Town of Davenport
Complete Streets

August 2016
1. Introduction

Purpose

The Town of Davenport believes that the public right-of-way does more than convey vehicles. It serves a vital role in shaping the community’s landscape and livability. Toward that end, the Town has developed a Complete Streets Policy in conformance with New York State’s Complete Streets legislation of 2011.

“Complete Streets” are streets that are designed and operated to provide safe and convenient access for all roadway users, regardless of age, ability or mode of transportation. This includes pedestrians, cyclists, transit users, and motorists. It considers the needs of children, the elderly and persons with disabilities.

Benefits

By planning, designing and constructing Complete Streets, communities can provide quality access to schools, jobs, health services, and shops while also achieving greater economic, environmental, and public health benefits. Those benefits include:

Making Roadways Safe

According to the National Complete Streets Coalition, residents of small towns are more likely to be hurt of killed on the transportation system than those living in urban areas. In 2006, 23 percent of the US population lived in rural areas, yet 56 percent of all traffic fatalities occurred in rural areas. Further, higher driving speeds on rural roads and arterials are more likely to cause fatalities: 68 percent of fatal crashes on rural roads occurred when the posted speed limit was 55 mph or higher.

Improving Access for Seniors & Low Income Residents

Rural communities tend to have higher concentrations of older adults and low income residents, two populations who are less likely to own’ cars or drive. In limiting mobility to automobiles alone, these citizens risk isolation from the community and the economy.

According to the 2010 American Community Survey, 19.6 percent of the population of the Town of Davenport is 60 years of age or older. A common complaint among senior citizens is the inconvenience or inability to get to shops and services without a car, even for those who reside within reasonable walking distances of their destination.
Providing Safe Routes to School

Nationwide, safety issues are a big concern for parents, who consistently cite traffic danger as the reason preventing their children from biking or walking to school.

According to the 2013 American Community Survey, 20.5 percent of the population in the Town of Davenport is between the ages of 5 and 19, or school age. Children who live in rural areas are at a greater risk for obesity and related disease than children from urban areas. Providing safe opportunities for walking and biking to and from school can help kids be active and healthy. Further, roads that accommodate children and other vulnerable users will be safer for everyone.\(^v\)

Charlotte Valley Central School, which serves 374 children, is located along New York State (NYS) Route 23 within the hamlet of Davenport. Accessibility to the school is hampered by the hamlet’s incomplete sidewalk network and narrow shoulders which discourage walking and bicycling.

Enhancing the Environment

Providing residents with an efficient transportation network supports alternative modes of transportation, like walking, biking and using transit, and reduces the number of motorized trips and miles traveled. Improving roadway design can also reduce carbon emissions and achieve other environmental goals.

Stimulating Economic Activity

Complete Streets help town centers and Main Streets thrive by improving street connectivity and access to community activity centers. As NYS Route 23 is controlled by the New York State Department of Transportation (NYS DOT), having Complete Streets policies at the local level will help the Town of Davenport communicate its vision and policies to the state level. This will help ensure that road projects produce safe, accessible and attractive streets. In this way, Complete Streets can facilitate reinvestment and economic development in the heart of a small town.\(^vi\)
**Being Sensitive to the Rural Context**

The Town of Davenport has a rural setting with two small hamlets along NYS Route 23. Complete Street treatment will look different here than in Davenport’s urban counterparts. Treatments may be simpler. For example, roads surrounded by agricultural use may be “complete” by simply providing wide shoulders to give pedestrians and cyclists more distance from vehicular traffic, and providing connections to regional trail and public transportation networks. Residential streets may benefit from well-marked crossings and sidewalks with accessible curb cuts lining one side of the street. vii

**Design**

Complete Streets offers a toolbox of design elements which can be tailored for each street. The selection of design elements includes consideration of a street’s functional classification, traffic speed and volume, accident history, and the community’s desired level of service.

A complete street may include: sidewalks, bike lanes (or wide paved shoulders), frequent & safe pedestrian crossing opportunities, medians, accessible pedestrian signals, curb extensions, and narrower travel lanes.

According to the American Association of State Highway Transportation Officials (AASHTO), paved shoulders offer benefits in three important areas: safety, capacity and maintenance. First, highways with paved shoulders have lower accident rates. Paved shoulders provide room for vehicles to make evasive maneuvers and provide space for disabled vehicles to stop or drive slowly. They also benefit pedestrian and bicyclist safety by reducing passing conflicts between motor vehicles and these modes, and make the crossing pedestrian more visible to motorists. Additionally, they provide for storm water discharge farther from the travel lanes, reducing hydroplaning, splash and spray to following vehicles, pedestrians and bicyclists.

Second, highways with paved shoulders can carry more traffic. Paved shoulders allow for easier exiting from travel lanes to side streets (also a safety benefit), provide greater effective turning radii for trucks, provide space for not only disabled vehicles but mail delivery trucks and bus stops, and provide space for bicyclists to ride at their own pace.

Finally, highways with paved shoulders are easier to maintain. Paved shoulders provide structural support to the pavement, discharge water farther from the travel lanes, reducing the undermining of the base and subgrade, provide space for maintenance operations and snow storage, and provide space for portable maintenance signs.viii
Applicability

According to the 2015 NYS DOT Highway Mileage Report, the Town has 12.9 centerline miles of State roads, 67.5 centerline miles of town roads, and 8.4 centerline miles of county roads. The Town of Davenport’s Complete Streets Policy will be applicable to all Town-owned transportation facilities in the public right-of-way including streets, bridges and paths, and all privately constructed streets and parking lots. In the latter case, the design elements of the policy will be reviewed and enforced in conjunction with any subdivision applications. Exceptions are described in the Complete Streets policy.

While the Town of Davenport will consistently and comprehensively apply the Complete Streets Policy Guidelines, much of the road network is under the jurisdiction of other entities such as the State. Although the Town cannot mandate that adoption of a similar policy, the Town will endeavor to coordinate with NYS DOT to promote continuity across jurisdictional boundaries. New York State has a Complete Streets law that is consistent with these policy guidelines.
2. Town Profile

The Town of Davenport, established in 1817, is a small older community located in northeastern part of Delaware County, New York. According to the US Census, the town has a total area of approximately 52 square miles. Its population was 2,965 at the 2010 census.

Charlotte Valley Central School is the only public school in Davenport. There are two volunteer fire departments in town, as well as four churches and three post offices. There are four hamlets within the borders of the town: Davenport, Davenport Center, West Davenport and Fergusonville.

Population

According to the 2010 US Census and the 2010-2014 U.S. Census American Community Survey 5-Year Estimates, the Town of Davenport’s population decreased by 1.4% from 2,965 in 2010 to 2,923 in 2014. Interestingly, the number of children under 5 years old decreased from 5.6 to 1.7 percent, while the senior population over 65 years old increased from 17.4 to 21.5 percent. Over the same time period, the median age increased from 44 to 48.2 years. The town has approximately 276 veterans, accounting for 9% of the population.

<table>
<thead>
<tr>
<th>Age Range</th>
<th>2010</th>
<th>2014</th>
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<tbody>
<tr>
<td>Under 5</td>
<td>5.6%</td>
<td>1.7%</td>
</tr>
<tr>
<td>5-19</td>
<td>18.3%</td>
<td>18.5%</td>
</tr>
<tr>
<td>20-65</td>
<td>58.7%</td>
<td>58.3%</td>
</tr>
<tr>
<td>65 and over</td>
<td>17.4%</td>
<td>21.5%</td>
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</tbody>
</table>

2010-2014 American Community Survey 5-Year Estimates

Most working people in Davenport drive alone, 83.4 percent, and a fair share, 9.7 percent carpool. This level of automobile use is not surprising given the lack of public transportation and the aging population. The average travel time to work was 23.9 minutes.

<table>
<thead>
<tr>
<th>Drove Alone</th>
<th>Carpoled</th>
<th>Walked</th>
<th>Worked at Home</th>
</tr>
</thead>
<tbody>
<tr>
<td>83.4%</td>
<td>9.7%</td>
<td>1.8%</td>
<td>5.1%</td>
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</table>

2010-2014 American Community Survey 5-Year Estimates

The Town of Davenport has an 8 percent unemployment rate amongst its civilian work force, age 16 and over which is higher than Delaware County’s 5.7 percent unemployment rate. The employed labor force works pretty evenly in Management (26.7%), Service (24.3%), and Sales and Office (22.7%) occupations with 13.4% working in Natural Resources.
The following table gives a breakout of the percentage of workers employed by various sectors which indicates that the largest sector is Educational Services, Health Care and Social Assistance at 27.4 percent, followed by Retail Trade at 10.8 percent.

<table>
<thead>
<tr>
<th>Sector</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Educational services, health care, social assistance</td>
<td>27.4%</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>13.0%</td>
</tr>
<tr>
<td>Retail trade</td>
<td>10.8%</td>
</tr>
<tr>
<td>Construction</td>
<td>8.8%</td>
</tr>
<tr>
<td>Arts, entertainment, recreation, food services</td>
<td>8.8%</td>
</tr>
<tr>
<td>Professional, scientific, management, administrative</td>
<td>6.1%</td>
</tr>
<tr>
<td>Other services</td>
<td>4.9%</td>
</tr>
<tr>
<td>Public administration</td>
<td>4.7%</td>
</tr>
<tr>
<td>Agriculture, forestry, fishing and hunting, and mining</td>
<td>4.4%</td>
</tr>
<tr>
<td>Transportation and warehousing, and utilities</td>
<td>4.2%</td>
</tr>
<tr>
<td>Finance and insurance, real estate</td>
<td>4.0%</td>
</tr>
<tr>
<td>Wholesale trade</td>
<td>1.7%</td>
</tr>
<tr>
<td>Information</td>
<td>1.3%</td>
</tr>
</tbody>
</table>

2010-2014 American Community Survey 5-Year Estimates

The median household income in Davenport is $48,750 with the average household earning of $59,760. 42.5 percent of households receive Social Security income, understandable given the elderly population. 10.7 percent of families had incomes below the poverty level.

<table>
<thead>
<tr>
<th>Household Income</th>
<th>Percentage</th>
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</thead>
<tbody>
<tr>
<td>&lt; $24,999</td>
<td>25.5%</td>
</tr>
<tr>
<td>$25,000 - $49,999</td>
<td>25.4%</td>
</tr>
<tr>
<td>$50,000 - $99,999</td>
<td>34.7%</td>
</tr>
<tr>
<td>$100,000 and over</td>
<td>14.4%</td>
</tr>
</tbody>
</table>

2010-2014 American Community Survey 5-Year Estimates

Of the 1,540 housing units, 78.8 percent are occupied, and 21.2 percent are vacant which is a fairly high vacancy rate as 5 percent is generally considered acceptable. Of the 1,213 occupied housing units, 79.3 percent are owner occupied and 20.7 percent are renter occupied. This exceeds Delaware County’s homeownership rate of 74.2 percent. Homeownership provides a variety of benefits to the community, including improving neighborhood stability. While a high homeownership rate indicates that the housing stock is affordable, families continue to live in them for generations though some are not in acceptable condition. The average household size is 2.40 persons.
3. Review of Existing Regulations

**Comprehensive Plan**

The Town of Davenport currently does not have an adopted Comprehensive Plan. It is recommended that when the Town prepares its official comprehensive plan that the Town include recommendations to that support complete street policies. Sample strategies are included in Section 5 of this guide.

**Subdivision Regulations**

Communities known for their high quality of life are walkable, bikeable and vibrant, and the consideration of land use and transportation is critical to the livability of a community. Ensuring that Complete Streets are consistently provided within the community contributes to a high quality of life. Complete Streets include elements such as defined pedestrian and bicycle facilities, street trees and benches, pedestrian scaled lighting, and off road pathways. These elements allow people to safely walk to a store or library, take the bus to school, or bike to the park. Such elements increase the capacity of the street network and positively impact the physical health and safety of the community.

The Town of Davenport’s Subdivision Law was reviewed for consistency with Complete Streets concepts. The following technical recommendations represent professional planning opinions on how this law could be updated to implement this Complete Streets Policy. The following proposed changes will help the Town promote a number of community benefits including enhanced quality of life, improved community health, reduced dependence on automobiles, and less reliance on fossil fuels.

Integrating Complete Streets practices into local planning and policy decisions will help encourage safe and active transportation, decrease pollution, and reduce the incidence of childhood obesity, social isolation, diabetes, and heart disease. By adopting a Complete Street policy the Town is promoting street design and land use policies that will allow people to get around safely on foot or bicycle.

The following are recommendations to modify the Town of Davenport’s Subdivision Law consistent with Complete Streets policy.

**Article 100: General Provisions**

- **§103. Policy:** Add language to ensure future streets are built to accommodate pedestrian and bicycle traffic as well as vehicular traffic. For example: “Future streets will be designed with the needs of pedestrians, bicyclists, transit users, and motorists in mind. If all modes cannot be accommodated on a street, consideration should be given to the creation of separated facilities like bicycle and pedestrian paths.”
**Article 200 Definitions**

- **§202. Key Terms:** The definition of “public improvements” should include bicycle facilities, like bicycle lanes. The definition of “Road, Pavement” should refer not only to “vehicular traffic,” but also to alternative modes, such as pedestrians, bicyclists, and public transportation users.

**Article 300 Application Procedure**

- **§303. Sketch Plan Review A.** Submission of Sketch Plan: Second paragraph, add "public" to "road improvements" i.e. "road and public improvements, including sidewalks and pedestrian-ways."

- **§303. Sketch Plan Review D.** Submission of Sketch Plan: First paragraph Line 2 include the following: Particular attention will be given to the arrangement, location, width “and connectivity” of roads, “the accommodation of sidewalks and pedestrian-ways”…

- **§303. Sketch Plan Review D.** Submission of Sketch Plan: Second paragraph, add to "The Planning Board may encourage the creation of open space and trails in new developments by requiring cluster development and that a percentage of total developable land be devoted to public open space such as pocket parks, tot lots or linear parks and that sensitive natural areas remain undisturbed.”

- **§305 Preliminary Plat for Major Subdivision C.** Study of Preliminary Plat: Paragraph 2 insert: Particular attention shall be given “to implementing the Complete Streets Policy” and the arrangement, location, width and design of roads....

**Article 500. General Improvements and Design Standards**

- **§501. General Considerations:** A) Conformance with Applicable Rules and Regulations. 3) Add: Complete Streets Policy.

- **§503. Roads.** A) Road Layout. Add: 12) Pedestrian and Bicycle Accommodation. In addition to Roads, the subdivider shall propose the means for accommodating walking and bicycling as viable modes of transportation. These facilities may be sidewalks or paths of sufficient width (5-8 feet) and construction (stone dust, pavement and concrete) to accommodate the intended users. These facilities may follow the road alignment, or may be provided separately to provide connectivity between land uses, such as homes and businesses that is more appropriate for pedestrian and bicycle use.

- **§503. Roads.** C) Commercial Roads. Add: 3) Pedestrian and Bicycle Accommodation. In addition to Roads and driveways, the subdivider shall propose the means for accommodating walking and bicycling as viable modes of access. These facilities may be sidewalks or paths of sufficient width (5-8 feet) and construction (stone dust, pavement, and concrete) to accommodate the intended...
user(s). These facilities may follow the road alignment and driveways or may be provided separately, providing connectivity between roads and land uses that is more appropriate for pedestrian and bicycle use. In addition to sidewalks or pathways, the subdivider will provide bicycle parking.

- **§508. Non-Residential Subdivisions.** C) Commercial Roads. 3) Sidewalks. Replace with: Sidewalks are required and shall be at least five (5) feet in width and compliant with Americans with Disabilities Act requirements and include a tree planting area four (4) feet in width along local and collector streets and six (6) feet in width along arterials and major streets.

- **§508. Non-Residential Subdivisions.** C) Commercial Roads. 5) Parking Requirements. Add: Sidewalks are required to connect said parking areas with nearby building entrances, other roads, pedestrian facilities and other features of the subdivision or neighboring subdivision.

- **§509. Environmental Considerations.** E) Performance Standards. 5) Replace with: “Will not cause unreasonable highway congestion, nor unsafe speeds and conditions for vehicles, cyclists and pedestrians with respect to use of the highway, existing or proposed.”

- **§510. Requirements for Major Realty Subdivisions.** 1. Add:"...subdivision: Complete Streets Policy requirements, ..."

- **§510. Requirements for Major Realty Subdivisions.** 4. Sidewalks. Change to:"The Planning Board shall require... ...at least five (5) feet wide and in compliance with the Americans with Disabilities Act..." Add: "As an alternative to traditional concrete sidewalks, the Planning Board may require stone dust or paved multi-use pathways or trails for the purpose of this section."

**Article 600. Documents to be Submitted**

- **§601. Sketch Plan.** A. Add: "...such as existing road patterns, trails, sidewalks, and other pedestrian facilities, ..."

- **§601. Sketch Plan.** F. Add: "...road layout, sidewalks, paths, trails, and other pedestrian and bicycle facilities..."

- **§603. Major Subdivision Preliminary Plat.** G. Add:"...or public ways such as trails, sidewalks and paths..."

- **§604. Major Subdivision Final Plat.** J. Add: "all improvements including sidewalks, paths, trails, ..."
4. Implementation Projects

The following are recommended projects. Some are relatively easy to implement with existing resources while other projects will require significant project planning and management for which grants may be available. Even small projects can make meaningful improvements. For example, in repaving projects, an edge stripe can be shifted to create more room for pedestrians or cyclists, or a new crosswalk can be added to facilitate pedestrian crossing. A strong Complete Streets Policy integrates Complete Streets planning into all types of projects, including new construction, reconstruction, rehabilitation, repair, and maintenance. ix When implementing Complete Streets design elements, the Town should:

- Keep it simple, and focus first on easy-to-implement and low-cost solutions.
- Match the treatment to the type of problem.
- Identify and program longer-term improvement needs.

Traffic Calming/Speed Reduction

In Davenport, traffic speed along NYS Route 23 has been identified as a concern. The roadway ranges from wide travel lanes and shoulders to much narrower lanes with faded striping, no shoulders and poorly posted speed limit signs. All these factors contribute to higher rates of speed for motorized vehicles. The current condition is commonly found on state routes throughout New York State and is due to an institutional preference for accommodating a higher Level of Service for roads that is inappropriate in hamlet areas. Many communities are redesigning state and county roads within populated areas in towns to make them more complete, while maintaining their important function as conduits for trucks and other travelers.

**Recommendation 1: Install Speed Monitoring Devices**

Invest in a flashing radar speed sign (see photo) to place at the gateways of hamlets to raise motorists’ awareness of their speed. This is especially needed in the Davenport hamlet due to the presence of the school. The Town of Davenport should work with the New York State Department of Transportation (NYS DOT) to select a device that is appropriate for the Town and conforms with NYS DOT standards (i.e. height, size, lighting, placement, etc.). In addition, the Town should continue to work with NYS DOT to determine if future speed limit changes or other passive speed control and/or traffic calming measures, as described in this section, are feasible within hamlet areas along NYS Route 23.
Planning for Non-Motorized Modes

**Recommendation 2: Bicycle and Pedestrian Facility Master Plan**

The Town should develop and adopt a bicycle and pedestrian facility master plan to set goals and identify needed improvements to the transportation system. This plan would allow the Town to prioritize projects and maintenance objectives in the immediate, medium and long terms. The prioritization of projects will aid the Town with annual budgeting for improvements and support bicycle and pedestrian facility applications for grant funding. Many communities have started replacing their older sidewalks with new ones that meet accessibility standards. The Town can use existing labor in its highway and DPW departments to replace one or more sections per year as funding and time allows.

A bicycle and pedestrian master plan can be as simple as a map and spreadsheet listing projects, cost and timeframe for completion.

**Pedestrian Access and Mobility**

The existing sidewalks throughout the Town are generally in good condition. Basic maintenance and snow removal are a concern as these responsibilities rest with adjacent property owners. Like most older communities, sections of the sidewalk network do not meet current accessibility standards and often lack a planting strip or any type of buffer from vehicular traffic. Keeping up with painted street surfaces is challenging in communities that receive significant snow. There are also locations along NYS Route 23 that are very wide making it difficult for pedestrians to cross. An obvious concern is the lack of connection between the sidewalk along Route 23 and connections to destinations such as the school, and an incomplete network on both sides of the road.

**Recommendation 3: Highlight Pedestrian Crossings**

Highlighting pedestrian crossings is an easy to implement measure that can greatly improve the visibility of pedestrians at crosswalks. Pedestrian crossings should be clearly demarcated through striping and highlighted with flashing lighting. In addition, “Pedestrian Crossing Ahead” signs should be installed visible to approaching motorists on both sides of the street. Finally, pedestrian crossing signs on banana bases (see image to far right) should be put in the middle of the crosswalk with a sign indicating that NYS law requires motorists to yield to pedestrians in crosswalks.
Recommendation 4: Install Bulb Outs and Medians

In activity centers and on wider streets, additional treatment to pedestrian crossings may be needed to achieve reductions in vehicular travel speed. Bulb outs, i.e. curb extensions, can be installed at intersections or midblock as appropriate. Bulb outs make pedestrians more visible to motorists and shorten the pedestrian crossing distance.

For added safety, collaborate with NYS DOT to provide raised medians at crossings to provide a pedestrian refuge. Medians, when landscaped, can greatly enhance the streetscape and can be designed to accommodate plowing.

 Recommendation 5: Install Planting Strips

The pedestrian environment can be greatly enhanced through the installation of planting strips with street trees. Placed between the road and sidewalk, they provide a buffer for pedestrians. By improving roadway aesthetics and appeal, they also can cause traffic to slow down. In locations where planting strips are not feasible, restripe the roads to create wide shoulders, giving pedestrians and cyclists more distance from vehicular traffic.
Recommendation 6: Provide Safe Routes to School in the Hamlet of Davenport

Identify routes and crossings used by students to access schools. Require adherence to the Safe Routes to Schools Program (SRTS). Within the hamlet of Davenport, SRTS funding should be sought to fund a variety of improvements like:

1. Extend sidewalks along Route 23 throughout the hamlet. Reduce curb cuts wherever possible to reduce pedestrian exposure to entering and exiting vehicles.

2. Install speed monitoring devices at either end of Route 23 in the hamlet of Davenport.

3. Install bicycle lanes, where feasible, and upgrade road striping throughout the hamlet.

4. Install signs alerting users to "Share the Road" as the shoulder becomes very narrow in spots.

5. Reduce speed limits throughout the hamlet from 40 m.p.h. to 30 m.p.h.

6. Create a School Speed Zone of 20 m.p.h. along the stretch of road in front of the school.

7. Connect the sidewalk along Route 23 to the school in multiple locations, including along driveways to the school’s main entrances.

8. Install crosswalks at the Mill Road intersection and at both school driveways.

9. Improve school crossings at the Quickway and Route 32 across Mill Road.
Install Sidewalk to Sidewalk along Road and Crosswalk.

Install Walkway to School
4. Implementation Projects

Bicycle Access and Mobility

Recommendation 7: Provide Bicycle Facilities

1) Bicycle Lanes

The Town should work with NYS DOT to provide bicycle lanes along NYS Route 23, where allowable within the existing right-of-way. This may require narrowing vehicular travel lanes which would have the added benefit of helping to slow traffic.

2) Sharrows

While bicycle lanes are the preferred treatment as they delineate facilities for bicycles, separate from vehicular traffic, they may not always be feasible. The Town should then work with NYS DOT to provide sharrows (shared lane bicycle markings).

Sharrows provide visual cues that reminds drivers that cyclists may be present on the road, and in congested areas, may occupy a traffic lane.

Multi-use Recreational Trails

Within Davenport, there are popular stretches of an abandoned railbed that could become a significant multi-use trail linking Davenport Center with West Davenport and the Pine Lake area. The railbed spans the distance between Davenport Center and Charlotte Creek Road and passes close to the popular Pine Lake, a recreation area owned by Hartwick College and available to the public. It includes a suspended bridge the abutment of which is badly eroded. It is, nevertheless, a popular spot, especially young people. This structure is in danger of falling into the creek. There are no plans to remove or refurbish it.

A multi-use trail project could provide a source of funding to refurbish the bridge, repurpose it for trail use and address a nuisance. Additional benefits include:

- Environment: A trail would help people connect to the outdoors and appreciate local wildlife and other resources.
- Transportation: A trail would provide non-motorized access to the town.
Education: A trail would provide a place where people can learn about and experience their natural environment, cultural places, agriculture, and history.

Economic: A trail would provide an open space and recreational resource for residents and visitors.

In addition to the proposed trail, the Charlotte Creek corridor provides opportunities to create new access points and trails in the Town as added recreational amenities and to provide better connectivity for pedestrians and bicyclists.

**Recommendation 8: Designate the Trails as Linear Parks on Official Maps**

Designate the trail as a linear park on an Official Map. New York State law allows Official Maps to designate current and future roads and parks. This would ensure that any future development accommodates the trail right-of-way. It does not require that easements be granted, but prevents properties from being developed so as to preclude trail development. The Town of Davenport should pursue funding for the planning and construction of a multi-use trails as described above with appropriate partners, such as Hartwick College. (See map below and attached full size map.)
Recommendation 9: Improve Access and/or Parking at Area Parks

Provide wayfinding signage to the Audubon Society Sanctuary and Pine Lake Park. Improve pedestrian safety at these parks and at Riddell State Park by providing crosswalks at park entrances. Design all parking areas to efficiently accommodate vehicles and provide for safe circulation.

Project Implementation Table

The following table lists the recommendations called for in this plan. It rates the ease of implementing each project where 1 is easy and 5 is difficult to implement. For each project, the table also identifies a time frame for completion, the appropriate lead agency(ies), and potential funding sources. Short-term, easy to implement projects should be undertaken first. Longer-term and/or more difficult to implement projects will require more planning and more than likely, phased development.

Table 5: Project Implementation

<table>
<thead>
<tr>
<th>No.</th>
<th>Project Recommendation</th>
<th>Project Difficulty 1-5</th>
<th>Lead Agency</th>
<th>Funding Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Traffic Calming and Speed Reduction</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>Speed Monitoring Device</td>
<td>1</td>
<td>Town Board</td>
<td>SRTS, TIP, Town Funds, Healthy Initiatives</td>
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<td></td>
<td>Planning for Non-Motorized Modes</td>
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</tr>
<tr>
<td>2</td>
<td>Bicycle and Pedestrian Facility Master Plan</td>
<td>1</td>
<td>Town</td>
<td>Town</td>
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<tr>
<td></td>
<td>Pedestrian Access and Mobility</td>
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</tr>
<tr>
<td>3</td>
<td>Highlight Pedestrian Crossings</td>
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<td>Town Board</td>
<td>Town</td>
</tr>
<tr>
<td>4</td>
<td>Bulb Outs and Medians</td>
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<td>NYS DOT/Town</td>
<td>TIP/NYS DOT/Town</td>
</tr>
<tr>
<td>5</td>
<td>Planting Strips</td>
<td>3</td>
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<td>TIP/NYS DOT/Town</td>
</tr>
<tr>
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<td>Safe Routes to School</td>
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<td>Bicycle Access and Mobility</td>
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<td></td>
<td>Multi-use Recreational Trails</td>
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<tr>
<td>8</td>
<td>Designate Trails as Linear Parks</td>
<td>2</td>
<td>Town/NYS DOT/ Hartwick College</td>
<td>OPRHP, NYSDOT</td>
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<td>9</td>
<td>Improve Access/Parking at Parks</td>
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<td>Town/Area Parks</td>
<td>OPRHP</td>
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5. Complete Streets Policies:
Model Language

**Complete Streets Policy**
The following is a sample Complete Street Policy that could be adopted by the Town Board.

**Definition**
“Complete Streets” are streets designed and operated to provide safe and convenient access for all roadway users, regardless of age, ability or mode of transportation. This includes pedestrians, cyclists, transit users, motorists, emergency responders, and freight users. It considers the needs of children, the elderly and persons with disabilities.

**Policy**
The Town supports the development of a complete transportation network for all modes of travel that promotes access and mobility for all users.

**Applicability**

A. All Town-owned transportation facilities in the public right-of-way including streets, bridges and paths shall be designed, constructed, operated, and maintained so that users of all ages and abilities can travel safely and independently.

B. Privately constructed streets and parking lots shall adhere to this policy.

C. The Town shall foster partnerships with the NYS Department of Transportation (NYS DOT), neighboring communities, businesses, and school districts to develop facilities and accommodations that further the Town's complete streets policy and continue such infrastructure beyond the Town's borders.

D. The Town shall approach every transportation improvement as an opportunity to create safer, more accessible streets for all users. This includes planning, programming, design, right-of-way acquisition, construction, reconstruction, operation, and maintenance.

**Exceptions**

A. Any exception to this policy, whether for public or private projects, must be approved by the Town Board with documentation of the reason for the exception. Such documentation shall be recorded and made publicly available.
B. Exceptions may be considered when:

1) The project involves a roadway where non-motorized use is prohibited by law, such as interstate freeways. In these cases, efforts shall be made to accommodate pedestrians and bicyclists elsewhere while minimizing detours;

2) The Highway Superintendent concludes that the cost of accommodation is excessively disproportionate to the need or probable use; and/or

3) There is documented absence of current or future need.

**Design Standards**


**Performance Measures and Reporting**

A. The Town shall measure the success of this Complete Streets policy using the following performance measures:

1) Miles of bike lanes/paths striped or built,

2) Linear feet of new pedestrian accommodation,

3) Number of new curb ramps installed,

4) Number of transit accessibility accommodations built,

5) Number of crosswalk and intersection improvements,

6) Changes in the number of people walking, biking or using transit,

7) Changes in crash data for all modes, and

8) Number of exemptions from this policy approved.

B. The Town of Davenport shall establish a Complete Streets Advisory Committee to the Town Board to oversee the implementation of this policy. The committee may include members of the Highway Department and representatives of various street users and other advocacy organizations, as relevant.

C. The Complete Streets Advisory Committee shall present an annual report to the Davenport Town Board showing progress made in implementing this policy. The report shall detail the annual increase or decrease for each performance measure contained in this ordinance compared to the previous year(s). The report shall be posted online for public review.
Implementation

A. The Town of Davenport shall view Complete Streets as integral to everyday transportation decision-making practices and processes. To this end:

1) The Highway Department, the Town of Davenport Planning Board, and other relevant departments and committees shall incorporate Complete Streets principles into all existing plans, manuals, checklists, decision-trees, rules, regulations, and programs as appropriate.

2) The Highway Department, the Town of Davenport Planning Board, and other relevant departments and committees shall review current design standards, including subdivision regulations which apply to new roadway construction, to ensure that they reflect the best available design standards and guidelines, and effectively implement Complete Streets, where feasible;

3) When available, the Town shall offer workshops and other educational opportunities on Complete Streets and non-motorized modes to transportation professionals, community leaders, and residents; and

4) The Town shall actively seek sources of appropriate funding to implement Complete Streets.

Recommended Comprehensive Plan Complete Streets Strategies

In planning, designing, and constructing Complete Streets, the Town should consider the following strategies for incorporation into the Town's future comprehensive plan. They were developed by the National Policy and Legal Analysis Network to Prevent Childhood Obesity (NPLAN). The Town is encouraged to tailor the sample language to local needs, concerns and conditions.

- Integrate Complete Streets infrastructure and design features into street and path design and construction to create safe and inviting environments for all users to walk, bicycle, and use public transportation

- Prioritize incorporation of street design features and techniques that promote safe and comfortable travel by pedestrians, bicyclists, and public transportation riders, such as traffic calming circles (roundabouts), additional traffic calming mechanisms, narrow vehicle lanes, raised medians, dedicated transit (bus) lanes, transit priority signals, transit and sidewalk bulb-outs, road diets, high street connectivity, and physical buffers and separations between vehicular traffic and other users.

- Include infrastructure that facilitates safe crossing of the right-of-way, such as accessible curb ramps, crosswalks, refuge islands, and pedestrian signals; such infrastructure must meet the needs of people with different types of disabilities and people of different ages.

- Ensure that sidewalks, crosswalks, public transportation stops and facilities, and other aspects of the transportation right-of-way are compliant with the Americans with
Disabilities Act and meet the needs of people with different types of disabilities, including mobility impairments, vision impairments, hearing impairments, and others. Ensure that an ADA Transition Plan includes a prioritization method for enhancements and revise if necessary.

- Ensure that pedestrians and crosswalks are not impeded by the presence of snow, and that when snow is removed it is done in such a way as to not create snow-piles that defer pedestrians from crossing intersections properly and safely.
- Ensure use of these additional features that improve the comfort and safety of users:
  - Pedestrian-oriented signs for wayfinding, pedestrian-scale lighting on sidewalks and paths, benches and other street furniture, bicycle parking facilities, and comfortable and attractive public transportation stops and facilities.
  - Street trees, landscaping, and planting strips, including native plants, in order to buffer traffic noise and protect and shade pedestrians and bicyclists.
- As necessary, restructure and revise the subdivision code, and other plans, laws, procedures, rules, regulations, guidelines, programs, templates, and design manuals, in order to integrate, accommodate, and balance the needs of all users in all street projects on public and private streets.
- Develop a long-term plan for a bicycle and pedestrian network that meets the needs of users, including pedestrians, bicyclists, public transportation riders, and people of all ages and abilities, including children, youth, families, older adults, and individuals with disabilities.
- Develop or revise street standards and design manuals, including cross-section templates and design treatment details, to ensure that standards support and do not impede Complete Streets.
- Conduct a demand analysis for each category of user (pedestrian, cyclist, transit riders), mapping locations that are already oriented to each mode of travel and type of user and those for which there is latent demand.
- Identify and prioritize necessary changes in order to implement the preferred network; prioritize neighborhoods with the greatest need and projects that significantly alleviate economic, social, racial, or ethnic inequities.
- Explore the use of non-standard locations and connections for bicycle, pedestrian, and public transportation facilities, such as easements, restored stream corridors, and railroad rights-of-way.
- Develop funding strategies for addressing additional needs; actively pursue funding from state, federal, and other sources.
Explore imposing dedication requirements on new development to create paths, open space and other Complete Streets infrastructure.

Collaborate with the County, State and other appropriate local and regional agencies, to integrate bicycle, pedestrian, and public transportation facility planning into regional and local transportation planning programs and agencies to encourage connectivity between neighboring jurisdictions.
References

² Ibid.
³ Ibid.
⁴ Ibid.
⁵ Ibid.
⁶ Ibid.
⁷ Ibid.
⁸ Planning and Policy Models for Pedestrian and Bicycle Friendly Communities in New York State, Initiative for Healthy Infrastructure, University at Albany, State University of New York, September 2007.
¹⁰ Model Comprehensive Plan Language on Complete Streets, National Policy & Legal Analysis Network to Prevent Childhood Obesity (NPLAN), February 2010