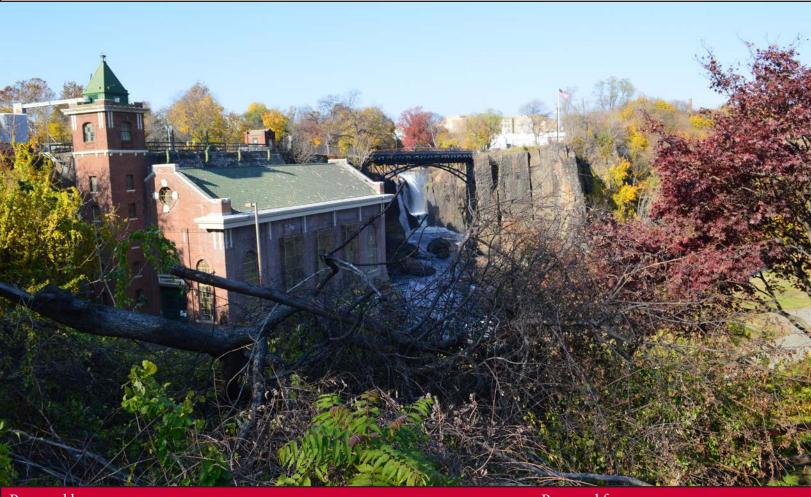


Complete Streets Case Study Passaic County, New Jersey



Prepared by: The New Jersey Bicycle and Pedestrian Resource Center at Rutgers, The State University of New Jersey



Prepared for: The New Jersey Department of Transportation



About

This report was written by Charles Brown, MPA, James Sinclair, and Lisa Cintron, of the Alan M. Voorhees Transportation Center (VTC) at Rutgers, The State University of New Jersey.

The Alan M. Voorhees Transportation Center (VTC) is a national leader in the research and development of innovative transportation policy. Located within the Edward J. Bloustein School of Planning and Public Policy at Rutgers University, VTC has the full array of resources from a major research university on transportation issues of regional and national significance.

The New Jersey Bicycle and Pedestrian Resource Center (BPRC) assists public officials, transportation and health professionals, and the public in creating a safer and more accessible walking and bicycling environment through primary research, education and dissemination of information about best practices in policy and design. The Center is supported by the New Jersey Department of Transportation through funds provided by the Federal Highway Administration.

Alan M. Voorhees Transportation Center

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Figure 1. Market Street, Paterson New Jersey

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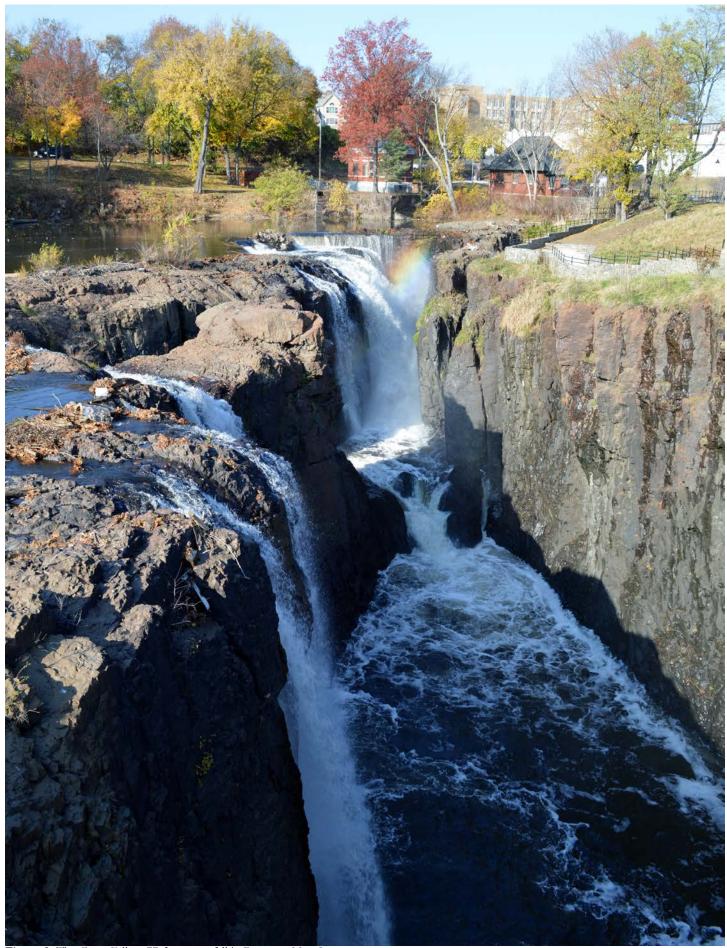


Figure 2. The Great Falls, a 77-foot waterfall in Paterson, New Jersey

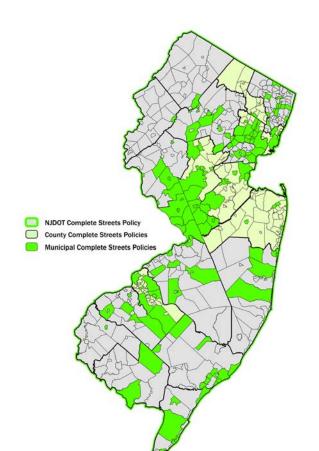
Introduction

In 2009, the New Jersey Department of Transportation adopted a Complete Streets policy which defined a Complete Street as one designed to provide safe access for all users by implementing a comprehensive integrated multi-modal network of transportation options. The benefits include increased safety for all users, connections between origins and destinations, and the promotion of healthier and more livable communities. As of December 2016, 8 counties and 135 municipalities have followed the lead and adopted their own local Complete Streets policy.

Passaic County was the 7th county in New Jersey to adopt a Complete Streets policy and did so in February of 2014. Passaic is the first county in the state to have developed a full Complete Streets implementation plan and framework, entitled "Moving Passaic County: Complete Streets Guidelines." Since then, the county has led by example, designing Complete Streets—and proving its benefits—in communities across the county. The Complete Streets policy in Passaic County was transformed into an actionable program by a Complete Streets Guidelines and Checklist as proven by the county's list of Complete Streets achievements.

The Bicycle and Pedestrian Resource Center, part of the Alan M. Voorhees Transportation Center at Rutgers University, has developed a series of case studies intended to highlight Complete Streets leaders in New Jersey. The purpose of this report, funded by the New Jersey Department of Transportation, is to highlight Passaic County's Complete Streets policy and accomplishments. The report is based on findings provided in interviews with Michael Lysicatos, Passaic County's Assistant Planning Director, and Charles Silverstein, Passaic County's Traffic Engineer.

The report begins with a summary of key findings followed by background information on historical, demographic and land use data collected from county and Census documents. This information is essential in understanding the context of Complete Streets in Passaic County. The report then explores the history of the Passaic County Complete Streets policy, including how the policy was developed, promoted and implemented. Successes and challenges are then highlighted for the benefit of other communities looking to implement Complete Streets and a number of next-steps provide readers with insight into the policy's future. This report will serve as a valuable tool for engineers, planners, elected officials, and advocates who want to move forward with Complete Streets in their communities.



Complete Streets in New Jersey

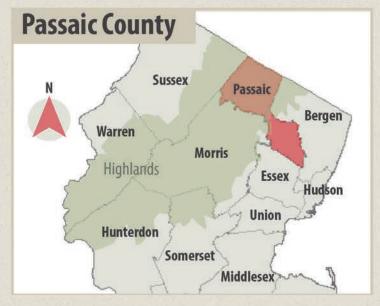
New Jersey is a national leader in the campaign to complete the streets. According to the National Complete Streets Coalition, New Jersey ranked 1st nationally in terms of local policy adoption in addition to NJDOT's award-winning internal policy.

- 1 statewide award-winning policy
- 8 out of 21 counties have a policy
- 134 out of 565 municipalities have a policy
- 40% of New Jersey residents are covered by a municipal Complete Streets policy
- 52% of New Jersey residents are covered by a county Complete Streets policy

As of February 15, 2017

Figure 3. Map of New Jersey showing location of Complete Streets policies

Background Data, 2016

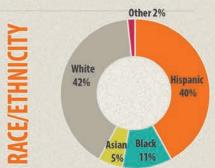


Population

510,916 RESIDENTS

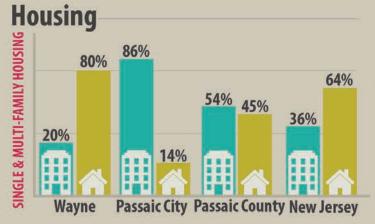


Municipalities within Passaic have large disparities in median age such as Wanague 48.4, Passaic City 30.4



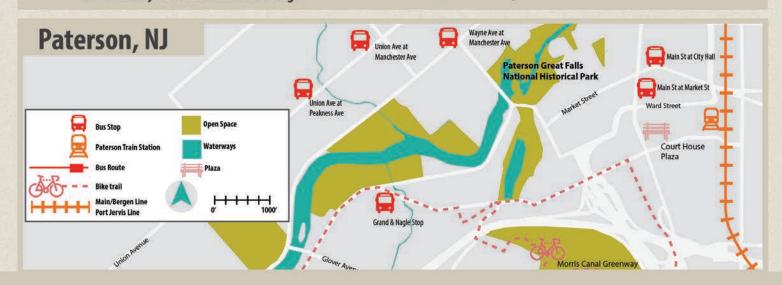
Economics MEDIAN HOUSEHOLD INCOME \$106,357 \$72,062 \$33,964 \$55,954 \$26,922 Wayne Passaic City Paterson County New Jersey

OF RESIDENTS FALL O BELOW THE POVERTY LINE This is nearly TWICE the state average.



The Median Home Value in Wayne Township is

Which is MORE THAN 1.5 **TIMES** that of Passaic City.



Key Findings

Planning for diverse land uses and populations

Passaic County has land uses ranging from densely populated urban centers to rural protected lands. Additionally, municipalities across the county range in demographic characteristics such as age, income and race. The implementation of Complete Streets in Passaic County incorporates consideration for this diversity by providing context-appropriate, yet flexible, planning and engineering guidelines.

Forming key partnerships

The Passaic County planning department has worked collaboratively with the engineering department to develop a vision and implementation plan for integrating Complete Streets throughout the county.

Complete Streets Guidelines and Checklist

As a result of the planning-engineering partnership, the county was able to adopt the Complete Streets Guidelines and Checklist. These two documents provide specific design criteria which transforms the Complete Streets policy into an organized actionable program that provides consistency.

Data driven solutions

Whether looking at the early results of crash data from out-of-state road diets or conducting extensive transportation system analyses via helicopter, Passaic County is dedicated to ensuring their plans are based on facts. Upfront dedication of money and time allows the county to design contextually relevant plans while also tracking measurable outcomes that ensure success and help to promote implementation of additional Complete Streets projects.

Successes

- The Passaic County Courthouse Plaza was transformed from a street to a protected pedestrian plaza which provides a public green space and a connection between the historic and downtown shopping districts.
- The Morris Canal Greenway is a large project spanning the width of northern New Jersey and connects a variety of downtown districts with multi-use trails.
- Shared bicycle lanes, or sharrows, have been installed on roadways throughout the county during road resurfacing projects as a means of quickly targeting "low-hanging fruit" and building Complete Streets momentum.

Challenges

The county has faced a number of challenges—though none have halted Complete Streets progress—including promoting the goals of Complete Streets, providing safety education, and partnering closely with NJDOT.

Next steps

While much has been achieved, the county is by no means finished. The county plans to implement a Complete Streets evaluation in order to identify successes and areas in need of improvement. Additionally, the county is looking forward to implementing NJDOT's Single-Lane Roundabouts and is working on a project that promotes inclusivity of even broader populations through technology.

Background

Passaic County contains approximately 185 square miles of land in Northeastern New Jersey, bordering New York state and carries a rich history. The City of Paterson, the county seat and its second most densely populated municipality, is dubbed the "Birthplace of the American Industrial Revolution" and is also home to the Great Falls National Historical Park (NHP). The county's diverse geography extends from sea level along the Passaic River to more mountainous in the Northwestern region where peaks reach as high as 1,480 feet. Much like the characteristics of the land vary across the county, so too do the demographic and housing characteristics. Just over half a million people reside in Passaic County in a mixture of densely populated urban areas and vast suburban municipalities (Table 1). Table 1. Comparison of population and housing

The abandoned and repurposed factories and mills of the cities of Passaic and Paterson lay in stark contrast to the suburban communities of northwestern Passaic County that fall within the Highlands Region (Figure 4). More than half of the county's 185 square miles are included in the Highlands, where development is more strictly regulated to ensure protection of natural resources. Population densities vary greatly between areas that are included in the Highlands and those that are not. For example, densities range from 22,000 people per square mile in the City of Passaic to just 344 people per square mile in West Milford Township, which is included in the Highlands Region (Figure 5).

Overall, Passaic County has a median income below the state median while the county's median home value

Metric **Passaic County New Jersey** Land area 185 mi² 7,355 mi² Population 510,916 8,958,013 Population per square mile 2,752 1,195.5 Highlands Region 1,250 mi² 131 mi² Median Household Income \$55,954 \$72,062 Median Home Value \$330,800 \$319,900 Median Rent \$1,174 \$972 Housing Type: Single-family 45% 64% Housing Type: Multi-family 54% 36% Persons below poverty line 18.2% 10.8% Median Age 36.8 39.6

exceeds that of the state (see Table 1). However, home values and incomes show diversity across the county. For example, while the county's overall median income is significantly lower than the state median (Table 1), there is great disparity in income and home value amongst Passaic County's municipalities. In the City of Passaic, the median home value is \$285,500 while Wayne Township boasts a median more than one and a half times that of \$450,000 (Figure 6). While the median age for the county is a resilient 36.8 (Table 1), municipalities such as Wanaque face a staggering median age of 48.4 years, which is significantly higher than the state average of 39.6 (Figure 7). These municipalities also witness lower rates of poverty than the more urban areas of the county. Only 3.6% of Wanaque residents live below the poverty line compared to the one-in-three residents in Passaic City. Passaic's urban areas witness higher proportions of residents living in multi-family homes. Single-family homes in the cities of Paterson and Passaic account for approximately 15% of housing, whereas West Milford's single-family units, in direct contrast, account for 85% of housing (Table 1).

Passaic County's suburban municipalities are home to aging populations and lower rates of poverty and these municipalities are less diverse than their urban counterparts. In West Milford, for example, nine out of ten residents are White while less than 0.5% are Black and less than one in ten are Hispanic. Meanwhile, Paterson's population is represented by one in ten White residents, one in four Black and nearly two out of three Hispanic residents. The City of Passaic nearly reverses the racial makeup in West Milford as three in four residents are Hispanic, one in six are White and one in thirteen are Black. The contrast between Passaic County's urban and suburban race characteristics is apparent in Table 2. These disparities are carried through into the forms of transportation utilized.

Table 2. Comparison of race and ethnicity of residents

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Metric	City of Paterson	City of Passaic	Passaic County	New Jersey
White	8.6%	16.4%	42.2%	57%
Black	27.5%	7.3%	10.7%	12.8%
Native American	0.0%	0.1%	0.1%	0.3%
Asian	3.8%	3.3%	5.3%	8.3%
Hawaiian/Pacific Islander	0.0%	0.1%	0.1%	0.1%
Two or More races	0.7%	0.4%	1.4%	2.7%
Hispanic or Latino	59.3%	71.7%	40.2%	17.7%

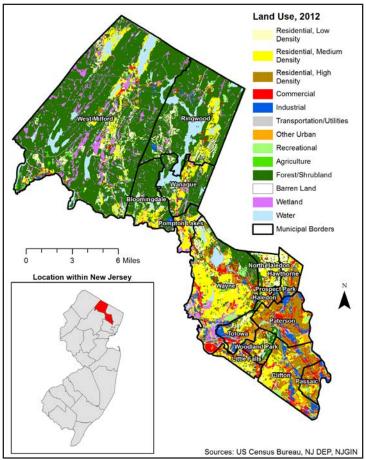


Figure 4. Passaic County Land Use Map, 2012

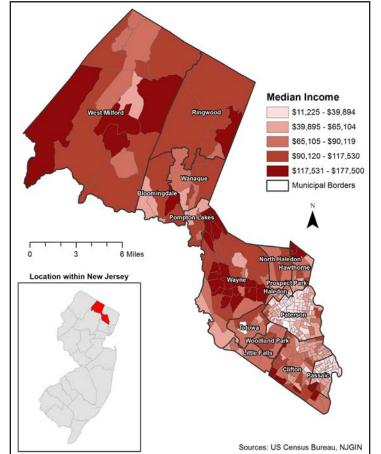


Figure 6. Map of median household income in Passaic County

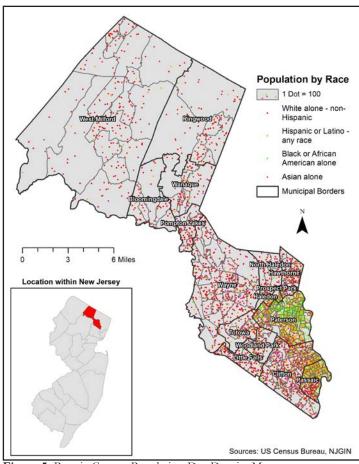


Figure 5. Passaic County Population Dot Density Map

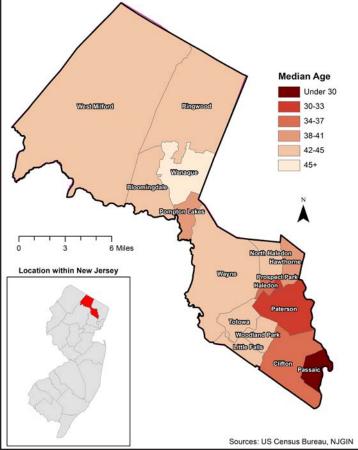


Figure 7. Median age of residents Passaic County municipalities

Transportation

Commute times across Passaic County are generally lower than the state average, with the exception of West Milford where they average nearly 40 minutes (Table 3). Preferred modes of transportation across the county vary greatly. However, in West Milford, more than eight out of ten residents drive alone to work and less than 5% take public transit or walk. Meanwhile, in Passaic City, nearly one in five take public transit, one in ten walk and less than half drive alone. Passaic City witnesses public transit utilization nearly twice the state proportion and walking represents a proportion nearly four times higher than the state.

The increased mass transportation use in Passaic City and Paterson can be attributed to the presence of the Main/Bergen-Port Jervis rail line on both cities, as well as higher rates of households that do not own cars (Figure 9). Although, West Milford is serviced by an NJ Transit bus line into New York City, Paterson and Passaic City are both serviced by a number of local routes as well as routes into New York City and Newark, offering residents more transit options. In addition to the county's rail and bus options, Passaic County includes sections of the Garden State Parkway and Interstates 287 and 80. It is a well-connected county with access to New York state, New York City, and the southern portions of New Jersey.

In addition to Passaic's network of transportation infrastructure, the county offers a variety of parks and recreational opportunities. Apart from the Highlands Preservation Area's nearly 80,000 protected acres, the county oversees more than 16,000 acres of preserved open space and recreation facilities. Trails can be found at parks throughout the county including Ringwood State Park and Garret Mountain Reservation. The county is working diligently to increase pedestrian and bicycle access to parks and key cultural places throughout Passaic. Improvements are being made along the Morris Canal to transform routes along this historic canal into a greenway that connects pedestrians and bicyclists with communities across Passaic County and northern New Jersey. Investments are also being made in the city of Paterson where all modes of transportation are being considered to connect residents and visitors with Great Falls NHP, Paterson's historic district and the downtown shopping areas.

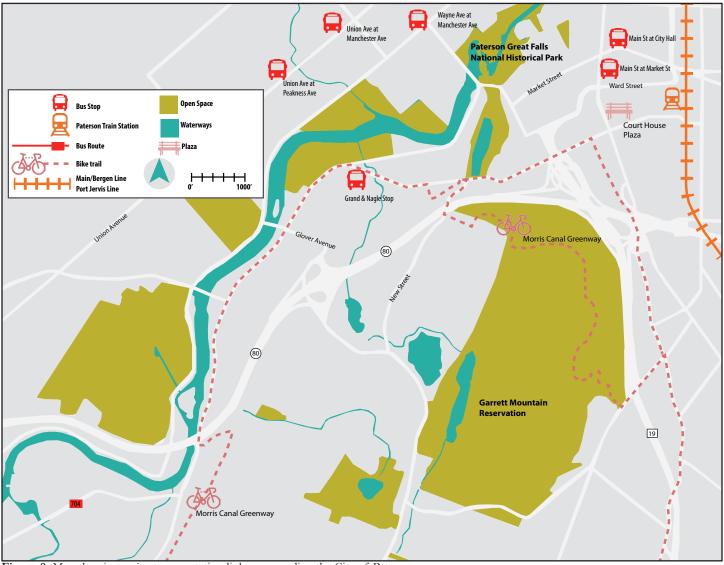


Figure 8. Map showing major transportation links surrounding the City of Paterson

Table 3. Commute time and mode of transportation to work

	West Milford	Passaic City	Passaic County	New Jersey
Drove alone	82%	47%	72%	71.9%
Carpooled	8%	13%	10%	8.3%
Public Transit	3%	17%	9%	10.9%
Bicycle	0%	1%	<0.5%	0.4%
Walked	2%	11%	3%	3%
Work From Home	4%	2%	3%	4%
Avg. Commute to Work	37.9 min.	25.2 min.	26.6 min.	30.70 min.
Average "Walk Score" (walkscore.com)	53 - Somewhat Walkable	93 - Walker's Paradise	-	-

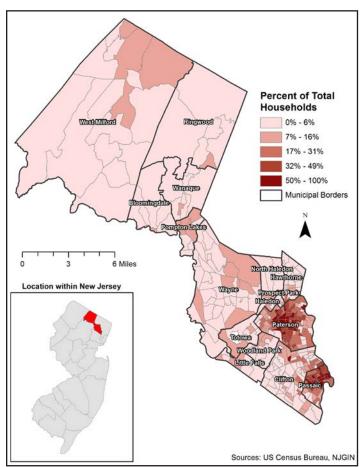


Figure 9. Passaic County households with zero vehicles

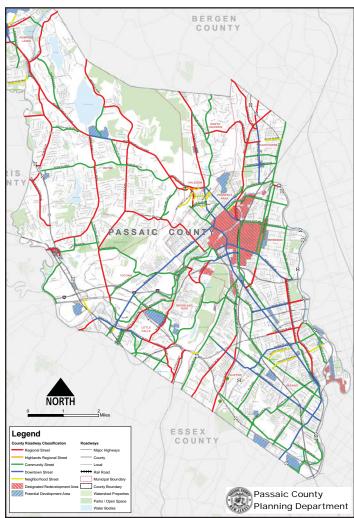


Figure 10. Map from Passaic County Complete Streets Guidelines identifying street classifications

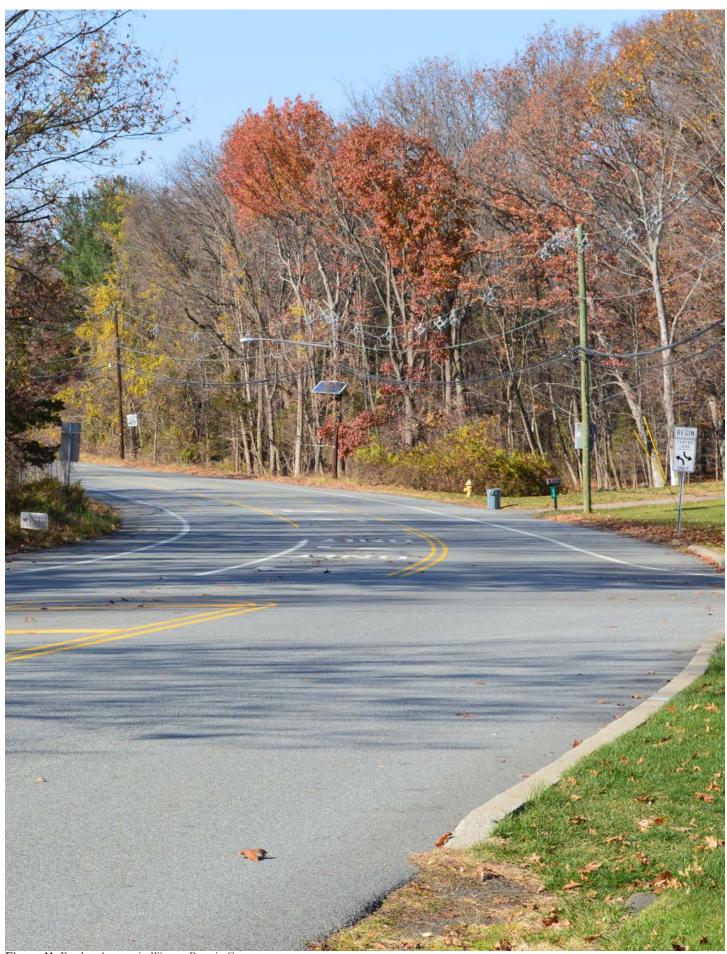


Figure 11. Berdan Avenue in Wayne, Passaic County

Complete Streets Policy in Passaic County

The Policy

Empowered by NJDOT's Complete Streets Policy

In 2003, the Passaic County Planning and Economic Development Department sought to update their outdated Master Plan. The department pushed for the update to include a broad array of transportation topics including transit oriented development, updated land uses, and scenic byways. According to Michael Lysicatos, Passaic County's Assistant Planning Director, the Passaic County planners sought to promote ideals similar to those of Complete Streets even before Complete Streets had an official name. The Planning Department realized the importance of a strong working relationship with the Engineering Department, but struggled to get past some of the planning jargon and promote the public health and safety ideals that are now integral pieces of Complete Streets. Things began to change, however, according to Lysicatos, when the New Jersey Department of Transportation passed the statewide Complete Streets Policy in 2009. This proved an empowering moment for the county. The concept they had been searching for had not only been validated by the state, but highlighted as a statewide priority. Complete Streets in Passaic County began to witness growing momentum and small successes were building up because of the state's Complete Streets policy.

Partnering Closely with Engineering and other Important Stakeholders

By 2009, Passaic County's Planning Department had spent a number of years working to strengthen their relationship with the Engineering Department. This proved to be an essential element in the passing and implementation of Passaic County's Complete Streets Policy. Having spent years chipping away at the silos that separated planning and engineering, the two departments were able to come together with the freeholders and the planning board to update the Master Plan with a variety of specific and actionable goals. Working collaboratively, the two departments were able to create a specific set of technical standards for Complete Streets in the county. Their collaborative relationship translated to such success that it has been recognized by outside organizations. In fact, the two departments were invited to speak about building and maintaining their strong working relationship in order to help other counties in their process. The quality of the Complete Streets program in Passaic County can be attributed to the "County Planning Department's strong and productive relationship with County Engineering, where both sides are passionate about achieving outcomes" (Lysicatos, 11/16). This relationship was essential because when the Bicycle and Pedestrian Master Plan was adopted in December of 2012, it included a mixture of engineering standards and planning ideals so that not only would municipalities know exactly what to expect for county roads in their communities, they could easily use the plan as a reference for incorporating Complete Streets in their own jurisdictions.

Beyond the Engineering Department, Passaic County worked to include all the key stakeholders in the Complete Streets planning process. While the process was largely driven by the Planning Department, with support from the Engineering Department, a number of other groups were also included. Law enforcement was represented to ensure Complete Street designs could appropriately address the needs of emergency vehicles while decreasing accident rates. Regulatory agencies, policy makers and members of the public were also included to ensure their transportation requirements and goals were achieved. Lastly, the Planning Department has worked closely with school representatives to ensure the safety of students, their families and caregivers as they commute to and from school. This is particularly important as some districts do not offer bus services; and so, twice a day, the streets are filled with pedestrians and bicycles, or in some cases additional cars because parents do not feel safe walking with their children through highly trafficked corridors. Improving pedestrian and bicycle safety in Passaic County has required working across numerous departments to implement a relevant Master Plan and Complete Streets Policy.

From Policy to Program

The December 2012 update to Passaic County's Master Plan included a transportation element, which stated that Passaic County would "work toward the creation of 'Complete Streets' so that our roadways better serve all users, including pedestrians, bicyclists, transit users, motorists, senior citizens, and persons with disabilities." With that goal in mind, the transportation element of the Master Plan, "Complete Streets Design Guidelines," was written for a broad audience of professionals from planners to engineers and developers. The guidelines laid out a variety of upgrades and infrastructure options that could be used to meet a range of Complete Streets goals. While a number of detailed options were presented in the Master Plan, the county was careful not to present a one-size-fits-all solution or promote a plan that would sit on a shelf.

Instead, the Planning Department created the Complete Streets Design Guidelines along with the Complete Streets Checklist so that they would, according to Lysicatos, "take the Complete Streets Policy and turn it into an organized actionable program that provides consistency." To achieve the goal of encouraging strategic implementation the Complete Streets Guidelines included a classification for each county road so the correlating guidelines could be easily identified and consistently implemented. The county recognized that different street types would require different solutions. For example, standards varied for general regional streets as compared to regional streets located within the Highlands. Recognizing these differences helps to promote consistency without sacrificing flexibility.

Consistency was further achieved in 2014 when the county passed the Complete Streets Policy and accompanying checklist. The checklist ensures that a number of considerations are made during concept development, including alleviating high crash areas, promoting sidewalk linkages, and creating or expanding pedestrian buffer zones. In addition to supporting the design process, the Checklist is described by Lysicatos as "valuable because it documents the intended outcomes, helps with maintenance tracking, and provides a way to track durability, as well." While the policy, checklist and guidelines are integral, Passaic County's Complete Streets program is data driven and supported by the county's ability to work closely with local communities. (see Appendix for policy and checklist)

Providing Data & Working with Local Leadership

In the early 2000's, before the county has adopted a Complete Streets policy, county planners and engineers were looking to make their roads safer through the use of "road diets." Unfortunately, there was limited data from the county or state that could support their decisions. The county was averse to updating their roads without the consent of the local community and so the acquisition of local data was important bring municipal leadership on board.. Even though the roads in question fell within the county's jurisdiction, the county wanted to prove that safety was the primary motivation at the center of their road improvement plans, so it was important to show the connection between Complete Streets designs and reductions in dangerous crashes.

While statistics from within the state were not available, county Traffic Engineer Charles Silverstein brought in safety metrics from an Iowa crash study, and utilized this information to convince municipal leadership of the importance of planning for all modes of transportation. The county was persistent, with both the engineering department and the planning department presenting the findings from Iowa in front of local council meetings. Police departments and leadership in the more rural towns did not, at first, see the "intrinsic need for bicycle and pedestrian infrastructure," according to Lysicatos. While many municipalities were skeptical, projects moved forward and soon the county was bringing compelling local crash data to council meetings. For example, Figure 12 below depicts Valley Road in Wayne Township where a resurfacing project turned road diet led to the loss of two lanes, the addition of a bicycle lane and clearly delineated pedestrian crossings. According to county data, since this project's completion in 2012, crashes along the road have been cut in half with dangerous crashes having been reduced by more than 60%. These are powerful numbers that were eventually able to help the county overcome some local community's suburban mindsets.



Figure 12. Valley Road in Wayne Township, after a "road diet

Once communities started seeing crash rates, fatalities, and injuries decline in areas where road diets and other Complete Streets measures had been taken, demand grew for such programs. In fact, municipalities started approaching the county to bring Complete Streets to their communities. And while there is often opposition to programs that promote change, the county even received positive phone calls from residents. Achieving this momentum, though, required that the county strategize their Complete Streets implementation such that "low-hanging fruit" was tackled first to build the database of statistics that would prove their case to other towns.

Strategizing Low-Hanging Fruit

Taking on the simplest projects first gave the county a number of rallying points and opportunities to vocalize the successes of their Complete Streets program. This low-hanging fruit took the form of road diets that were tied in with regularly planned resurfacing maintenance. The first set of road diet projects began with wide roadways that were overbuilt in the 1960's based on traffic projections which never materialized. In these instances, it was obvious to local residents that the extra lane capacity was

Category Miles Lane Miles **Percent Share** Total Program 69.3 138.5 16.6 33.1 23.9% Shared Roadway Bicycle Lanes 7.3 14.6 10.5% Traffic Calming 26.8 53.7 38.7% Road Diet 4.0 8.0 5.8% Any CS Treatment 50.7 101.4 73.2%

Table 4. 2012-2015 Resurfacing Programs

not needed. The county was able to provide bicycle lanes and calm traffic to make these roadways safer for all users. Table 4, put together by Passaic County, shows how far the County has come in the process. Through the resurfacing project, the county has added more than 100 lane miles of Complete Streets elements with only about one-quarter of its road network left to resurface.

Funding for Studies to Answer Key Questions

Passaic County has not only been strategic about gathering important metrics in support of their Complete Streets Policy, they have also thoughtfully sought funding for studies that could provide answers to key planning questions and ensure the long-term success of projects. For example, in 2011, Passaic County received a grant from the Association of New Jersey Environmental Commissions (ANJEC) to conduct the Morris Canal Greenway Feasibility Study. The study findings proposed more than 25 miles of trails extending throughout the county, which would bring trail goers within a half mile of nine schools and more than 30 other parks in the county. The time and money that was invested in the study ultimately translated into success as the findings were incorporated as an element of the Passaic County Master Plan. Future plans for the greenway include connecting with a regional trail system to support multimodal transportation connections across northern New Jersey.



Figure 13. The county's rich industrial history has left behind a network of canals, perfect for use as greenways

Passaic County also sought funding as part of the Great Falls Circulation Study, which was supported by the North Jersey Transportation Planning Authority (NJTPA), US Department of Transportation (USDOT), Federal Transit Administration (FTA), and the Federal Highway Administration (FHWA). The study aimed to identify ways in which pedestrian and bicyclist access to the Great Falls NHP and Downtown Historic District could be improved. The target audience for the proposed improvements include visitors and residents, particularly the thousands of school-aged children who walk to the many nearby schools. An innovative traffic study was conducted via helicopter, which Lysicatos described as "labor intensive, but worthwhile" as it provided a wealth of information and feedback on the area's entire system. The data collection involved a helicopter taking one image every second of the entire network of roads, which allowed planners to see how individuals moved through the area. The findings from the study suggest that the Wayne Avenue bridge, pictured below, can be transformed into a "multimodal urban boulevard more consistent with its role as a gateway to the Great Falls NHP and downtown historic district" (Falls study, p 7). In fact, the study showed that during the school rush hour, more than 450 students walk through the area, so the changes aim to promote the avenue's use as a "Safe Route to School." Elements of the boulevard would include reducing vehicular lanes, widening sidewalks and installing curb extensions (image of plans from circulation study). And if the Morris Canal Greenway Feasibility Study is any indicator, the Complete Streets upgrade possibilities for the Great Falls area may be one of the county's next success stories.



Figure 14. The Great Falls are a North Jersey tourist destination



Figure 15. A slip lane was removed to create a small plaza



Figure 16. Wider sidewalks and narrower lanes are coming in 2017

Successes

Passaic County's Complete Streets successes vary greatly, from streets closed to vehicular traffic, to encouraging vehicles and bicyclists to safely share roads ,to promoting pedestrian and bicyclist connections across the county. The cases described below highlight the county's dedication and ability to implement diverse Complete Streets goals.

Courthouse Plaza

Project Duration: 4 months **Cost Estimate:** \$721,000

Source of Funding: Passaic County Open Space Trust Fund

The Passaic County Planning Department worked with the Passaic County Vicinage to bring a welcoming public space to a portion of Hamilton Street directly in front of the Passaic County Court House and Social Services buildings. The central section of what originally was a three-block street was transformed from a roadway open to vehicular traffic into a pedestrian plaza with rain gardens, trees, seating and lighting. The space provides a link to Paterson's historic downtown district and offers residents and visitors alike an enjoyable public space for eating lunch or taking a break. In addition, the county hopes to use the beautified plaza as a backdrop for announcements, concerts and events. The transformation was funded through the Passaic County Open Space Trust Fund, which is a tax approved by residents through a referendum in 1996. The fund generates approximately \$5 million annually for open space, farmland and parks improvements throughout the county.



Figure 17. Downtown Paterson has a rich civic and architectural history



Figure 18. 19. 20. The new plaza has created an attractive public space for visitors and local workers

Morris Canal Greenway

Project Duration: 5+ years **Cost Estimates:** Varies

Source of Funding: ANJEC; Federal Highway Administration's Transportation Alternatives Program; Passaic County

Open Space Trust Fund; North Jersey Transportation Planning Authority; and New Jersey Department

of Environmental Protection's Recreational Trails Program

The feasibility study conducted by Passaic County and funded by ANJEC in 2011 provided the work plan for Passaic County's portion of the Morris Canal Greenway and was adopted as an element in the Passaic County Master Plan. The feasibility study described the greenway as the "centerpiece for all other county projects to connect" as it "seeks to develop multimodal transportation routes, improve pedestrian accessibility to downtown centers, protect environmental sensitivity and sustainability, and promote cultural and heritage tourism within Passaic County" (feasibility study, pg 6). The greenway provides a unique and important element to Passaic County's Complete Streets policy and the policies of municipalities throughout the county. Not only does it provide pedestrians and bicyclists with a safe connection across the county—and in the future, across the state—it also supplies municipalities with a population of pedestrians and bicyclists to draw into their downtown areas. This economic aspect provides incentive to municipalities to adopt Complete Streets policies in their communities and has already influenced a number of municipalities who are currently developing their own policies. Perhaps similar Complete Streets inspiration will be stimulated across the entire greenway, which also runs through the counties of Hudson, Essex, Morris, Sussex and Warren.

Over the course of the last five years nearly two-thirds of the 25-mile greenway has been made accessible and open to the public through a coordinated effort between the county and local municipalities. Sections of the greenway open for public use are included in Little Falls, Great Notch, Woodland Park, Paterson and Clifton. Additional sections in Wayne, Totowa and Pompton Lakes are not yet open for public use. Earlier in 2016, the Borough of Pompton Lakes received grants totaling \$123,000 from the Passaic County Open Space Trust Fund and the New Jersey Department of Environmental Protection. While they estimate needing an additional \$94,000, work will begin in the hopes of completing the Pompton Lakes section in 2018.

Sharrows Throughout the County

Project Duration: Short-term, completed in conjunction with resurfacing projects

Cost Estimates: Varies depending on sharrow style and usually included in a full resurfacing project

Source of Funding: NJDOT; Passaic County Corridor Enhancement Program

Sharrows, or shared-lane markings, are painted onto roadways to encourage drivers to be aware of the presence of bicyclists and to safely share the road. They have been a hallmark of Passaic County's Complete Streets policy. Not only are sharrows being added through resurfacing projects across the county, often the county is investing additional funds to install greenback sharrows, or bicycle markings that are painted on a reflective green surface to more prominently highlight the presence of bicyclists. These greenback sharrows are designed with high-end thermoplastic paint which, although more expensive, are highly reflective and provide longevity and durability. As of 2015, more than 14 miles of roadways had been resurfaced to include sharrows. These projects have been a key element in the county's "low-hanging fruit" strategy and have provided bicyclists with connections to key attractions throughout the county including the Morris Canal Greenway, Great Falls NHP and key downtown districts.



Figure 21. A "green-backed" sharrow in Paterson



Figure 22. Directional way-finding for bicyclists

Challenges

While Complete Streets in Passaic County has been very successful, the county has faced a number of challenges. Though these challenges have not crippled Complete Streets implementation in the county, other communities may benefit from identifying and preparing for such issues ahead of time.

Promoting Complete Streets

As previously mentioned, Passaic County invests a significant amount of time promoting the need for Complete Streets. Whether presenting supportive data to municipal officials or explaining Complete Streets ideals to community members, Passaic County has found it difficult to get past the planning jargon and really explain what Complete Streets look like and how they improve communities. Lysicatos noted that the county's biggest challenge is addressing community members when they ask, "Why do I need this? Why are bikes important?" The best way the county has found to approach this issue is to highlight the outcomes; the data that shows the improvements in safety, health and economic vitality. Addressing these issues upfront and paying close attention to community sensitivities and priorities helps to ensure that programs are connected to the things that matter most to community members.

Road-Sharing Education

Now that sharrows have been successfully installed on roadways throughout the county, it is essential for user safety that motorists and bicyclists alike understand the ways in which the roadways should be shared. Similarly, it is essential for local police departments to understand the law enforcement implications. Passaic County is addressing this challenge through a variety of educational programs. The county is utilizing Passaic County Corridor Enhancement Funds and partnering with Morris Area Freewheelers Foundation, a bicycle advocacy group, in a "Share the Road" campaign which improves upon the signage already in place and creates visibility for safely sharing the road. This educational outreach is not just for motorists and bicyclists, however. In the City of Passaic, NJTPA's Smart Streets Program focuses specifically on pedestrian safety by "hosting events, handing out information, and through social media" that target both pedestrians and motorists (NJTPA Street Smart).

Working closely with NJDOT

Passaic County has benefitted from partnering with NJDOT in a variety of projects, but they have still highlighted the relationship as a challenge in Complete Streets implementation. Just as Passaic County works diligently to incorporate the municipality in their planning processes, Passaic County would like to improve its relationship with NJDOT such that both sides are aware of the other's plans and are able to seek input.



Figure 23. Green infrastructure and traffic calming in Paterson



Figure 24. An expanded sidewalk in Paterson



Figure 25. NJ Transit is an important stakeholder



Figure 26. Passaic County Court House Annex, originally a US Post Office

Next Steps

The Complete Streets policy in Passaic County has witnessed numerous achievements and while projects are still ongoing, the county has a variety of plans for the future.

Evaluation

Data has played a significant role in Passaic County's Complete Streets program since its inception. Now the county would like to turn to the data that measures the program's outcomes in order to understand its successes and shortcomings. Through this data, the county hopes to assess the program's outcomes and determine what is working, what is not working and what could be improved. In addition to the crash and safety numbers, the county would like to incorporate feedback from local bicyclists and bicycle groups. After all, their unique perspective provides an integral look at the functioning of the Complete Streets program. Partnerships have also been a key element in implementing the Complete Streets policy in Passaic County and future assessments will prove no exception. The county hopes to develop key partnerships with groups such as NJ Bike Walk Coalition to gain feedback from bicyclists and pedestrians in the area and determine the program's greatest successes and shortcomings. This overall assessment will be a key step in moving Passaic County's Complete Streets program forward.

Roundabout Program

The county is looking forward to implementing NJDOT's roundabout program as its success can be utilized to help convince municipalities of their utility and safety improvements. The first single-lane roundabout resulting from the program is expected to be installed in North Halden with assistance from NJTPA. As in the early stages of road diets, the county hopes to utilize data from this project to promote the use of roundabouts elsewhere in the County.

Inclusivity

According to Lysicatos, the county is also working diligently at "casting a wider, more inclusive net" with its Complete Streets programming that will allow residents and visitors of all ages and abilities to access all of Passaic County. A project is in the works to meet this goal through the integration of technology. The county is participating in A Global Cities Team Challenge project which will make trains more accessible to autistic and sight impaired through the use of beacon systems and expanded pedestrian corridors. According to Lysicatos, "The program will use technology to focus rather than distract residents and will help the county expand options for vulnerable users."

Leadership

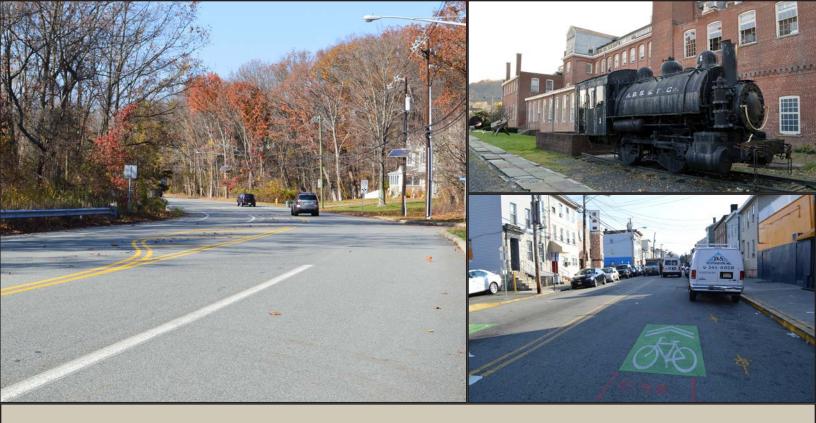
At the end of 2016, only one municipality within Passaic County, Little Falls, had passed their own Complete Streets policy. Passaic County plans to continue leading by example, by continuing to implement Complete Streets projects and by sharing the data with municipal leadership and local "champions" who can advocate for Complete Streets in their communities.

Conclusion

A decade ago, bicycle and pedestrian needs were not part of Passaic County's planning conversation and today the county has built the capacity to address their needs at both the county and local level. Complete Streets in Passaic County has been much more than a policy, it has been an implementable program and even more, it has been a strategy for public health and safety. It has been a partnership between a number of county departments, municipalities, organizations and agencies. Mr. Lysicatos remarked that Passaic County's Complete Streets Policy has "completely changed how streets are looked at throughout the county. It used to be very piecemeal and disconnected, but has evolved into an organized process where the Complete Streets Guidelines are considered in each project." The county went from zero bicycle lanes to more than 100 miles of bicycle lanes in under a decade, which is proof of the county's commitment to Complete Streets and their ability to transform a policy into an actionable program.

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Complete Streets Case Study: Appendices

Passaic County, New Jersey



Prepared by:
The New Jersey Bicycle and Pedestrian Resource Center at Rutgers, The State University of New Jersey



Prepared for:
The New Jersey Department of Transportation



RESOLUTION ADOPTING A COMPLETE STREETS POLICY TO DESIGNATE AND OPERATE A COMPREHENSIVE, INTEGRATED, CONNECTED MULTI-MODAL NETWORK OF TRANSPORTATION OPTIONS

WHEREAS, a Complete Street is defined as a means to provide safe access for all users by designing and operating a comprehensive, integrated, connected multi-modal network of transportation options; and

WHEREAS, the benefits of Complete Streets include improving safety for pedestrians, bicyclists, children, older citizens, non-drivers and the mobility challenged as well as those that cannot afford a car or choose to live car free, providing connections to public transportation, employment, education, residential, recreation, retail centers, tourist attractions, and public facilities, promoting healthy lifestyles; creating more livable communities, reducing traffic congestion and reliance on carbon fuels thereby reducing greenhouse gas emissions; and saving money by incorporating sidewalks, on-street bike facilities, and safe crossings; and

WHEREAS, the Passaic County Board of Chosen Freeholders wishes to establish a Complete Streets Policy through the planning, design, construction, maintenance and operation of new and retrofitted transportation facilities, enabling safe access and mobility; and

WHEREAS, the Transportation Element of the Passaic County Master Plan identifies priority actions and improvement areas along with Complete Streets Guidelines that act as an action plan to propose Complete Streets alternatives that match the context of the surrounding land use in adherence to the Policy;

WHEREAS, the Freeholder Committee for Planning and Economic Development, at its meeting of February 4, 2014, reviewed this matter and is recommending to the full Board for adoption.

NOW THEREFORE BE IT RESOLVED that the Passaic County Board of Chosen Freeholders hereby adopts a Complete

Introduced on: February 11, 2014 Adopted on: February 11, 2014 Official Resolution#: R20140106 Streets Policy to designate and operate a comprehensive integrated, connected multi-modal network of transportation options, with the following goals and objectives:

- Create a comprehensive, integrated, connected multi-modal transportation network by facilitating connection to bicycling and walking trip generators such as employment, education, residential, recreational and public facilities, as well as retail and transit centers;
- 2. Provide safe and accessible accommodations for existing and future pedestrian, bicycle and transit facilities;
- 3. Establish a Complete Streets checklist to document preferred outcomes and ensure that adequate consideration of bicycle, pedestrian and transit needs are incorporated into the planning, concept development, preliminary and final engineering, construction, and maintenance of projects where County jurisdiction applies. This checklist shall also be applied to site plan review and resurfacing projects. The Planning Department Project Manager is responsible for completing the checklist with all supporting documentation and must work with the Project Designer to ensure that the checklist has been completed and all comments addressed prior to advancement of a project to Final Design. The Checklist shall be applied to all new publicly funded transportation and land use projects with the exception of:
 - Sidewalk repairs
 - Bicycle facility roadway markings, striping or signage
 - Installation of bike racks or street signs
 - Installation of ADA curb ramps;
- 4. Additionally, checklist items shall take into consideration scenic and historic assets that may be impacted by any project as well as any possible "Green Streets" applications that can mitigate the impacts of flooding throughout the County;

Introduced on: February 11, 2014 Adopted on: February 11, 2014 Official Resolution#: R20140106

- 5. Transportation facilities constructed for long-term use shall anticipate likely future demand for bicycling and walking and public transportation facilities and not preclude the provision of future improvements;
- 6. Designs shall address the need for bicyclists and pedestrians to cross corridors and waterways, as well as travel along them, in a safe, accessible and convenient manner; therefore, the design of intersections, interchanges and bridges shall anticipate use by bicyclists and pedestrians;
- 7. Bicycle and pedestrian facilities shall be designed and constructed to the most reasonable extents possible to adhere to the Passaic County Complete Streets Guidelines in conjunction with the best currently available standards and practices including the New Jersey Roadway Design Manual, the AASHTO Guide for the Development of Bicycle Facilities, AASHTO's Guide for the Planning, Design and Operation of Pedestrian Facilities, the Manual of Uniform Traffic Control Devices and others as related;
- 8. The provision of all improvements on County roadways will be compatible with the Transportation Element of the Passaic County Master Plan, October 2012;
- 9. Provisions shall be made to the most reasonable extent possible for pedestrians and bicyclists when closing roads, bridges or sidewalks for construction projects as outlined in NJDOT Policy #705 - Accommodating Pedestrian and Bicycle Traffic During Construction;
- 10. Improvements shall also consider connections for Safe Routes to Schools, Safe Routes to Transit, Transit Villages, trail crossings and areas or populations groups with limited transportation options;
- 11. Improvements shall comply with Title VII Environmental Justice, Americans with Disabilities Act (ADA) and complement the context of the surrounding community; and

Introduced on: Adopted on: February 11, 2014 Official Resolution#: R20140106

Passaic County Complete Streets Checklist - Concept Development

Item to be Addressed	Checklist Consideration	YES	ON	N/A	Required Description
Complete Streets Guidelines	Have the Complete Streets Guidelines been referenced to determine the Complete Streets Classification(s) of the roadway segment(s) included in the project area?				•
Existing Plans	Are there any comprehensive planning documents that address bicyclist, pedestrian or transit user conditions within or proximate to the study area? Examples include (but are not limited to): Safe Route To School/Transit Travel Plans Municipal or County Master Plans, Redevelopment Plans or Visioning Plans Local, County and Statewide Master Plans or Bicycle and Pedestrian Plans Road Safety Audit or Walkable Community Plan NJDOT Designated Transit Village				
Existing Access and Mobility	Are there any schools, hospitals, serior care facilities, educational buildings, community centers, residences or businesses of persons with disabilities within or proximate to the study area? Is there any existing or potential access to waterways, riverwalks, boat/kayak launch sites within or proximate to the study area? Have you identified the major sites, destinations, and trip generators within or proximate to the study area, including prominent landmarks, employment centers, recreation, commercial, cultural and civic institutions, and public spaces?				
Bicycle, Pedestrian and Transit Accommodations	Does the project area include or provide a connection to any Bicycle and Pedestrian Priority Corridors? Have the bicycle and pedestrian connections been identified? Are there physical or perceived impediments to bicyclist or pedestrian use of the transportation facility? Is there a higher than normal incidence of bicyclist/pedestrian crashes within the study area?				
Mass Transit	Are there existing transit routes and facilities within the study area, including bus and train stops/stations? If so, are there shelters, bicycle racks and pedestrian facilities that service the local development? Does the project area include or provide a connection to any proposed improvements (such as Bus Rapid Transit routes or new commuter rail access)?				
Motor Vehicle Operations	Are there any reported or observed issues with speeding in the project area? Do the existing conditions merit traffic-calming measures including neck-downs, shoulder striping, road diets, chicanes, or additional speed limit signage, etc.?				

Passaic County Complete Streets Checklist - Concept Development

Item to be Addressed	Checklist Consideration	YES N	ON	N/A	Required Description
	Does the project area include any vehicle or pedestrian hot spot crash locations (Refer to the Transportation Element of the Master Plan for more details)?				
	Are there any roadways that experience highly congested conditions in either the current or future travel demand modeling included as part of the Transportation Element of the Passaic County Master Plan?				
	Would incorporating access management techniques mitigate congestion or safety issues in the project area? This can include signal timing, limiting driveways, aligning access to adjacent sites, Intelligent Transportation Systems (ITS) and driveway design.				
Existing Truck/Freight Operations	Existing Truck/Freight Are there existing concerns within the study area, regarding truck/freight safety, volumes, or Operations access? Are there major freight generators or freight priority routes in the study area?				
Green Streets	Are there any issues with flooding in the study area?				
	Are there existing or opportunities to add street trees, planters, buffer strips, or other environmental enhancements such as drainage swales within the study area?				
Existing Historic and Scenic Resources	Are there any historic sites or districts in the study area?				
	Are there any Scenic or Historic Byways within the study area? If so, are any assets that contribute to their status impacted by the project?				

Passaic County Complete Streets Checklist - Preliminary Engineering

Item to be Addressed	Checklist Consideration	YES	ON	N/A	Required Description
Complete Streets Guidelines	Have the Complete Streets Guidelines been referenced to determine the Complete Streets Classification(s) of the roadway segment(s) included in the engineering project?				
Bicyclist, Pedestrian, Accommodations	Does the proposed project design include accommodations for bicyclists recommended in the Complete Streets Guidelines?				
	Does the proposed project design address accommodations for pedestrians according to the Complete Streets Guidelines?				
Public Transit	Have you coordinated with the corresponding municipality, Transportation Management Association (TMA) and NJ Transit to accommodate the current and future transit users in the project design?				
Motor Vehicle Operations	Does the proposed design address the existing or the desired future motor vehicle conditions within the project area? This includes safety (i.e., high crash locations), volumes, high speeds through traffic calming (i.e., reduced lane widths, roundabouts, chicanes, etc.), limited access through Intelligent Transportation Systems (ITS), important motor vehicle connections, and the reduction of the negative impacts of motor vehicle traffic?				
Truck/Freight Operations	Does the proposed design address the desired future truck conditions within the project area, including truck routes, volumes, access, way-finding, mobility and the reduction of the negative impacts of truck traffic?				
Access and Mobility	Does the proposed design address accommodations for those with access or mobility challenges such as the disabled, elderly, and children, including ADA compliance?				
	Does the design utilize ITS to reduce the conflicts between all transportation modes and promote safe travel along County roadways?				
Streetside Features	Each County Roadway Classification calls for different treatments and priorities for Streetside Features. Please outline how these priorities are addressed in the following:				
	Frontage Zone: Has consideration been give to features such as awnings, signage, and semi- private space associated with the adjacent buildings and land use?				
	Sidewalk Zone: Have sidewalks been provided in a manner that accommodates the adjoining land uses and meets the Complete Streets Guidelines goals and standards?				
	Are sidewalks provided in a manner that will allow for links to adjoining development and meet the needs of planned future development?				
	Curb Zone: Have features such as bus shelters, kiosks, street furniture, decorative lighting, street trees, signage and pedestrian buffer areas been addressed to meet Complete Streets goals and standards?				

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Passaic County Complete Streets Checklist - Preliminary Engineering

Item to be Addressed	Checklist Consideration	YES	ON	N/A	Required Description
	Are there any local streetscape standards that are applicable?				
Parking	Has parking access, configurations and striping been applied according to the Complete Streets Roadway Classification?				
	Has way-finding signage for parking been included in the design?				
Design Standards or Guidelines	Does the proposed design follow all applicable design standards or guidelines appropriate for bicycle and/or pedestrian facilities along with the County Complete Streets Guidelines?				
Green Streets Historic and Scenic	Have any opportunities to address storwmater management been addressed through Green Street measures? This includes (but not limited to): • Pervious pavement and/or concrete • Bump-outs, medians, or streetside areas that can be used for stormwater planters, bioswales, rain gardens, tree pits, or other treatments Has the most energy efficient option been selected for pedestrian, safety, or on-street lighting? Has all consideration been given to standards and recommendations from the local historic				
nesources	preservation body if the project is along or within a historic district. Have any impacts on historic and/or scenic assets along Scenic and Historic Byways been mitigated in the preliminary engineering design?				

Passaic County Complete Streets Checklist - Road Resurfacing

Roadway Resurfacing Location/Limits

Item to be Addressed	Checklist Consideration	YES	ON	N/A	Required Description
Complete Streets Guidelines	Have the Complete Streets Guidelines been referenced to determine the Complete Streets Classification(s) of the roadway segment(s) being resurfaced?				
Safety	Does the project area for the resurfacing project include any high crash locations (motor vehicle or pedestrian) and/or perceived safety issues? If so, how are they being addressed?				
	Are there any key intersections included in the resurfacing projects that should be considered for new crosswalks or more visible crosswalks (i.e., ladder or zebra)?				
Travel Lanes	Have the dimensions of the travel lanes been minimized within the recommendations of the Complete Street Guidelines? Considerations should be given (but limited to):				
	· Traffic-calming (including reduced width and/or chicanes)				
	Freight Priority Koutes Potential Bus Ranid Transit Routes / Freument hus service	\dagger			
	. Minimize the length/time for pedestrian crossings				
	· Provide a buffer area between vehicles and pedestrians				
	· Accommodate dedicated and shared bicycle facilities				
	· Provide shoulders				
Medians	Would the use of medians (striped, curbed and/or landscaped) be appropriate in the repaving project?				
Shoulders/Bicycle Facilities	Does the repaving project follow the Complete Streets Guidelines recommendations for bicycle facilities and/or roadway shoulders? Considerations should be given to (but not limited to):				
	· Bicycle and Pedestrian Priority Corridors				
	· Bicycle and pedestrian way-finding signage				
	· Demonstrated need for traffic-calming measures				
	· Parking				
	· Streetside Features				
	· Public Transportation usage and facilities				
	 Improved Safety at Intersections (curve radii that accommodate the appropriate vehicles speeds, truck and bus traffic, and pedestrian crossings) 				
	· Continuous bicycle lanes through intersections				
	· High visibility crosswalks				
	· Major destinations and the land use connections		\dashv		

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Passaic County Complete Streets Checklist - Road Resurfacing

Roadway Resurfacing Location/Limits

Item to be Addressed	Checklist Consideration	YES NO	9	N/A	Required Description
rking	Has parking access, configurations and striping been applied according to the Complete Streets Roadway Classification?				
	Has way-finding signage for parking been included in the design?				

Passaic County Complete Streets Checklist - Development Review

Site Plan/Subdivion Application

Item to be Addressed	Checklist Consideration	YES	ON	N/A	Required Description
Bicyclist and Pedestrian Accommodations	Are there accommodations for bicyclists, pedestrians (including ADA compliance) and transit users included on or crossing the proposed development? Examples include (but are not limited to): Continuous sidewalks, public seating, bike racks, and transit shelters				
	Are there any existing or proposed bicycle and pedestrian facilities that connect to the proposed development?				
	Is the proposed development friendly to bicyclists and pedestrians? Examples include (but are not limited to): Siting buildings close to streets, eliminating conflicts between pedestrians and automobiles with multiple crossings or slip lanes, minimizing driveway widths, or locating main entrances closest to bicycle and pedestrian facilities				
	Is there access to a waterway from the proposed development? Examples include (but are not limited to): Existing or proposed riverwalks, boat/kayak launch points, fishing piers, and viewsheds			_	
Public Transportation Operations and Accommodations	Is the proposed development served by any existing or future public transportation? Examples include (but are not limited to): Bus service along the roadway frontage, train stations or park-and-ride facilities within walking distance, private bus/jitney operations, and any other shuttle services				
	What accommodations are provided to support public transportation usage? Examples include (but are not limited to): Transit shelters, bus turnouts, public seating, signage, and sidewalk connections				
Motor Vehicle Operations	Have Access Management techniques been utilized to control the location, spacing and operation of driveways, parking access and connections to County roadways? Examples include (but are not limited to): Providing parking behind buildings, share-parking, reducing the number of driveways accessing County roadways, cross-access to abutting parcels for parking access, and simplifying on-site traffic patterns				
	Are any on-site parking areas screened along County roadways? (i.e., plantings between the parking lot and sidewalk areas)				
Truck/Freight Operations	Are there any existing concerns on the site regarding truck/freight safety, volumes or access?				
	Has on-site truck/freight access been designed to accommodate freight traffic while reducing conflicts with pedestrians, bicyclists and surrounding land uses?				
Design Standards or Guidelines	Does the proposed development follow all applicable Complete Streets Guidelines for the portion of the County roadway accessing the site?				
			1		

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Passaic County Complete Streets Checklist - Development Review

Site Plan/Subdivion Application #

Item to be Addressed	Checklist Consideration	YES	ON	N/A Required Description	и
Green Streets	Are there any on-site or streetscape design elements that reduce impervious coverage and prevent runoff in County roadways, in compliance with the County standard resulting in no net increase of stormwater in County roads (i.e. bioswales, rain gardens, rain barrels, pervious pavement, stormwater planters)?				
	Are there any green streets applications along the County roadway such as street trees, energyefficient lighting, curbside bioswales and/or cisterns?				
Scenic and Historic Resources	Scenic and Historic Resources Is the site in question along a Historic or Scenic Byway? If so, is it accessible?				
	Does the site provide an opportunity to include historic or interpretive elements? Examples include (but are not limited to): Historic markers, interpretive kiosks, way-finding				
	signage				
	Is the site in a historic district, and/or are there any historic or scenic resources listed on local, state or federal registers located on the site? If so, has the local historic preservation body reviwed the application?				
	Are there any historic or scenic resources not previously documented on the site that should be considered for documentation or protection?				
	Examples include (but are not limited to): Historic structures, old growth trees, scenic vistas, and topographic features				
	How will any impacts on scenic or historic resources be mitigated in the proposed development?				
Other Plans and Studies	Has the site or portion of the County roadway been identified for priority treatments in the County Master Plan, local streetscape plans, technical studies or any other documents?				
	Examples include (but are not limited to): Corridor studies, visioning studies, local master plan elements, streetscape plans, and redevelopment studies				