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COMPLETE STREETS

Policy

Goals, Standards & Processes to Ensure a Safe & Equitable Transportation Network

**Adopted:
November 2018**





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Bloomington-Monroe County Metropolitan Planning Organization Complete Streets Policy

(BMCMPPO Policy Committee Adoption - November 2018)

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I. DEFINITION

Complete Streets are roadways designed to accommodate all users, including, but not limited to, pedestrians, bicyclists, users of public transit, and individual mobility devices, people with disabilities, the elderly, motorists, freight providers, emergency responders, and adjacent land users. Through Complete streets, the safety and mobility for vulnerable road users is as much of a priority as all other modes.

II. APPLICABILITY

This policy shall apply to each of the following:

1. All new construction and reconstruction/retrofit of local roadways that will use federal funds through the Bloomington-Monroe County Metropolitan Planning Organization (BMCMPO) for any phase of project implementation including planning, design, right-of-way acquisition, construction, or construction engineering. This includes all maintenance and ongoing operations projects such as resurfacing, repaving, restriping, rehabilitation, or other types of changes to the transportation system; or
2. Local roadway projects that are included in the Transportation Improvement program (TIP) *and* are not past the Preliminary Field Check Phase or more than thirty percent (30%) complete with design at the time this policy is adopted; or
3. Local roadway projects where the BMCMPO has the programming authority to allocate federal funding; or
4. Projects which are beyond thirty percent (30%) complete with design are still bound to comply with the 2009 Complete Streets Policy.

III. VISION AND PURPOSE

This Complete Streets Policy is written to empower and direct residents, elected officials, government agencies, planners, engineers, and architects to use an interdisciplinary approach to incorporate the needs of all users into the design and construction of roadway projects funded through the Bloomington-Monroe County Metropolitan Planning Organization (BMCMPO).

The Complete Streets concept is an initiative to design and build roads that adequately accommodate all users of a corridor, including pedestrians, bicyclists, users of mass transit, people with disabilities, the elderly, motorists, freight providers, emergency responders, and adjacent land users. This concept dictates that appropriate accommodations be made so that all modes of transportation can function safely, comfortably and independently in current and future conditions. A Complete Streets policy can be adapted to fit local

community needs and used to direct future transportation planning. Such a policy should incorporate community values and qualities including environment, scenic, aesthetic, historic and natural resources, as well as safety and mobility. This approach demands careful multimodal evaluation for all transportation corridors integrated with best management strategies for land use and transportation.

The desired outcome of this Complete Streets Policy is to create an equitable, balanced and effective transportation system for all types of users that is integrated with adjacent land uses where every roadway user can safely and comfortably travel throughout the community.

The goals of this Complete Streets Policy are:

1. To ensure that the safety and mobility of all users of the transportation system are accommodated, including pedestrians, bicyclists, users of mass transit, people with disabilities, the elderly, motorists, freight providers, emergency responders, and adjacent land users;
2. To incorporate the principles in this policy into all aspects of the transportation project development process, including project identification, scoping procedures and design approvals, as well as design manuals and performance measures;
3. To create a comprehensive, integrated and connected transportation network that supports compact, sustainable development;
4. To ensure the use of the latest and best design standards, policies and guidelines;
5. To recognize the need for flexibility to accommodate different types of streets and users;
6. To ensure that the Complete Streets design solutions fit within the context(s) of the community; and
7. To ensure equity for all people who use the transportation network, regardless of race, socioeconomic status or physical ability.

IV. POLICY

1. Roadway projects shall appropriately accommodate the safety and comfort of all users of the transportation system, including pedestrians, bicyclists, users of mass transit, people with disabilities,

the elderly, motorists, freight providers, emergency responders, and adjacent land users. It is important to remember that vulnerable road users have less crash protection than people contained inside vehicles and therefore have a higher risk of being injured or killed in the event of a collision due to the lack of external crash protection provided by larger motor vehicles.

2. The BMCMPPO will promote the Complete Streets concept throughout the region and, therefore, encourages and recommends that all local MPO partner agencies adopt their own comprehensive Complete Streets policy that applies to projects not funded through the MPO.
3. Complete Streets solutions shall be developed to fit within the context(s) of the community and those solutions shall be flexible so that the vision and goals of the BMCMPPO Metropolitan Transportation Plan (MTP) can be met.
4. The Local Public Agency (LPA) shall identify anticipated phases and key milestones of project development.
5. The LPA shall create a project specific community engagement plan.
6. The LPA shall maintain open lines of communication with key party/agency/interest groups and shall identify and maintain a key stakeholder list.
7. Every project shall ensure that the provision of accommodations for one (1) mode does not prevent safe and comfortable use by another mode.
8. Every project shall provide and maintain accommodations for all modes of transportation to continue to use the roadway safely and efficiently during any construction or repair work that encroaches on the right-of-way, sidewalk and multiuse path. For instances where the full closure of a roadway is necessary to complete construction work, detour routes for all modes shall be established and signed using appropriate traffic control signage.
9. All projects shall make use of the latest and best design standards, policies and guidelines.
10. Projects sponsored by the Indiana Department of Transportation (INDOT) that are located within the BMCMPPO urbanizing area are

strongly encouraged to comply with INDOT's self-adopted Complete Streets policy.

V. PROCESS

Transportation Improvement Program (TIP) Development

In response to a BMCMPPO issued Call for Projects for any roadway project that seeks to use federal funding and be programmed in the TIP, the Local Public Agency (LPA) shall submit a completed TIP application form. The LPA shall submit the following information to the BMCMPPO staff:

- a. A detailed project location map and project description (e.g. project scope, reconstruction/new construction, specify facilities for each mode);
- b. A detailed purpose and need;
- c. A clear relationship to the purpose of a project to the MTP and any other existing plans and policies (e.g. MPO Crash Report);
- d. The intent for the project to be Complete Streets Compliant or to seek a Complete Streets exception;
- e. The amount of federal funding requested by phase (e.g. preliminary engineering, rights-of-way, construction, construction inspection);
- f. The anticipated dates for project design initiation and construction contract letting;
- g. The project stakeholder list or key party/agency/interest group identification list including any underrepresented groups or communities;
- h. The public participation process with goals to attain, such as public meeting dates and what will be accomplished (It is best not to come to the public to simply present pre-established goals but rather to encourage participation and dialogue that leads to useful information. LPA's should be prepared to discuss constructively what the public cares about and ask for ideas.); and
- i. Contact information for the project manager.

Project Selection Process and Criteria

BMCMPPO staff shall evaluate project applications based on the Project Prioritization Criteria found in *Section X. Project Prioritization Criteria*.

The BMCMPO staff will forward the prioritized list and corresponding score sheets for each project to the committees of the MPO as a recommendation for final decision. This list of prioritized projects is not intended to serve as a definitive decision-making tool but rather as guidance for programming projects into the TIP.

Community engagement for project programming shall occur in accordance with the BMCMPO Public Participation Plan.

Post-Transportation Improvement Program (TIP) Adoption

1. Community Engagement

Maintaining a direct line of communication between residents and decision makers can improve outreach efforts and, ultimately, the projects themselves.

- a. The LPA shall update the purpose and need of the project, if necessary, following initial public outreach as established in the original TIP application.
- b. The LPA shall utilize a participatory design approach and engage the community and the MPO Citizens Advisory Committee (CAC) early in the project design process.
- c. At least one (1) public meeting is required, with the expectation that more may be necessary depending on factors such as project cost, size or scope.
- d. The LPA shall engage underrepresented communities and stakeholders identified in the original TIP application.
- e. Outreach strategies should occur at convenient times for the general public and at locations making use of easy and natural gathering spaces such as neighborhood association meetings, community centers, public libraries, or farmers' markets.

2. Complete Streets Design Guidance

Final design plans for all projects will be context-sensitive with the adjacent land use while incorporating Americans with Disabilities Act (ADA) compliant design standards. Each project must be considered both separately and as part of a connected network to determine the level and type of project necessary for the street to be complete. LPA's are strongly encouraged to utilize a participatory design approach to project development.

LPA's shall use the latest and best design standards available with the understanding that some design standards are required such as those

set by the Indiana Department of Transportation (INDOT). Other design guides include, but are not limited to:

- a. U.S. Access Board Public Right-of-Way Accessibility Guidelines (PROWAG);
- b. National Association of City Transportation Officials (NACTO) Urban Street Design Guide;
- c. NACTO Urban Bikeway Design Guide;
- d. Institute of Transportation Engineers (ITE) Designing Walkable Urban Thoroughfares: A Context Sensitive Approach;
- e. American Association of State Highway Transportation Officials (AASHTO) Guide for the Planning, Designing, and Operation of Pedestrian Facilities;
- f. AASHTO Guide for the Development of Bicycle Facilities;
- g. AASHTO Green Book; and
- h. Manual on Uniform Traffic Control Devices (MUTCD) – Federal and Indiana Supplement.

VI. EXCEPTIONS

1. Approval Process

- a. LPA's requesting a Complete Streets policy exception shall submit clear and supportive documentation for justifying the exception.
- b. A fourteen (14) day public comment period shall precede any final decisions made by the Policy Committee. The public shall be notified via legal notices in the newspaper, on the MPO website, and via the MPO contact list.
- c. Exceptions to this policy shall be approved by resolution of the MPO Policy Committee with guidance from the Technical and Citizens Advisory Committees and the public at large.
- d. The BMCMPPO Policy Committee shall make a decision to certify or not certify an exception under certain circumstances, including the following:
 - i. The project involves a roadway that bicyclists and pedestrians are prohibited by law from using. In such case, efforts should

be made to accommodate bicyclists and pedestrians elsewhere;

- ii. There are extreme topographic or natural resource constraints;
 - iii. The Metropolitan Transportation Plan's twenty (20) year or greater Average Daily Traffic (ADT) projection is less than 1000 vehicles per day;
 - iv. When other available means or factors indicate an absence of need presently and in the twenty (20) year or greater forecast horizon;
 - v. A reasonable and equivalent alternative already exists for certain users or is programmed in the TIP as a separate project; and
 - vi. The project is not a roadway improvement project and/or the BMCMPPO has no programming authority (e.g. State, Bloomington Transit, Rural Transit, and other projects).
- e. No project shall be granted an exception to any criteria that opposes any item in Section II. Applicability.

2. Appeals Process

Project sponsors may request a re-review of their projects by the Technical Advisory Committee (TAC) subject to the following:

- a. All appeals will be heard and decided upon by a quorum of the TAC on an as needed basis;
- b. The project sponsor shall submit adequate information to explain and substantiate the need for an exception;
- c. BMCMPPO staff will review the request initially and provide a report with recommendations to the TAC in advance of the regular meeting;
- d. Members with conflicts of interest on a particular project must recuse themselves from deliberation on that project; and
- e. A sponsor may appeal only once to the TAC per special case before the decision rests, and a sponsor may not appeal to any other committee of the MPO thereafter.

VII. EVALUATION

1. Complete Streets Policy

The BMCMPPO shall, at a minimum, evaluate this policy prior to the adoption of every new TIP. This evaluation shall include recommendations for amendments to the Complete Streets Policy and subsequently be considered by the BMCMPPO Citizens Advisory Committee, Technical Advisory Committee and Policy Committee. Recommendations for amendments shall be distributed to the Local Public Agencies for review prior to consideration by the BMCMPPO Committees.

2. Post-Construction Evaluation of Projects

The BMCMPPO may evaluate projects using the performance measures in Section IX to understand the outputs and outcomes of transportation design, scope, and, ultimately, programming decisions.

VIII. PERFORMANCE MEASURES

The intent of this policy is the creation of a transportation system that accommodates all users and modes. The performance of Complete Streets planning and this Complete Streets Policy will be measured via the metrics below and made available publicly. Data will be presented using trend patterns with the intent to inform the public and decision makers about transportation project funding and design. The adage “what gets measured gets done” is important to remember when measuring the outputs and outcomes of transportation project decisions.

Table 1. Recommended Place Measures and Metrics, is inspired, adapted by, and adopted from Evaluating Complete Streets Projects: A guide for practitioners, a resource created by American Association of Retired Persons (AARP) and Smart Growth America (SGA) for measuring the results of alternative transportation projects. Place Measures fall under the macro-level headings of “Place”, “Crash Risk”, and “Equity.” Application scales consider project and network levels. Detailed applicable project and network “metrics” represent the foundation of each Place Measure and relevant application scale.

Table 1. Recommended Place Measures and Metrics*

| PLACE MEASURE | APPLICATION SCALE | METRIC |
|--|-------------------|--|
| <p>PLACE Being aware of community context, including existing and plane land use and buildings can result in streets that are vital public spaces. Place-based focused measurements ensure a product that is compatible and enhances the community.</p> | | |
| Quality of bicycling environment | Project | <ul style="list-style-type: none"> • Width of bicycle facilities • Pavement condition of bicycling facility • Bicyclist level of comfort. Comfort is in accord with separation of traffic, volume and speed of cars • Right turn on red restrictions |
| Quality of pedestrian environment | Project | <ul style="list-style-type: none"> • Crossing distance and time • Presence of enhanced crosswalks • Wait time at intersection • Width of walking facility • Right turn on red restrictions • Planting of new or maintaining existing trees |
| Quality of transit environment | Project | <ul style="list-style-type: none"> • Transit Level of Service/Multimodal Level of Service (MMLOS) at segment and/or intersection • Quality of accommodations for passengers at stops • Presence of wayfinding and system information • Real-time arrival information • Off-board payment option |
| Resident participation | Project | <ul style="list-style-type: none"> • Number of responses gathered • Number of people at meetings |
| Quality of automobile trips | Project | <ul style="list-style-type: none"> • Travel lane pavement condition |
| <p>CRASH RISK Safe travel is a fundamental transportation goal. Safety measures should watch for elements associated with injurious crashes and those associated with perceptions of safety.</p> | | |
| Compliance with posted speed limit | Project | <ul style="list-style-type: none"> • Percentage of drivers exceeding the posted speed limit • Match between target speed, design speed, and 85th percentile |
| Crashes | Project | <ul style="list-style-type: none"> • Number of crashes by mode on project (before and after) • Crash severity by mode and location |
| Crashes | Network | <ul style="list-style-type: none"> • Total Number • Rate and location by mode |
| Fatalities | Project | <ul style="list-style-type: none"> • Number of fatalities by mode on project (before and after) |
| Fatalities | Network | <ul style="list-style-type: none"> • Number of fatalities suffered by all modes |

Table 1. Recommended Place Measures and Metrics (continued)

| PLACE MEASURE | APPLICATION SCALE | METRIC |
|--|-------------------|--|
| <p>EQUITY Transportation services impact some populations and neighborhoods more than others. In project selection and evaluation, the distribution of impacts and benefits should be looked at for traditional disadvantaged populations.</p> | | |
| Auto trips | Project | <ul style="list-style-type: none"> • Driving trips as portion of total trips along project |
| Auto trips | Network | <ul style="list-style-type: none"> • Driving trips to primary and secondary schools • Vehicle Miles Traveled (VMT) per capita • Driving commutes to work as portion of total commutes to work |
| Bicycle trips | Project | <ul style="list-style-type: none"> • Bicycling trips as portion of total trips along project |
| Bicycle trips | Network | <ul style="list-style-type: none"> • Bicycling trips as portion of total trips • Bicycling commutes to work as portion of total commutes to work |
| Transit trips | Network | <ul style="list-style-type: none"> • Transit trips as portion of total trips • Transit commutes to work as portion of total commutes to work |
| Walk trips | Project | <ul style="list-style-type: none"> • Walk trips as portion of total trips along project |
| Walk trips | Network | <ul style="list-style-type: none"> • Walk trips as portion of total trips in community • Walk commutes to work as portion of total commutes to work |

Source: BMCMPPO, November 2018.

IX. Project Prioritization Criteria

The following Project Prioritization Criteria (Table 2) serves the BMCMPPO Citizens Advisory Committee, the Technical Advisory Committee, and the Policy Committee as a guiding prioritization framework for the placement of projects into the Transportation Improvement Program (TIP). The BMCMPPO is not bound by any outcomes of this process.

Table 2. BMCMPO Transportation Improvement Program – Project Prioritization Criteria

| BCMCPO TIP - Project Prioritization Criteria | | | |
|--|--------------|-----------------|--|
| | Weighting | Yes = 1, No = 0 | |
| System Preservation and Maintenance | | | |
| Project improves upon existing infrastructure or serves to retrofit missing infrastructure (e.g. filling in sidewalk gaps) | 15% | | |
| Project addresses a maintenance need (e.g. repaving, bridge repair) | | | |
| Project is located within existing right of way | | | |
| | Total | 0 | |
| Safety | | | |
| Project addresses a known high crash risk location | | | |
| Project location is identified in the most recent MPO Crash Report's top 50 crash locations | 20% | | |
| Project location is identified in the most recent MPO Crash Report's top 15 bicycle and pedestrian crash locations | | | |
| Project incorporates strategies that reduce crash risk | | | |
| Geometrical improvement for motorized safety | | | |
| Geometrical Improvement for non-motorized safety | | | |
| Signalization Improvement | | | |
| Signage/Wayfinding | | | |
| Project improves safe travel to nearby schools (within 1 mile) | | | |
| Other improvements with rationale as to how the project reduces crash risk | | | |
| | Total | 0 | |
| Multi-Modal Options | | | |
| Project incorporates Multi-Modal solutions | | | |
| Project located along existing transit service | 20% | | |
| Project located along existing pedestrian/bicycle facility | | | |
| Project reduces modal conflict (e.g. traffic signals, grade separation, dedicated lanes) | | | |
| Project includes transit accommodations (e.g. pullouts, shelters, dedicated lanes, signal priority) | | | |
| Project includes sidewalk improvements | | | |
| Project includes bicycle facility improvements | | | |
| Project contains high comfort bicycle infrastructure appropriate to facility function (e.g. protected bike lane, multi-use path) | | | |
| Project contains high comfort pedestrian infrastructure appropriate to facility function (e.g. curb extension, refuge island, crosswalk enhancement) | | | |
| Project makes a connection to an existing active mode facility | | | |
| | Total | 0 | |
| Congestion Management | | | |
| Project incorporates congestion management strategies | | | |
| Grade separation or dedicated travel space for individual modes | 10% | | |
| Improvements to access management | | | |
| Signalization improvement | | | |
| Improves parallel facility or contributes to alternative routing | | | |
| Provides capacity for non-motorized modes | | | |
| Adds transit capacity | | | |
| Other strategies | | | |
| | Total | 0 | |
| Health and Equity | | | |
| Project provides increased accessibility for people with a low income & minorities | 10% | | |
| Project corrects ADA non-compliance | | | |
| Project promotes physical activity | | | |
| Project reduces vehicle emissions | | | |
| Project will not have a negative impact for a natural resource | | | |
| Project will not have a negative impact for a socio-cultural resources | | | |
| | Total | 0 | |
| Consistency with Adopted Plans | | | |
| Project located along planned transit service | 10% | | |
| Project located along planned pedestrian/bicycle facility | | | |
| Local Master Thoroughfare Plan Priority | | | |
| Transit Plan Priority | | | |
| Bicycle/Pedestrian Plan Priority | | | |
| Project supports goals and principles of MPO Metropolitan Transportation Plan | | | |
| Project supports goals and principles of local land use plans | | | |
| Other applicable planning documents | | | |
| | Total | 0 | |
| Context Sensitivity and Land Use | | | |
| Project contributes to the sense of place and matches the surrounding land use | | | |
| Project balances the need to move people with other desirable outcomes | 15% | | |
| Project involves minimal disruption to the community (e.g. limited land acquisition, limited change in traffic circulation) | | | |
| Project is seen as adding lasting value to the community | | | |
| Project supports high quality growth and land use principles | | | |
| Project improves accessibility and/or connectivity to existing land use development | | | |
| Project location supports infill/redevelopment | | | |
| Project contributes to transportation network grid development/roadway network connectivity | | | |
| | Total | 0 | |
| Overall Total | | 0 | |

Source: BMCMPO, November 2018.

X. GLOSSARY DEFINITIONS

Participatory Design – an approach to project design that actively involves all stakeholders to ensure the final design meets their needs and is usable.

Underrepresented Area – a geographic area that largely consists of marginalized or minority residents.

Vulnerable Road User or Vulnerable User – a person utilizing the right-of-way for transportation purposes whereby the individual is disadvantaged or limited by either the amount of protection in traffic (e.g. pedestrians and cyclists) or by the amount of task capability to smoothly integrate with other types of traffic (e.g. older or younger individuals). Vulnerable Users do not typically have a protective shell and/or move at slower speeds and are thus more susceptible to physical harm in the event of a collision, especially with vehicles with a larger mass.

NEXT STEPS

1. **Update MPO Plans and Documents.** The MPO should update the *Public Participation Plan* to coincide with this Complete Streets Policy within nine (9) months of the adoption of this policy.

The MPO should update the *Metropolitan Transportation Plan* (MTP) to coincide with this policy and reevaluate the MTP projects utilizing the project selection process and criteria in this policy. The recommended update should occur within one (1) year of the adoption of this policy.

2. **Education and Training.** Education about Complete streets roadway design best practices for community members and decision makers is essential. The BMCMPPO encourages professional development and training on Complete Streets and active transportation issues for any MPO representative and staff including but not limited to LPA project managers, members of the Policy Committee, the Technical Advisory Committee, the Citizens Advisory Committee, and MPO staff. These individuals are encouraged to attend at least one (1) of the following opportunities per year: the annual Indiana MPO Conference, the Indiana Walk & Bike Summit, the annual Purdue Road School as well as any other Complete Streets related conferences, webinars, workshops and seminars that are sponsored by America Walks, Smart Growth America, the Institute of Transportation Engineers, the American Planning Association, and the Congress for the New Urbanism.

- 3. Integrate Transportation and Land Use.** The BMCMPPO along with the LPA's should create place-based street typologies to ensure sound transportation project decisions are made in conjunction with sound land use decisions. Place-based street typologies should be adopted/updated along with every MTP.





The Bloomington-Monroe County Metropolitan Planning Organization Complete Streets Policy was officially adopted by the BMCMPPO Policy Committee on November 9, 2018.



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