



Complete Streets Advocacy Manual



South Carolina, 2010



Complete Streets Advocacy Manual



Creating Complete Streets at the Local Level:

An Advocacy Manual



*An invasion of armies can be resisted,
but not an idea whose time has come.*

-Victor Hugo

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Acknowledgements

Much has been written about advocacy at the state or federal level. Little has been written about advocacy at the local level. Yet often it is change at the local level that is the catalyst for change everywhere else.

As we worked with our partners across the state to promote the ideas behind Complete Streets, it became clear that we must convince our local leaders—mayors, city council members, and county council members—of the benefits of Complete Streets for our communities. And we must likewise support our partners and citizens in their efforts to promote Complete Streets

This handbook does just that. Eat Smart Move More, SC is pleased to present this handbook as a guide to our South Carolina communities as they push for Complete Streets in their cities and towns. We hope it provides the information you need to complete the streets in your neighborhoods.

A very special thanks to all the communities who provided information about the work they have done to complete their streets:

The City of Summerville
The City of North Myrtle Beach
The City of Columbia
The City of Spartanburg
The City of Greenville
The City of Conway
The City of Rock Hill
Richland County

Thanks also to Jean Crow, Carl Gosline and Andrew Meeker for allowing us to interview them on their experience with introducing and implementing Complete Streets policies.

Joseph Lee Pearson
Chairman, Eat Smart Move More, SC

Note: This handbook is not a substitute for legal counsel.

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I. Introduction

How can you change the world? We believe its one street at a time, one neighborhood, one community, one town, one city with Complete Streets.

Complete Streets is a different way in which we think about designing, building, and using our streets. Instead of one user—the automobile, Complete Streets accommodate all users—cyclists, pedestrians, transit users, the elderly, the disabled, and the automobile. Complete Streets are designed, built, or improved for everyone.

This document has been written for both citizen and the nonprofit advocates. Citizen advocates are individuals who are passionate about how Complete Streets can transform their communities. A nonprofit advocate is an organization whose executive director and board of directors believes Complete Streets can further their mission.

How does creating Complete Streets in your neighborhood change the world? Changing the world happens in incremental steps. Embracing an idea that makes your community more livable, beautiful, and safe, is embracing the world as we want it to be, instead of how it is.

A wise person once said we must be the change we seek in the world. If we want our communities to be more than they are, we have to advocate for that change. This is the purpose of this book: to help you advocate for the innovation of Complete Streets in your community.





Street sign indicating pedestrian and bicycle presence.
Photo Credit: Bike Portland

II. The Innovation of Complete Streets

Innovation makes changes in something established by introducing new methods, ideas, or products. America was built on innovation. From a new system of government to new ways to travel, communicate, and manufacture, America has a history of engaging independent thinking and creativity to make positive change.

Complete Streets represent an innovation in traditional road construction philosophy. Instead of a project-by-project struggle to accommodate bicycle and pedestrian friendly practices, Complete Streets policies require all road construction and improvement projects to begin by evaluating how the right-of-way serves all who use it.

The idea behind Complete Streets is that streets should transport people, not just cars. For too long, our states, cities, counties, and towns have built miles of streets and roads that are only safe for motor vehicle travel. Sprawling communities have become dangerous and inconvenient places to walk, bicycle, or take transit, leaving little choice for mobility.

There are many benefits of Complete Streets. Complete Streets make fiscal sense. Integrating sidewalks, bike lanes, transit amenities, and safe crossings into initial project design spares the expense of retrofits later.

A balanced transportation system that includes Complete Streets can bolster economic growth and stability by providing accessible and efficient connections between residences, schools, parks, public transportation, offices, and retail destinations. Complete Streets can reduce transportation costs and travel time while increasing property values and job growth.

Complete Streets improve safety. They reduce crashes at dangerous intersections and thoroughfares with improvements, such as enhanced crosswalks that are more visible to motorists and safer for pedestrians.

Complete Streets encourage more walking and bicycling. Public health experts promote these active modes of transportation as a response to the obesity epidemic. Complete Streets help by making it easier and more convenient for people to lead these more active lifestyles.

Complete Streets can help ease transportation problems. Streets that provide travel choices can give people the option to avoid traffic jams, and increase the overall capacity of the transportation network. Several smaller cities have adopted Complete Streets policies for these improvements.

Complete Streets help children. Streets that provide room for bicycling and walking help children get physical activity and gain independence. More children walk to school where there are sidewalks



*A multi-use pathway at an intersection with a road in Hilton Head, South Carolina.
Photo Credit: Frank Babel*

Complete Streets are good for air quality. Air quality in our urban areas is poor and linked to increases in asthma and other illnesses. If each resident of an American community of 100,000 replaced one car trip with one bike trip just once a month, it would cut carbon dioxide (CO₂) emissions by 3,764 tons per year in the community.

Complete Streets are flexible and will look different in different places. An urban Complete Street will be different than a rural Complete Street. Complete Streets must be appropriate to their context and to the modes expected on that corridor.

Americans need Complete Streets. Half of all trips made in urbanized areas are three miles or less—easy distances for walking and bicycling. Two recent polls found that a majority of Americans would like to bike and walk more.

Spending on bicycle and pedestrian projects has increased dramatically over the last decade. But most of the attention and funding has gone to build specific projects, such as multi-use paths, rather than making sure that every resident can safely walk or bicycle where they live. The vast majority of transportation money continues to go to road projects that often do not accommodate all users of the right-of-way. Transportation agencies need to complete the streets—routinely investing in road designs and facilities that ensure safe travel for everyone.

The time is now for Complete Streets in South Carolina. Through this innovation, the streets and roadways in our communities can provide safe and convenient places to walk, bicycle, take public transportation, or ride in an automobile.

In communities across the country, the movement is growing to complete the streets. States, cities and towns are asking their planners and engineers to build road networks that are safer, more livable, and welcoming to everyone.

Instituting a Complete Streets policy ensures that transportation planners and engineers consistently design and operate the entire roadway with all users in mind—including bicyclists, public transportation vehicles and riders, and pedestrians of all ages and abilities.

This handbook has been designed to help you adopt this innovation in your own community. It is not intended to serve as a legal or comprehensive document. You may wish to consider other activities that will enhance your Complete Streets campaign.

Focal Point: National Complete Streets Coalition

The National Complete Streets Coalition is the organization promoting the idea of Complete Streets across the country and in Congress. It was formed in 2005 to advocate for and track the adoption of Complete Streets projects, as well as state and local Complete

Streets policies and standards. The National Complete Streets Coalition is a diverse coalition, and includes AARP (formerly known as the American Association of Retired People), Alliance for Biking and Walking, America Bikes, America Walks, American Council for the Blind, Active Living By Design, American Planning Association, American Society of Landscape Architects, League of American Bicyclists, the National Center for Bicycling and Walking, Safe Routes to School National Partnerships, Association of Pedestrian and Bicycle Professionals, and Smart Growth America.



III. Cities and Towns

Before we begin the discussion on how to start your own Complete Streets campaign, it is helpful to understand the foundation on which your change depends. This handbook has been written to promote advocacy at the city level. This chapter will discuss city government, its powers and functions.

Cities and Towns

There are 270 city, town or municipal governments in the state of South Carolina, run by elected councils. Municipalities are not sovereign bodies with inherent power. They receive their power from the South Carolina General Assembly pursuant to the Home Rule Act passed in 1975.

The Powers of Municipalities

All powers of a municipality are vested in the city council. Through its legislative powers, a municipality is authorized to enact ordinances, adopt resolutions, and establish policies. Other relevant powers of a city include general welfare, convenience, and good government. It also has authority over streets, parking facilities, and street encroachments.

Municipalities may adopt any laws necessary for promotion of health, safety, and welfare, which are not prohibited by the Constitution or in conflict with state law. Municipalities may not enact ordinances dealing with subjects that the state has preempted, such as sale of alcoholic beverages, the lottery, or education.

From their authority over streets and parking facilities, a municipal council may open, close, alter, maintain, and control the use of streets, and establish off-street parking facilities. Streets are held in trust for public use. Streets in the state highway system are subject to joint control of city council and the South Carolina Department of Transportation (SCDOT).

City Council Rules and Procedures

A city council adopts through ordinance a set of rules and procedures that provide an outline for how council business will be conducted. This document can be found in the city's list of ordinances. These rules and procedures serve as a guide to council, citizens,



A cyclist in Greenville, South Carolina rides in a recently painted bicycle lane, which is sufficient in width to safely accommodate bicycle travel. Photo Credit: Rachael Kefalos

and others involved in the governing process and council operations. Theoretically, they provide a fair and open method for council deliberation.

A majority of the council's total membership constitutes a quorum. A quorum must be present for the council to transact official business

and discharge its duties and responsibilities.

City councils meet regularly, usually twice a month. Special meetings, like public hearings, may be held at the request of the mayor or a majority of council. During meetings, city council must follow statutory requirements on form, introductions, and adoption of ordinances and resolutions.

Most city council actions are accomplished by ordinance or resolutions. An ordinance is permanent law. Every proposed ordinance must be introduced by a council member in writing and in the form required for final adoption. No ordinance has the force of law until it has had two readings on two separate days with at least six days between each reading. Resolutions are expressions of the council's opinion and have no force of law. They require only one reading.

Focal Point: South Carolina Freedom of Information Act

All public bodies in South Carolina are subject to the South Carolina Freedom of Information Act (FOIA) provisions, S.C. Code 30-4-10, et. seq.

"The General Assembly finds that it is vital in a democratic society that public business be performed in an open and public manner so that citizens shall be advised of the performance of public officials and of the decisions that are reached in public activity and in the formulation of public policy. Toward this end, provisions of this chapter must be construed so as to make it possible for citizens, or their representatives, to learn and report fully the activities of their public officials at a minimum cost or delay to the persons seeking access to public documents or meetings." S.C. Code 30-4-15.

FOIA requires that:

- Citizens have a right to inspect or copy public records;
- Meetings of public bodies shall be open to the public;
- Notice is given to the media and other parties who request it;
- Posting must be made with a 24-hour notice for all special and rescheduled meetings; and
- Minutes of all public meetings must be taken and preserved as public records.



IV. Advocacy for Change

"These Americans are the most peculiar people in the world. In a local community, a citizen may conceive of some need [that] is not being met. What does he do? He goes across the street and discusses it with his neighbor. Then what happens? A committee begins functioning on behalf of that need. All of this is done by private citizens on their own initiative. The health of a democratic society may be measured by the quality of functions performed by private citizens."

-Alexis de Tocqueville, French politician and historian, from *Democracy in America*

Advocacy is about speaking out and making a case for something important. It includes many types of activities that involve identifying, embracing, and promoting a social or governmental change.

Citizens and nonprofits advocate daily to further their cause. Advocacy is a multi-layered approach to advancing change. Advocacy is a public awareness campaign through community meetings and public hearings on a particular topic. Advocacy is voter and candidate education on specific issues. Advocacy is meeting with representatives of state agencies and other public policy makers to address concerns. And advocacy can be suing a governmental agency that is not complying with the law.

In this document, we use the term advocacy to mean gaining public support for a particular policy through a legislative process.

Advocacy is an integral part of our democratic process. It is so important that our founding fathers included it in the United States Constitution's First Amendment. It is part of our democratic tradition, and those who advocate make our democracy stronger by participating in the democratic process. The act of informing policymakers how to write, change, and improve our laws is at the very heart of our democratic system. Advocacy represents the voice of the people, and has helped keep America's democracy evolving over more than two centuries. It is an alternative to what has occurred in many other countries: tyranny or revolution.

Advocacy is not just for experts. There are professional advocates, but that does not mean an ordinary citizen cannot be an advocate. Anyone can learn how to be a good advocate—who to call, when to call, what to say, and how to say it — through training and practice.

Advocacy creates better public policy. Citizens must communicate with their elected officials so they know what problems or needs exist in their communities. How will a public official know about the importance and benefits of Complete Streets if he or she has never heard of it?

Focal Point: First Amendment

The First Amendment of the Bill of Rights of the US Constitution embraces the idea of advocacy by expressly stating that the citizens of the United States have the right to petition the government.

“Congress shall make no law respecting an establishment of religion, or prohibiting the free exercise thereof; or abridging the freedom of speech, or of the press; or the right of the people peaceably to assemble, and to petition the government for a redress of grievances.”

Discussion with Carl Gosline

Transportation Planner, Richland County

Q: How did Richland County's Complete Streets Resolution come about?

A: In 2006, Richland County Council passed an ordinance to create the Richland County Transportation Study Commission. The 39-member Transportation Study Commission was comprised of an executive committee and three sub-committees: Greenways, Bike and Pedestrian; Roads; and Transit. The purpose of the Transportation Study Commission was to analyze the county's current and future transportation needs and to develop a long-term plan designed to improve the county's multi-modal transportation network.

In 2008, the Commission released the results of the Study to County Council, and within this was a recommendation of an adoption of a 'Complete Streets and Beyond' program. The study recommended specific Complete Streets concepts, such as transit oriented development, walkable streets, and bus turnouts.

As a way to fund these recommendations, the Richland County Council considered a one-cent sales tax. In order to enact the recommended one cent sales tax increase, the issue had to be placed on the 2008 Election Ballot. However, the County Council narrowly defeated the motion to put the one cent sales tax on the 2008 Ballot.

Q: How, then, was support for a Complete Streets Resolution in Richland County revived?

A: At the same time of the sales tax referendum, Richland County Council was adopting a five-year strategic plan. Included in this plan were several strategic priorities, which included improving transportation infrastructure in the county to promote 'an efficient



and sustainable multi-modal transportation network that improves public safety, minimizes congestion, reduces travel times, and provides access to economic opportunities.' Inherent to this priority was the adoption of Complete Streets.

The first step in implementation of the Complete Streets concept was a resolution by the County Council that formally established the Complete Streets concept as County policy.

Q: What resources did you implement in drafting the resolution?

A: We consulted various other resolutions that were passed throughout the state, including that in Columbia and Greenville.

Q: Was there any difficulty in passing the resolution?

A: Before the resolution came before the full Council, it first had to be approved by the Richland County Planning Commission. It was my impression that having the resolution pass the Planning Commission was going to be the larger challenge. Following my presentation to the Planning Commission in the summer of 2009, several local advocates and public health officials spoke of the benefits of Complete Streets and the importance of this policy to the overall quality of life in the County.

Without significant challenge, the Resolution received the Planning Commission's approval. Then in September of that year, the resolution came before the full Council and it was passed.

Q: Tell me about the implementation of the resolution today.

A: After the resolution passed, a group of key players formed a committee to move forward with implementation. We are currently meeting on a monthly basis, and are creating a set of goals that will help us identify the most tangible projects to better complete the streets of Richland County.

Carl Gosline is the first Transportation Planner for Richland County. He has more than 35 years experience in planning and development, the last ten of which have been in South Carolina. He has been a member of the American Institute of Certified Planners for 15 years and has a Professional Transportation Planner

certification from the International Institute of Traffic Engineers. He is a member of the Central Midlands Council of Governments Transportation Technical Advisory Committee.

He is also involved with the City of Columbia's Bicycle Friendly Community initiative, known as BikeColumbia.

V. Complete Streets Policies

According to the National Complete Streets Campaign, Complete Streets policies formalize a community's intent to plan, design, and maintain streets so they are safe for all users of all ages and abilities. Policies direct transportation planners and engineers to consistently design and construct the right-of-way to accommodate all anticipated users, including pedestrians, bicyclists, public transportation users, motorists, and freight vehicles.

At the time of this publication, there are several cities and counties in South Carolina that have passed Complete Streets policies. They include the cities and counties of Spartanburg and Anderson; Richland County; and the cities of Greenville and North Myrtle Beach.

At the city level, Complete Streets policy choices include resolutions, ordinances, amendments to the city's comprehensive plan, amendments to best practices guide for planning or transportation, and internal transportation policy. The resolution is the easiest to pass, but that is because it has no legal bearing.

There is no perfect Complete Streets policy. Instead, the policy should be crafted to address the concerns and needs of the community for which it is being written. Complete Street policies at the local level will differ from one community to the next. However, the National Complete Streets Coalition has identified ten elements of a comprehensive Complete Streets policy.

- Provides a vision for how and why the community wants to complete its streets;
- Specifies that "all users" includes pedestrians, bicyclists and transit passengers of all ages and abilities, as well as trucks, buses, and automobiles;
- Encourages street connectivity and aims to create a comprehensive, integrated, connected network for all modes;
- Makes it adoptable by all agencies to cover all roads;
- Applies to both new and retrofit projects, including design, planning, maintenance, and operations, for the entire right of way;
- Makes any exceptions specific and sets a clear procedure that requires high-level approval of exceptions;
- Directs the use of the latest and best design standards while recognizing the need for flexibility in balancing user needs;
- Directs that Complete Streets solutions will complement the context of the community;

- Establishes performance standards with measurable outcomes; and
- Includes specific next steps for implementation of the policy.

As you draft your Complete Streets policy, use the example policies in this handbook as a blueprint, or find others online.

Focal Point: Policies in the Southeast

Resolutions	Greenville, Spartanburg
Street Design Standards	Charlotte, NC
Local Transportation Plan	Decatur, GA
State Agency Resolution	South Carolina Department of Transportation
State Legislation	Florida

Focal Point: Thoughts on Complete Street Design

This handbook does not focus on the creation and design of completing a street. Actually, we have another handbook specifically written to address design. However, it may be helpful to have a general understanding of some basic design techniques used in Complete Streets.

Because every street is very different, there is no one design prescription to create Complete Streets. A Complete Street in a rural area will look quite different from a Complete Street in a highly urban area. But both are designed to balance safety and convenience for everyone using the road.

Features that may be found on a Complete Street include: sidewalks, bike lanes (or wide paved shoulders), special bus lanes, comfortable and accessible public transportation stops, frequent crossing opportunities, median islands, accessible pedestrian signals, curb extensions, and more.

Below is a list of Complete Streets design techniques from Liveablestreets.com.

- Speeds are reduced to be more compatible with pedestrians and



A sign along a Columbia, South Carolina roadway to remind motorists and cyclists to share the road. These signs are installed by the South Carolina Department of Transportation on roads that do not have bicycle-specific accommodations. Photo Credit: Karen Myers

bicyclists;

- Lanes are reduced in width (from 12 feet to 11 or even 10 feet);
- The number of lanes may be reduced, often from 4 to 3, which also improves safety for left turns and allows the most prudent driver to set the speed. This treatment is known as a road diet;
- Sidewalks, if missing, are installed;
- Curb cuts may be consolidated to reduce walkway interruptions by moving vehicles;
- Raised medians are installed, which improves safety for crossing pedestrians;
- Universal design features are installed, including audible signals, curb ramps, and providing a 4-foot wide clear path of travel on the sidewalk, in accordance with the Americans with Disabilities Act;
- Pedestrian crossings are enhanced with ladder-style or zebra-style crosswalk markings, or signal modifications;
- Street parking is maintained or installed, which helps to discourage speeding;
- Highway interchanges are modified to eliminate high-speed, free right turns. This is done by "squaring up" the interchange to resemble a typical 90-degree, signal-controlled intersection;
- Corner treatments are installed. These may include curb extensions, right-turn slip lanes, or tighter turning radii, all of which slow right turns and provide greater visibility for pedestrians; and
- Transit accommodations are improved in a variety of ways.



A group of bicyclists maneuvering around a stopped bus on a roadway shared by cars, buses, and trucks. Photo Credit: Bike Portland



Discussion with Jean Crow

Former Associate Director for Partners for Active Living

Q: Both the city of Spartanburg and the county has Complete Streets resolutions that were passed several years ago. Tell me more about how these resolutions came about and who the primary advocates were.

A: The city resolution was passed in 2006. This was really a natural extension of the Bicycle Friendly Community Initiative that was launched in Spartanburg in 2005. In Spartanburg, we are very fortunate to have several city council members that support biking and walking efforts. So, when local non-profits came together to promote the resolution, city council was supportive. The passage of the city resolution made the county aware of their successes, and it wasn't long before the county themselves endorsed the idea of Complete Streets. Both the city and county resolution passed unanimously. It was exciting to see such a strong showing of support for these initiatives.

Q: You mentioned that there were several people on city council that support biking and walking efforts. Did similar support originate in county council?

A: Support for the Complete Streets resolution in county council really grew out of the Spartanburg Livability Committee, who recommended the resolution to council. I mentioned that the county was also influenced by the city's efforts, which also helped lead to the passage of the resolution in 2007.

Q: Who were the proponents of the resolutions within the Spartanburg community?

A: The non-profit community really came together to champion the Complete Streets effort in Spartanburg. For the city resolution, Partners for Active Living joined forces with Palmetto Conservation Foundation and Palmetto Cycling Coalition. For the county resolution, Upstate Forever, Partners for Active Living and Palmetto Cycling Coalition joined forces. Beyond the non-profit sector, Spartanburg has a very active community of advocates and leaders. Support

for the resolution came from various clubs and groups in the area, everywhere from gardening groups to bicycle clubs.

Q: What aspect of the Complete Streets concept do you think city and county officials are most interested in?

A: I would say that the most strongly supported aspect of Complete Streets for the Spartanburg community is the idea of livability. Public officials strive to enhance the quality of life in Spartanburg, and promoting walking and biking is key to enhancing livability.

Q: In the drafting of the city's resolution, what resources, if any, did they use?

A: The city resolution was drafted from the Department of Transportation's Complete Streets resolution that was passed in 2003.

Jean Crow, former Associate Director for Partners for Active Living, is currently enrolled in the Masters Program in City & Regional Planning at Clemson University. Jean spearheaded Spartanburg's efforts to become a bicycle friendly community, and has been intimately involved with walking and biking efforts in Spartanburg County for several years. She can be reached at jcrow@clemson.edu.

VI. A Complete Streets Campaign

“Citizenship today requires individuals be knowledgeable of public problems, but more importantly, have the capacity to act together toward their solutions.”

- Suzanne Morse, Executive Director of the Pew Partnership for Civic Change

To pass a Complete Streets policy in your community, you may need to create a Complete Streets advocacy campaign, which is essentially your action plan to promote your cause.

In general, an advocacy campaign can take many shapes and forms. It can take months or years to plan and implement. What is provided below is the basic outline of an advocacy campaign. As the individuals organizing the Complete Streets campaign become more familiar with the political processes involved and the community's political landscape, it will become clearer about which components of the campaign need to be embraced and those that should be relinquished to move the Complete Streets agenda forward.

The pieces of a Complete Streets campaign will include the following:

- a. Identify Complete Streets Key Partners and Leaders;
- b. Define Campaign Goals;
- c. Create a Campaign Message; and
- d. Develop a Complete Streets Campaign Strategy and Timeline.

a. Identify Complete Streets Key Partners and Leaders

Usually, two to four citizens, and potentially, a non-profit organization whose mission supports the ideas behind Complete Streets, will lead the Complete Streets advocacy campaign in a community. If you are reading this document, it is likely you are one of these people.

It is important that a key group is organized, that can choose a leader to move the campaign forward. They will become the campaign. If a community cannot find a core group passionate about Complete Streets, then it is unlikely that an advocacy campaign will be successful.

You are most likely familiar with the phrase, “Too many cooks in the kitchen.” Choosing a leader will address this potential problem for the Complete Streets campaign. This leader needs to be organized, enthusiastic about the idea of Complete Streets, have time available to move the campaign forward, and not have a divisive personality. It is not critical that the leader understands all the details about Complete Streets, or have run a campaign before. These

things can be learned.

b. Define Campaign Goals

The key partners must set goals for the Complete Streets advocacy campaign. These goals must be established in writing and agreed upon by the key partners. This is an important step because it ensures everyone understands the purpose of the campaign.

A simple campaign goal would be: Pass a Complete Streets policy at the city level.

There can be other goals, too. For example, the campaign may want to educate the community on the benefits of Complete Streets or to establish a pilot project to build a certain distance of sidewalks in a particular area.

c. Create a Campaign Message

A message is a concise and persuasive statement about your campaign's purpose. It should include what you want to achieve, why, and how. Since the underlying purpose of a message is to create action, your message should also include the specific action you would like your audience to take.

The Complete Streets framework is inclusive, which means it is an open and comprehensive structure that all sorts of individuals can relate to. It is for anyone that desires a safe, livable city. It must set a vision that benefits cyclists and walkers.

Here are some example messages from the National Complete Streets Campaign:

- Streets should be safe for all users at all times. However, most major roads in our community are unsafe for pedestrians and bicyclists. For shorter distances, choosing to walk, bicycle, or use transit should be as easy and convenient as choosing to drive. Passage of a Complete Streets policy in our community would promote these goals.
- If our streets are complete, kids will be safe and healthy walking and bicycling to school. Everyone will be able to get to nearby destinations safely and conveniently by foot, bike, or transit. With fewer

people using cars for short-distance trips, there will be less traffic, less air pollution, and more community health benefits of increased physical activity. Passage of a Complete Streets policy in our community would promote these goals.

Focal Point: A Note about Audience

Sometimes, you will need to tailor your message to your particular audience. For example, a message to politicians may differ from the message to school officials; or a message to transportation planners would be different from the message to neighborhood associations.

Focal Point: The Media

The media has been called the fourth estate or the fourth branch of government. Media can influence how the public and therefore, elected officials, feel about issues.

Receiving media coverage is important for any campaign. Besides having your story covered in the local newspaper, you need to think about other means of getting your message out. Today, people are receiving information through new media sources, like the internet and other web-based means. You will also want to consider utilizing other online sources, including twitter feeds, blogs, video-sharing sites, and social-networking sites.

d. Develop a Complete Streets Campaign Strategy and Timeline

At this point, you are ready to create an action plan to move your campaign forward. This is your campaign strategy. It will include understanding your city's political landscape, coalition building, grassroots organizing, identifying targets and tactics, and continual evaluation of message and strategy. These elements are discussed in the sections below.

To keep your campaign organized, the political strategy needs to be drafted in writing, agreed upon by members, and a realistic timeline needs to be established.

i. Understanding the Political Landscape

Every community has a unique political landscape. For the purpose of this campaign, you have at least three political landscapes to be aware of and understand.

The first is the general political landscape of the community's elected officials and key staff. What are the recent past, immediate, and potential issues of the city? Knowing this information can help you talk to your council members about Complete Streets in a way that is relevant to them. For example, if you know that there have been articles in the local newspaper about lack of sidewalks and safety concerns for school children walking to and from school, this information would help you frame Complete Streets in a manner that they would immediately understand.

The second is the specific issues of the individual elected officials and key staff. It is important to know the priorities of your city council members, the mayor, and city manager/administrator. For example, if you know that your mayor is a cyclist, she could be the support you need to move your policy forward. How do you get to know these people? Hopefully, someone in your coalition already knows them. If not, it is time to get to know them.

The third is the general attitude of your community about the ideas that a Complete Streets policy would support. For example, is there a growing public desire for a walkable, bikeable, more active community? Are local and regional agencies working in support of development goals that encourage walking, bicycling, and public transportation by all users?

ii. Understanding the Decision-Making Processes

To pass a Complete Streets policy through your city council, you must become familiar with the decision-making process that you are attempting to influence. The more you know about the process, the more power you will have to influence it. It is essential to understand how that policy is developed and agreed upon. This includes understanding the formal rules and procedures, as well as the more informal, behind-the-scenes processes.

Chapter III described in detail how the city functions and how very

often these processes work. As explained, rules and procedures documents can be found in the city's ordinances.

iii. Building a Complete Streets Campaign Partnership

To advocate successfully, you need to add more partners to build a strong, diverse, and united Complete Streets coalition. A coalition will provide your campaign with more credibility, resources, and effectiveness. Also, because more organizations and individuals will be a part of your campaign, you will have greater reach to public opinion. Building a coalition can sometimes be difficult, but the potential success is greater when organizations and individuals work together.

You can create this coalition from individuals and organizations in your community.

Potential coalition partners may include:

- Bicycle dealers, shops;
- Outdoor gear dealers, shops;
- Active living organizations;
- Community members who are cyclists;
- Alternative transportation organizations;
- Anti-poverty organizations;
- Environmental and conservation groups;
- Public health organizations;
- Smart growth organizations;
- Law enforcement;
- Housing developers;
- Hospitals;
- Schools;
- Seniors;
- Youth;
- Colleges;
- Churches; and
- Arts groups.



A logical partner in your Complete Streets campaign are schools and parent-teacher organizations. Photo Credit: Bike Portland

Focal Point: Opponents

As you create a list of potential coalition partners, remember to think about who may oppose your great idea. Keep them in mind as you work your campaign strategy.

iv. Grassroots Organizing

As you build your coalition and begin to understand your city's political landscape, you need to create and continually update an email database of people interested in moving a Complete Streets initiative forward.

Some of these people will be a part of your Complete Streets Coalition, but many will not. These are the people who are your friends, friends of friends, friends of Coalition members, and so forth. These are the people who will support a Complete Streets initiative, but do not have time or the personality to be leading the effort. However, they most likely would be willing to send an email or make a phone call when the time is right.

This grassroots database can be essential to a successful advocacy effort. Believe it or not, city council members rarely hear from constituents on issues on their agenda unless it is a really big issue (i.e. creation of landfills, increase in road fees, etc.). So, when they do get a few phone calls, they listen.

v. Identifying Targets and Values of Targets

Who has the power to make the change you need to achieve your goal? This is your target.

At the city, this will be individual city council members, the mayor, city administrator or manager, and potentially the transportation director and staff. It may also include influential community leaders, neighbor associations, and media.

The Alliance for Biking & Walking has identified values and concerns of the target audience of community members. These include:

- Safety of children;
- Traffic on their neighborhood streets – cut-through, high speed traffic;
- Keeping the character of their rural neighborhood streets (not putting sidewalks in rustic neighborhoods);
- High speed traffic, traffic congestion; and
- Safe places to walk along and cross major arterials (sidewalks & crosswalks).

You have done some of this work when you reviewed your city's political landscape.



It is imperative that your campaign is appealing and worthwhile to the community at-large. You can accomplish this by offering fun and interesting events like "Walk To School Day" to involve your community. Photo Credit: Bike Portland

vi. Choosing and Implementing Tactics

As you analyze the ease or difficulty of your Complete Streets policy choice, the complexity of the political landscape, the strength of your coalition, the potential opposition, grassroots organizing capabilities, and your timeline, it will become clear the best tactics to use to pass your Complete Streets policy.

Types of tactics include:

- Relationship building;
- Decision maker education;
- Grassroots mobilization;
- Media campaign (earned and paid);
- Public hearings;
- Community outreach/education; and
- Demonstration projects.

Focal Point: Campaign Materials

Your Complete Streets Campaign will need materials to get your message out. These materials may include:

- Media Kits;
- Website;
- PowerPoint presentation about Complete Streets;
- Prepared Remarks for speakers;
- Frequently Asked Questions; and
- Materials for table or rack distribution.

Focal Point: Advocacy 101 – Making Friends

By Coretta Bedsole, Palmetto Public Affairs

The Merriam-Webster definition of advocacy is “the expression of support for or opposition to a cause, argument or proposal.” Advocacy may include influencing laws, legislation or attitudes. The concept of advocacy can seem daunting. The first step towards becoming a successful advocate is to recognize that while the definition may sound overwhelming, effective advocacy is essentially applying common sense approaches to delivering a message of one’s convictions. “All you need to know you learned in kindergarten” has never more true than in the advocacy arena. Advocacy is about building relationships. The goal of building a relationship is to put you in the best possible light and to convey information about yourself in a way that is salient and interesting to the other person. To assist you in enhancing your advocacy skills, consider using the helpful hints noted throughout this document.

Make a friend.

Get to know the person whose decision you want to influence. Read the public official’s biography, which is available on state and local government websites. Ask the official to participate in biking activities and events.

Be nice to your friend.

Talk about issues that interest him/her. Think about how that interest(s) can apply to cycling and physical fitness. Be prepared with your message; be informative but not confrontational.

Be a prepared friend.

Become familiar with the governmental and regulatory process. Study your advocacy manual. Read information sent to you about issues. Be an active and regular participant in advocacy efforts;

that will ensure you have the latest and best information.

Remember your friend often.

Add policy makers to your mailing list so that they receive things such as newsletters and other information about your activities. And thank them for meeting with you, talking with you, supporting your issue, and passing your ordinance.

Follow through with your friend.

Elected officials are busy people. The best way to help them help you is to follow up with any information they need. Assist them in preparing their comments about your issue. Offer to do the leg work on your issue.

Communicate appropriately with your friend.

Determine which communication techniques work best for the public official. Some prefer email; others prefer a telephone call or a handwritten letter. Be concise in your communication. Make sure to be concise in your discussion. State the reason for your contact, briefly describe the problem/issue, followed by a proposed solution. Make sure to close the loop by specifically asking for what you want.

Be a friend in time of need.

Remember elected officials have to continually run for office so consider being a campaign volunteer or supporter. Host a campaign fund-raiser in your home or community. Encourage your friends to vote; offer a candidate an opportunity to talk with your friends and/or peer group. (Remember though, if you are a nonprofit, you cannot support candidates or give money to candidates as a representative of the organization.)

Don’t gossip about your friend.

Politics can be controversial and can generate negative press. Don’t become a part of the negativity. Focus on working with whoever holds the elected position. Transcend party lines and don’t make assumptions.

Coretta D. Bedsole is a Principal with Palmetto Public Affairs. She has been working with nonprofits in the legislative process for over 25 years in South Carolina.



Discussion with Andrew Meeker

Senior Landscape Architect, City of Greenville

Q: How did Greenville's Complete Streets Resolution come about?

A: Several of Greenville's leaders in promoting bicycling and walking had discussed the need for a formal resolution for quite a while. It wasn't until we invited Natalie Britt, former Executive Director of the Palmetto Cycling Coalition, that this effort really gained footing. After Natalie spoke to city officials at a City Council Workshop, the initiative received the support and facts needed to move ahead. At the time, the City of Greenville already had an Engineering Design and Specifics Manual (DSM) in place, which required bike lanes on new city roads and provided design details for these roadways. Because the city already had a DSM on hand to promote bicycling infrastructure, the Complete Streets Resolution really became a natural fit.

Q: What resources did you implement in drafting the resolution?

A: We consulted Natalie Britt and www.completestreets.org while writing the resolution, and after we collaborated and formulated a draft, the resolution was sent to the engineering department within the city to make any necessary modifications.

Q: Was there any difficulty in passing the resolution?

A: It was smooth sailing. The council considered it for first and second readings, and adopted it as a resolution quickly thereafter. There was little resistance.

Q: Tell me about the implementation of the resolution today.

A: Even though we have the policy in place, it is my impression that a supporting document is necessary to ensure appropriate application and interpretation. For the City of Greenville, this supporting document is a Comprehensive Bicycle Master Plan. I am currently working with various city officials to fund, develop and pass such a document.

Q: Greenville has another very important policy in place to promote

and encourage bicycling within the city, the Bicycle Parking Ordinance. How did this ordinance come about?

A: The Bicycle Parking Ordinance was a collaborative effort of several partners, from within the city government and beyond, to encourage and provide free and secure bicycle parking for all riders.

Q: How was this ordinance drafted?

A: This was a more complicated effort than the Complete Streets resolution, because much of the ordinance is tied to zoning specifications. In the initial phase, we looked at other cities across the country and their parking ordinances in order to understand what direction we wanted to go. We then consulted the Association of Pedestrian and Bicycling Professionals (APBP) bicycle parking guidelines for more details and bicycle parking specifics. The ordinance was presented to the Planning Commission, and after a few changes, was adopted. It has now been in place for about two years.

Andrew Meeker is a Senior Landscape Architect with the City of Greenville, and is intimately involved with bicycling efforts within the city. Andrew heads up Greenville's Bicycle Friendly Community initiative, known as Bikeville, and is also the chair of the city's Bicycle and Pedestrian Advisory Committee, BPAC. For more information about Greenville's efforts, go to bikeville.org.

VII. After the Win: Implementation of Complete Streets Policies

The city council has adopted a Complete Streets policy and has committed to including the ideas behind Complete Streets into its transportation projects. The campaign must maintain contact with council members, mayors, and transportation and planning staff to ensure Complete Street policies are being implemented.

Liveablestreets.com has listed four major changes that should occur within a community after a Complete Streets policy has been adopted.

1. Revised roadway policies and standards—these include such features as lane widths, design speeds, corner turning radii, the placement and design of crosswalks, incorporation of countdown timers, lead pedestrian intervals, bike lanes, and whether to add or leave street parking.

2. Revised decision process—all users should be consulted to help determine the appropriate design for a new or rebuilt roadway.

3. Staff training—local traffic engineers and planners should receive training in best practices for accommodating all users. Most engineering schools provide no training on traffic calming, pedestrian, bicycle, or disability design.

4. Data collection—data on all users, not just vehicles, should be collected before and after a street retrofit. Consideration should be given to adopting multimodal performance standards, known as Level of Service standards, to track how well each user group is being served. Typically, Level of Service is only measured for vehicles, during the most congested hours of the day.



A safe, pedestrian crosswalk offers such amenities as a pedestrian activated push-button, a spacious refuge, and a gently angled cross slope. Photo Credit: Rachael Kefalos





A bus-specific lane adjacent to a bicycle lane. Photo Credit: Bike Portland

VIII. Appendices

Complete Street Policies:

See Attachments:

- Richland County Resolution
- Greenville City Council Complete Streets Policy

More Information on Complete Streets:

Eat Smart Move More South Carolina:

www.eatsmartmovemoreesc.org

Palmetto Cycling Coalition: www.pccsc.net

The National Complete Streets Campaign:

www.completestreets.org

The Alliance for Biking & Walking:

www.peoplepoweredmovement.org

America Bikes: www.americabikes.org

Association of Pedestrian and Bicycle Professionals:

www.apbp.org

www.livablestreets.com/streetswiki/complete-streets

www.bicyclinginfo.org or www.walkinginfo.org

More Information on Cities:

Strom Thurmond Institute:

www.strom.clemson.edu/publications/ulbrich/home_rule.pdf

South Carolina Municipal Association: www.masc.org

More Information on Advocacy:

Palmetto Public Affairs: www.palmettopublicaffairs.com

The Independent Sector: www.independentsector.org

Photos Courtesy of:

Jonathan Maus, BikePortland.org, Founder/Editor-in-Chief

Karen Myers, Freelance Graphic Designer

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Roberta Sokolitz

About the Authors:
REBECCA D. RAMOS

Rebecca D. Ramos is a founding Principal of Palmetto Public Affairs, LLC, firm dedicated to helping grow and advocate for stronger non-profits in South Carolina.

Before starting PPA, she was chief staff officer for Senator Peter Welch, President Pro Tempore of the Vermont Senate, and attorney and policy analyst for Governor Howard Dean. Her husband, Kelly Lowry, is a native South Carolinian. They returned to his Spartanburg home to be near family and to raise their two children. Her first job out of law school was Conservation Director for the Palmetto Conservation Foundation in Columbia, South Carolina.

Ramos graduated with a Juris Doctor and Master of Studies in Environmental Law from Vermont Law School and a Bachelor of Science in Environmental Engineering from Auburn University. Rebecca is a founding member of The Daughters of Susan B., a group of over 100 women advocating for increasing the number of women in the democratic process. She also serves on the Executive Committee and is communications chairman of Women Giving for Spartanburg, a women's philanthropic organization. She currently chairs the board of Hubculture Inc., an arts-focused nonprofit organization and is a board member of the Spartanburg Regional Healthcare System Foundation Heart Division. Rebecca has served on the Environmental Committee and Community Indicators Project of the Spartanburg County Foundation. She is currently a Liberty Fellow, Class of 2011.

RACHAEL KEFALOS

Rachael Kefalos is the Executive Director of the Palmetto Cycling Coalition, a membership based advocacy organization working to make South Carolina a more safe and friendly place to bicycle.

A native of Charleston, South Carolina, Rachael studied for three semesters at Skidmore College, a small liberal arts college in upstate New York, before transferring to the University of South Carolina to complete her Bachelor of Arts in Marine Science and French.

Kefalos began her non-profit career working as the Membership/Development Director of the Congaree Land Trust, a land conservation organization working to protect acreage in central South Carolina.

As an avid cyclist for both its recreational and transportation benefits, Rachael first ventured into the world of advocacy in 2007, joining a task force working to make the City of Columbia more bicycle friendly. A year later, she joined the staff of the Palmetto Cycling Coalition.

Currently, Kefalos serves on the South Carolina State Trails Advisory Committee as well as the Steering Committee of Sustainable Midlands. She is also a Board Member of the South Carolina Wildlife Federation.



Attached Policy: Richland County

STATE OF SOUTH CAROLINA
COUNTY OF RICHLAND

A RESOLUTION OF THE
RICHLAND COUNTY COUNCIL

A RESOLUTION TO ENDORSE AND SUPPORT A "COMPLETE STREETS"
POLICY TO PROVIDE SAFE AND CONVENIENT ACCESS FOR ALL USERS
OF ROADWAYS

WHEREAS, increasing walking and bicycling offers the potential for cleaner air, greater health of the population, reduced traffic congestion, more livable communities, less reliance on fossil fuels and foreign supply sources, and more efficient use of road space and resources; and

WHEREAS, the "Safe, Accountable, Flexible, Efficient Transportation Equity Act" (SAFETEA-LU) calls for the mainstreaming of bicycle and pedestrian projects into the planning, design, and operation of our nation's transportation system; and

WHEREAS, bicycle and pedestrian projects and programs are eligible for funding from many major Federal-aid funding programs; and

WHEREAS, On January 14, 2003, the South Carolina Department of Transportation Commission passed a resolution that "...requires South Carolina counties and municipalities to make bicycling and pedestrian improvements an integral part of their transportation planning and programming where State or Federal Highway funding is utilized..."; and

WHEREAS, on December 4, 2008, the South Carolina Department of Transportation Commission adopted the policy that SCDOT's federal transportation enhancement funds be exclusively used for pedestrian facilities, bicycle facilities, streetscaping and rail corridor preservation, with the first three categories being applied specifically

to the MPO and non-MPO programs and that beginning with the 2009 cycle, the funding cap for non-MPO projects be increased to \$ 400,000 with a minimum 20 % match; and

WHEREAS, Richland County's Comprehensive Plan calls for the planning and development of safe and environmentally friendly transportation systems as well as emphasizing transportation choices; and

WHEREAS, the County's Strategic Plan, adopted by the County Council in March 2009 provides a series of Desired Outcomes to implement the Plan including "...A "Complete Streets" initiative will be implemented to ensure that alternative modes of transportation, such as bike lanes and sidewalks, are integrated into all new major transportation improvements..."; and

WHEREAS, public health experts encourage walking and bicycling to mitigate the epidemic of obesity in South Carolina; and

WHEREAS, research shows that creating walkable streets and lowering automobile speeds on some roads improves economic conditions for residents and business owners; and

WHEREAS, Richland County Council affirms that bicycling and walking accommodations will become an integral part of planning, design, construction and operating activities in the operations of our transportation system; and

WHEREAS, Richland County Council endorses the "Complete Streets" policy by encouraging the design, operation, and maintenance of the transportation network to promote safe and convenient access for all users in a manner consistent with, and supportive of, the surrounding community; and

WHEREAS, Richland County Council endorses policies and procedures with the construction, reconstruction, or other changes of transportation facilities on many arterial and collector roads to support the creation of "Complete Streets", including capital improvements and major maintenance, recognizing that all streets are different and in each case user needs must be balanced;

NOW, THEREFORE, BE IT RESOLVED that the Richland County Council does hereby endorse and support the "Complete Streets" policy as follows:

1. County staff shall revise established regulations, policies, and operating practices, as deemed appropriate and feasible, so that transportation systems are planned, designed, constructed and operated to make bicycling and pedestrian movements an integral part of the County's transportation planning and programming while promoting safe operations for all users; and
2. County staff shall plan for, design, construct and operate all County transportation improvement projects, unless a construction contract has been executed prior to the date of this Resolution, to provide appropriate accommodation for pedestrians, bicyclists, transit riders, and persons of all abilities, while promoting safe operation for all users, as deemed appropriate and feasible; and
3. The County staff shall immediately incorporate the "Complete Streets Concepts" into the neighborhood master planning and implementation process; and
4. The Public Works Department and the Planning and Development Services Department shall begin implementing the "Complete Streets Concept" process and procedure changes in all other transportation projects as soon as administratively possible after adoption of this Resolution.
5. The Planning and Development Services Department, in consultation with the relevant affected parties, shall prepare draft regulations to implement the "Complete Street Concept" for consideration by the Planning Commission as soon as possible.

ADOPTED THIS the ____ day of _____, 2009.

Paul Livingston, Chair
Richland County Council

ATTEST this ____ day of _____, 2009

Michielle R. Cannon-Finch
Clerk of Council

Attached Policy: Greenville

RESOLUTION NO. 2008- 49
Page 2

RESOLUTION NO. 2008- 49

A RESOLUTION

TO ENDORSE AND SUPPORT A COMPLETE STREETS POLICY TO PROVIDE SAFE AND CONVENIENT ACCESS FOR ALL USERS OF STREETS.

WHEREAS, on April 24th, 2006, Resolution 2006-32, Greenville City Council adopted the "Action Plan" to make the City of Greenville a "Bicycle Friendly Community"; and

WHEREAS, increasing walking and bicycling offers the potential for cleaner air, greater health of the population, reduced traffic congestion, more livable communities, less reliance on fossil fuels and their foreign supply sources and more efficient use of road space and resources; and

WHEREAS, the City of Greenville's Downtown Master Plan and Comprehensive Plan call for the planning and development of accessible transportation networks and multi-modal land-use with transportation choices; and

WHEREAS, the City of Greenville's Design and Specifications Manual requires that the inclusion of landscaping, bicycle and pedestrian oriented facilities be included with new and reconstructed roadways; and

WHEREAS, in 2006 crashes involving bicyclists and pedestrians represented eighteen (18%) percent of the traffic fatalities in Greenville County and in 2006 crashes involving bicyclists and pedestrians represented fourteen (14%) percent of the traffic fatalities in South Carolina; and

WHEREAS, the City of Greenville is strongly committed to improving travel conditions and travel choices for people of all ages & abilities; and

WHEREAS, the Safe, Accountable, Flexible, Efficient Transportation Equity Act (SAFETEA-LU) calls for the mainstreaming of bicycle and pedestrian projects into the planning, design and operation of our nation's transportation system; and

WHEREAS, bicycle and pedestrian projects and programs are eligible for funding from almost all of the major Federal-aid funding programs; and

WHEREAS, the City of Greenville affirms that bicycling and walking accommodations should be an integral part of planning, design, construction and operating activities, and will be included in the everyday operations of our transportation system; and


WHEREAS, the City of Greenville endorses the Complete Streets Policy by encouraging the design, operation and maintenance of the transportation network to promote safe and convenient access for all users in a manner consistent with, and supportive of, the surrounding community; and

WHEREAS, the City of Greenville endorses policies and procedures with the construction, reconstruction or other changes of transportation facilities on streets to support the creation of Complete Streets including capital improvements, re-channelization projects and major maintenance, recognizing that all streets are different and in each case user needs must be balanced.

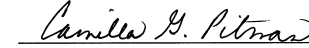
NOW, THEREFORE, BE IT RESOLVED BY THE MAYOR AND CITY COUNCIL OF THE CITY OF GREENVILLE, SOUTH CAROLINA that the City endorses and supports the Complete Streets Policy as follows:

1. City staff shall enforce existing policies, provide guiding principles and create operating practices as deemed appropriate and if feasible so that transportation systems are planned, designed, constructed and operated to make bicycling and pedestrian movements an integral part of the City's transportation planning and programming while promoting safe operations for all users.
2. City staff shall plan for, design, construct and operate all new City transportation improvement projects to provide appropriate accommodation for pedestrians, bicyclists, transit riders, and persons of all abilities, while promoting safe operation for all users, as deemed appropriate and if feasible.
3. City staff shall incorporate Complete Streets principles into transportation strategic planning, transportation plans, manuals, rules, regulations and programs as deemed appropriate and if feasible.

RESOLVED THIS 24 DAY OF NOVEMBER, 2008.


MAYOR

Attest:


CITY CLERK

