

Date: March, 2022

W.I.: 1125

Referred by: PLNG

## ABSTRACT

MTC Resolution No. 4493

This Resolution sets forth MTC's regional policy for provision of Complete Streets, which are transportation facilities that provide safe mobility and improved connectivity to community destinations for all road users, and especially for people biking, walking, rolling and taking transit. The policy applies to transportation project planning, design, funding, construction, reconstruction, and maintenance activities, and supersedes Resolution 3765.

Further discussion of the policy for provision of Complete Streets is contain in the Joint MTC Planning with the ABAG Administration Committee summary sheet dated March 11, 2022.

Date: March 23, 2022

W.I.: 1125

Referred by: PLNG

Re: Adoption of revised Complete Streets (CS) Policy and update on the regional Active Transportation (AT) Network.

METROPOLITAN TRANSPORTATION COMMISSION

RESOLUTION NO. 4493

WHEREAS, the Metropolitan Transportation Commission (MTC) is the regional transportation planning agency for the San Francisco Bay Area pursuant to Government Code Section 66500 et seq.; and

WHEREAS, MTC adopted Resolution No. 3765 in 2006, which states that agencies applying for regional discretionary funds shall consider bicycle and pedestrian facilities during project planning, design, funding and construction; and

WHEREAS, Resolution No. 3765 established the Routine Accommodation checklist and the role of Congestion Management Agencies (CMAs) and Bicycle/Pedestrian Advisory Committees (BPACs) in reviewing projects for compliance; and

WHEREAS, many law and adopted policies, including the California Global Warming Solutions Act of 2006, the Sustainable Communities and Climate Protection Act of 2008 (SB 375), and Plan Bay Area 2050 requires significant increases in travel by public transit, bicycling, and walking to meet emissions, VMT and other metrics, and

WHEREAS, in 2015, MTC approved Resolution No. 4402, which required that jurisdictions demonstrate their Complete Streets compliance to be eligible for One Bay Area Grant Program (OBAG), Cycle 2 grant funding; and all 109 local Bay Area jurisdictions are required to demonstrate compliance through resolutions, general plan compliance or ordinance; and

WHEREAS, the State of California continues to elevate the importance of Complete Streets since by enacting the California Complete Streets Act of 2008 and Caltrans Director's Policy 37 (2021), and in state budget priorities and other policies and plans such as the Climate Action Plan for Transportation Infrastructure; and

WHEREAS, California law governing gas tax revenue (CA Streets and Highways Code Section 2030(f): Road Maintenance and Rehabilitation) was adopted to encourage integration of Complete Streets by Caltrans and cities and counties receiving funds; and

WHEREAS, federal legislation currently requires that bicycle and pedestrian needs must be given due consideration under Federal Surface Transportation law (23 U.S.C. 217(g)(1)), and this should include, at a minimum, a presumption that bicyclists, pedestrians, and persons with disabilities will be accommodated in the design of new and improved transportation facilities. In the planning, design, and operation of transportation facilities, bicyclists, pedestrians, and persons with disabilities should be included as a matter of routine, and the decision to not accommodate them should be the exception rather than the rule; and

WHEREAS, in 2020, MTC Resolution 4400 established the Regional Safety/ Vision Zero (VZ) Policy to encourage and support actions towards eliminating traffic fatalities and serious injuries in the Bay Area by 2030; and

WHEREAS, “Vision Zero (VZ)” is defined as a strategy to eliminate traffic fatalities and severe injuries, while increasing safe, healthy, equitable mobility for all. Effective VZ strategies must be data-driven, and must consider equity and community concerns in all stages; and

WHEREAS, in 2021, MTC unanimously adopted Plan Bay Area 2050, which contains a strategy to develop a Complete Streets Network to help meet regional mode shift, safety, equity, health, resilience and climate goals; and

WHEREAS, recognizing that coordinated development of pedestrian and bicycle infrastructure offers cost savings in the long term and opportunities to create safe and convenient bicycle and pedestrian travel; and

WHEREAS, integrating safety and accessibility into all stages of transportation infrastructure, from planning and construction, and onwards in operations and maintenance, including access to transit facilities improves access to and from transit; now, therefore, be it

RESOLVED, that MTC adopts the 2022 Complete Streets Policy, developed, as detailed in Attachment; A, attached hereto and incorporated herein as though set forth at length.

METROPOLITAN TRANSPORTATION COMMISSION

A handwritten signature in black ink, consisting of a large, stylized 'A' followed by a long horizontal line extending to the right.

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Alfredo Pedroza, Chair

The above resolution was entered into by the Metropolitan Transportation Commission at a duly called and noticed meeting held in San Francisco, California and at other remote locations, on March 23, 2022

Attachment A

Date: March 23, 2022

W.I.: 1125

Referred by: PLNG

Attachment A

MTC Resolution No. 4493

## **COMPLETE STREETS POLICY**

### **GOAL**

The goal of MTC's Complete Streets (CS) Policy is to ensure people biking, walking, rolling and taking transit are safely accommodated within the transportation network. This policy works to advance regional Plan Bay Area policies including mode shift, safety, equity, VMT and greenhouse gas emission reductions, as well as support local compliance with applicable CS-related laws, policies and standards. This is primarily accomplished by requiring a Complete Streets checklist from projects seeking discretionary funding or funding endorsements from MTC. MTC regional discretionary funds include, but are not limited to, federal, state, and regionally administered programs such as Surface Transportation Block Grant Program (STBGP) funding, Congestion Mitigation and Air Quality Improvement Program (CMAQ) funding, Transportation Alternatives (TA) set-aside/Active Transportation Program (ATP) funding, regional bridge tolls and Regional Transportation Improvement Program (RTIP) funding.

### **DEFINITION**

Complete Streets are planned, designed, constructed, reconstructed, operated, and maintained to be safe and comfortable for everyone, regardless of age, ability, ethnicity, race, sex, income, disability or chosen transportation mode. Complete Streets provide safe mobility and improved connectivity to community destinations for all users, and especially for people walking, rolling, biking and riding transit, while maximizing the use of the existing public right-of-way by prioritizing space-efficient forms of mobility (walking, cycling, shared mobility and public transit) over space intensive modes (single occupancy auto travel).

Plan Bay Area 2050 Strategy *T8* calls for development of a Complete Streets Network, enhancing streets to promote walking, biking and other micro-mobility options through sidewalk improvements, car-free slow streets, and 10,000 miles of bike lanes or multi-use paths. MTC's Active Transportation Plan (AT Plan) defines an Active Transportation Network (AT Network), made up of regionally significant segments of local active transportation networks and regional trails, based on traffic safety, user comfort, equity and connectivity to transit, Priority Development Areas, Equity Priority Communities, and Mobility Hubs. To acknowledge and allow for context-sensitive implementation at the local level, jurisdictions can determine how best to advance AT Network implementation, such as choice of roadway(s), trail alignment, and facility type within AT Network corridors.

## **DESIGN PRINCIPLES & STANDARDS**

Projects on the AT Network shall incorporate design principles based on designing for “All Ages and Abilities<sup>1</sup>,” contextual guidance provided by the National Association of City Transportation Officials (NACTO), and consistent with state and national best practices. A facility that serves “all ages and abilities” is one that effectively serves the mobility needs of children, older adults, and people with disabilities and in doing so, works for everyone else. The all ages and abilities approach also strives to serve all users, regardless of age, ability, ethnicity, race, sex, income, or disability, by embodying national and international best practices related to traffic calming, speed reduction, and roadway design to increase user safety and comfort. This approach also includes the use of traffic calming elements or facilities separated from motor vehicle traffic, both of which can offer a greater feeling of safety and appeal to a wider spectrum of the public. Using the “All Ages and Abilities” design principles on the AT Network, projects should optimize comfort and safety, acknowledge context sensitivity, prioritize safety and regional connectivity, and encourage access to transit. Design best practices for safe street crossings, pedestrian and Americans with Disabilities Act (ADA) accessibility at transit stops, and

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<sup>1</sup> Designing for All Ages & Abilities: [https://nacto.org/wp-content/uploads/2017/12/NACTO\\_Designing-for-All-Ages-Abilities.pdf](https://nacto.org/wp-content/uploads/2017/12/NACTO_Designing-for-All-Ages-Abilities.pdf)

bicycle/micromobility<sup>2</sup> facilities on the AT Network should be incorporated throughout the entirety of the project. The Proposed Public Rights-of-Way Accessibility Guidelines (PROWAG)<sup>3</sup> by the U.S. Access Board should also be referenced during design.

## **SAFETY**

Safety shall be prioritized for all modes, especially the safety of vulnerable road users, that includes people biking, walking and rolling. The safety of vulnerable roadway users should not be compromised to achieve improved level of service for people driving personal automobiles. Projects are encouraged to utilize MTC's Vision Zero safety analyses, High-Injury Network (HIN) and Bay Area Vision Zero tools, as completed, and to include traffic calming or speed management features as needed to reduce drivers' vehicle speed through physical design, and encourage safe vehicle speeds along roadways, particularly on local, state and MTC identified HINs.

## **EQUITY**

Projects enhancing active transportation in Equity Priority Communities (EPC) and/or implementing recommendations from Community-Based Transportation Plans shall be given priority consideration in applicable regional discretionary funding programs. Projects located in EPCs should document the meaningful community engagement that has occurred within the community to advance the project.

## **RESILIENCE**

To the extent practicable, local agencies should integrate green infrastructure into planned public road right-of-way improvements to manage flooding of transportation facilities, stormwater/urban runoff, protect watershed health, improve water quality, and foster climate resilience.

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<sup>2</sup> Micromobility encompasses small fully or partially human-powered vehicles (both personal and shared-use fleets) such as bikes, e-bikes and e-scooters, as well as specialized vehicle types such as cargo bikes, mobility-assistance devices, wheelchairs, accessible bikes and scooters.

<sup>3</sup> "(Proposed) Public Rights-of-Way Accessibility Guidelines." U.S. Access Board, <https://www.access-board.gov/prowag/>

## **FUNDING**

Projects funded all or in part with regional discretionary funding or receiving MTC endorsements shall adhere to this policy. All projects must implement CS as recommended in recently adopted local or countywide plans, such as bicycle, pedestrian, active transportation, Vision Zero or other systemic safety plan, Community Based Transportation Plans, or transit plan. If a project is on the regional Active Transportation Network, it should incorporate design principles based on “All Ages and Abilities,” contextual guidance issued by NACTO, as well as PROWAG issued by the U.S Access Board. Projects not located in the AT Network or included in a local plan should utilize federal, state, and local guidelines to determine appropriate CS accommodations.

Projects funded all or in part with regional discretionary funding or receiving MTC endorsements for state or federal funding programs shall not degrade or remove existing bicycle or pedestrian access, including bicycle parking or storage, within the project. Bicycle or pedestrian enhancements associated with new roadway or transit construction projects shall be included in project funding submittals. Bicycle and pedestrian enhancements shall be completed within a timeframe consistent with other mode enhancements.

## **COORDINATION**

When designing a project that serves a destination point, including but not limited to a school, recreation facility, shopping center, hospital, office complex, or transit facility, the project shall facilitate safe and convenient bicycle and pedestrian access to the destination in coordination with the property owner. A project is considered to “serve” a destination if that destination directly abuts the project limits. Bicycle parking or storage is also strongly encouraged to be included in this access planning and implementation.

## **IMPLEMENTATION**

The CS Policy shall be implemented by requiring submittal of a Complete Streets Checklist as projects request MTC discretionary funding or endorsement. The CS Checklist helps to ensure that CS elements have been sufficiently incorporated and that coordination with appropriate stakeholders has occurred. All projects in the public right-of-way and seeking \$250,000 or more in regional discretionary funding or endorsement must complete a Complete Streets Checklist. Project sponsors shall coordinate with their respective County Transportation Agency (CTA) and its Bicycle and Pedestrian Advisory Committee (BPAC) (or equivalent) to complete and review the CS Checklist. Checklists must be reviewed by the county BPAC (or equivalent) prior to submittal to MTC. If a project includes a transit stop/station or is located along a transit route, the checklist must be signed by the transit agency(ies) to confirm transit agency coordination and acknowledgement of the project.

After the Complete Streets Checklist is completed, submitted online and reviewed, it will be made available to the public through MTC website and possibly the CTA websites. Project sponsors shall retain maintenance, operations and (where they control the Public Right-of-Way) ultimate control over the property or facilities related to or resulting from projects funded by MTC subject to the CS Policy.

## **CONSTRUCTION, OPERATIONS and MAINTENANCE**

Active transportation access and safety shall be addressed throughout the entire life cycle of a project, including planning, design, construction, operations and maintenance. This includes providing accommodations for people using all modes of transportation to continue to use roadways safely and efficiently during any construction or repair work that infringes on the public right-of-way and/or sidewalk. The AT Network will be included in MTC's StreetSaver software to aid planning and cost estimation to prioritize maintenance on bikeways and trails. Implementing agencies will also be able to incorporate local active transportation assets into StreetSaver Plus.

## **EXCEPTIONS**

The CS policy shall apply to all phases of project development except under one or more of the following conditions:

1. Bicyclists and pedestrians are prohibited by law from using the roadway, in which case a greater effort shall be made to accommodate those specified users elsewhere, including parallel or intersecting routes; or
2. The costs of providing accommodation are excessively disproportionate to the need or probable use. Excessively disproportionate is defined by FHWA<sup>4</sup> as bicycle and pedestrian facilities together exceeding twenty percent of the cost of the larger transportation project. If the cost of preferred accommodation is considered excessively disproportionate, project sponsors shall consider alternatives that represent a feasible share of the total project cost but still provide for safe accommodation of vulnerable road users.
3. There is an alternate plan to implement Complete Streets elements of a project, either during a subsequent implementation phase of the project or within a close parallel route.
4. Conditions exist in which policy requirements may not be able to be met, such as fire and safety specifications, spatial conflicts on the roadway with transit or environmental concerns, defined as abutting conservation land or severe topological constraints.

To receive an exception, project sponsors must provide documentation in the Complete Streets Checklist detailing how the project meets one or more of the exception conditions above.

Exceptions must be documented and signed by the agency's Director of Public Works, Transportation Department (or equivalent), or their designee, and not the Project Manager. A Complete Streets Checklist seeking an exception follows the same BPAC review process as stated above.

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<sup>4</sup> "Accommodating Bicycle and Pedestrian Travel: A Recommended Approach," FHWA, [https://www.fhwa.dot.gov/environment/bicycle\\_pedestrian/guidance/design.cfm](https://www.fhwa.dot.gov/environment/bicycle_pedestrian/guidance/design.cfm)

### **TRACKING AND EVALUATION**

MTC, in coordination with CTAs, will develop project evaluation metrics to routinely track progress toward closing gaps and completing projects on the AT Network and in the AT Plan generally, as well as meeting Vision Zero and equity goals. MTC staff will produce a report every 4 years, in coordination with CTAs, to summarize funded projects, provide key performance indicators, and make recommended changes to the CS Policy, if any.

### **TECHNICAL ASSISTANCE**

MTC will provide tools to project sponsors and implementing agencies, such as Complete Streets design principles and standards, to provide guidance for determining appropriate Complete Streets treatments based on roadway conditions, completing the Complete Streets Checklist, and other topics as resources allow.