR Parks and Recreation Division.

Downtown Development Authorities. Downtown Development Authorities are formed to promote and fund investment in downtown areas. Districts are defined that qualify for Tax Increment Financing (TIF) and other special funding formulas. Local businesses both benefit from and contribute to these authorities. The public infrastructure improvements that are part of downtown revitalization often include pedestrian facilities and amenities. Bicycle facilities, including bicycle parking and bikeway implementation, may also be accomplished within these infrastructure improvements.

Millages, Bonds, and Assessments. Local, county, or state millages and bond issues may be passed by voters or governing bodies. A number of Michigan communities—for example, Ann Arbor, Rochester Hills, Grosse Ile, Novi, and West Bloomfield Township—have millages for park operations,

maintenance, development, and land acquisition. This can be one of the most effective approaches for funding a greenway or local trailway system initiative.

Utility Leases. Public greenway/trailway corridors can obtain lease revenue from compatible uses, such as buried pipelines or communication lines. There can be one-time payments for acquisition or development or annual payments for operation and maintenance.

Private Funding Sources

American Greenways Dupont Awards Program. Administered by the Conservation Fund, in partnership with Dupont and the National Geographic Society, this program provides grants of \$500 to \$2,500 to local greenways projects. These grants can be used for activities such as mapping, conducting ecological assessments, surveying land, hosting conferences, developing brochures, producing interpretive displays and audiovisual material, incorporating land trusts, and building trails. Grants cannot be used for academic research, general institutional support, lobbying or other political activities. The submission period for grant applications is September 1 to December 31.



DALMAC Fund. Established in 1975 to promote bicycling in Michigan, the DALMAC Fund is administered by the Tri-County Bicycle Association and supported by proceeds from the DALMAC (Dick Allen Lansing to Mackinaw) bicycle tour. The Fund has supported safety and education programs, bicycle trail development, statewide bicycle organizations and route-mapping projects. Applications must be submitted between January 1 and April 1. Grants are awarded from June to August.

Recreational Equipment Incorporated (REI) Environmental Grants. Nonprofit organizations are eligible for funding but must be nominated by an REI employee. This is a recent change, and REI will no longer accept unsolicited grant requests and proposals. REI's charitable giving focuses support on projects that protect outdoor places for recreation and help increase participation in outdoor activities. Grants are primarily organized in two areas, conservation grants and outdoor recreation grants.

Land Trusts. National, state, regional, county, and local private land trusts (or conservancies) can purchase land for resale to public agencies, buy options to protect land temporarily, receive land donations, put together land deals, and provide technical assistance. As private entities, land trusts can often act more quickly than public agencies.

Southeast Michigan GreenWays Initiative. The GreenWays Initiative will help connect the communities of southeastern Michigan through the creation of a connected green infrastructure, including biking and hiking paths, conservation corridors, and habitats among and between communities. The GreenWays Initiative was developed to create opportunities for collaboration and shared environmental awareness and appreciation by the residents of Wayne, Oakland, Macomb, Washtenaw, Livingston, Monroe, and Saint Clair Counties. A five-year program of the Community Foundation for Southeastern Michigan, the GreenWays Initiative is a comprehensive effort that will expand and enhance the region's natural landscape. Two types of grants are available: GreenWays Predevelopment Grants for predevelopment activities and GreenWays Land Grants for the physical construction of greenways and trails.

Businesses. Local businesses are frequent partners in the promotion of non-motorized transportation and trail projects. Public-spirited companies provide meeting rooms, provide small grants, donate copying or printing services on company equipment, or provide free or reduced-fee use of the company's special services. Local firms also sometimes promote bicycling and walking to work by hosting seminars and providing bicycle parking and other incentives.

Friends Groups and Other Organizations. The long-term success of many trail projects and non-motorized initiatives has been due to "friends" groups and advocacy organizations that follow a project through from inception to implementation. Friends groups can also provide a number of services, including physical labor (as through "Adopt-a-Trail" maintenance or construction activities), fundraising, user education, promotion, and actual surveillance of the facility.

Civic groups and school groups can play an important role in supporting non-motorized projects through advocacy, promotion, and hosting events. Local organizations often best understand local needs.

Community and Other Foundations. Private foundations are nongovernmental, nonprofit organizations managed by trustees and directors, established to maintain or aid charitable, educational, religious, or other activities serving the public good, primarily by making grants to other nonprofit organizations. The overwhelming majority of foundation grants are awarded to nonprofit organizations that qualify for "public charity" status under Section 501(c)(3) of the Internal Revenue Code. The following directories might identify sources of funding to support the efforts of organizations wishing to promote non-motorized transportation and trail projects.

Directories of Foundation Funding Sources

- *Guide to Foundation Grants for Rivers, Trails, and Open Space Conservation*, 2ND edition. Prepared by National Center for Recreation and Conservation, National Park Service. June 1996. Available from NPS, (330) 657-2378.
- *Michigan Foundation Directory*. Prepared by Council of Michigan Foundations and Michigan League for Human Services. Available from libraries and the Council of Michigan Foundations, (616) 842-7080. www.cmif.org.
- *The Foundation Directory, and The Foundation Directory Part 2*. Prepared by the Foundation Center. Available from libraries and the Foundation Center, (212) 620-4230. www.fdncenter.org.

1 Michigan's Land, Michigan's Future: Final Report of the Michigan Land Use Leadership Council. August 15, 2003. Accessed: November 3, 2005. URL: www.michiganlanduse.org/finalreport.htm.

2 As presented in an Experts Symposium titled "Planning and Designing the Physically Active Community," hosted by the American Planning Association to develop a Planning Advisory Service. March 2002, Chicago, IL.

3 Executive Directive No. 2003-25. December 23, 2003. Accessed on November 2, 2005. URL: www.michigan.gov.

4 SAFETEA-LU of 2005. Accessed on November 2, 2005. URL: www.michigan.gov/mdot/0,1607,7-151-9621_14807_37755-124084--,00.html.

5 "Funding Source for Non-Motorized Transportation and Trails." Michigan Department of Transportation. 2005.