



City of Grand Island

Tuesday, July 10, 2018

Council Session

Item I-4

#2018-210 - Consideration of Approving Complete Streets Policy

Staff Contact: Chad Nabity

Council Agenda Memo

From: Complete Street Committee

Meeting: July 10, 2018

Subject: Complete Streets Policy

Presenter(s): Chad Nability, AICP, Regional Planning Director, Jennifer Hubl, Central Nebraska Health Department

Background

The Central District Health Department (CDHD) received a grant in 2015 related to the Walkable Communities Initiative sponsored by the Nebraska Department of Health and Human Services. Amy Roberts with CDHD has been spearheading this effort locally. As part of the process they sponsored a walking and biking summit and several public meetings with citizens and interested parties in Grand Island. One of the goals from the summit was to create a complete streets policy for the City of Grand Island. A complete streets policy recognizes that all modes of transportation (motor vehicles, transit, walking, & biking) are important to a community.

A subcommittee consisting of members of the public, representatives from CDHD and the City of Grand Island have worked to create a complete streets policy for the City of Grand Island. This draft policy was presented to Council, Planning Commission and various community groups during the summer of 2017. The intent was to bring the policy forward in late summer early fall for final adoption. Changes in staffing within both the Public Works Engineering Division and the Central Nebraska Health Department caused a delay and reevaluation of the policy.

As a result of the reevaluation the original policy has been converted to an administrative policy intended to supplement and provide guidance for staff and developers as they implement the attached policy that the Complete Streets Committee is recommending for approval. The Complete Streets Policy as presented will, if approved, give staff authority to design these complete streets elements into City sponsored transportation projects and authority to negotiate with developers to entice them into including these elements within private developments.

Discussion

Council is being asked to approve the following policy statement:

Complete Streets Policy Grand Island, Nebraska

Vision

The City of Grand Island will strive to plan for, design, and construct a multimodal transportation network that is safe, efficient, and accessible for people of all ages and abilities. This transportation system will enhance Grand Island's quality of life by promoting interconnectivity, economic development, mobility, equity, safety, and public health.

Complete Streets Definition and Purpose

Complete Streets is a transportation approach intended to provide safe, efficient, integrated, equitable, and connected transportation that provides access, mobility, and health for all users: pedestrians, cyclists, assistive mobility device users, motorists, transit users, commercial vehicles, and users of other common modes of transportation.

Complete Streets connects travel networks including: safe streets, sidewalks, trails, bicycle lanes, bus shelters, and other infrastructures to facilitate travelers' needs.

Jurisdiction and Applicability

Complete Streets are the work of City departments and partners. The Complete Streets policy will apply to public and private street design, construction, and retrofit projects managed and implemented by the City of Grand Island, except in unusual or extraordinary circumstances. The City and partners will approach every transportation improvement and project as an opportunity to create safer, more accessible, and connected streets for all users.

The City has historically provided much of the Complete Streets infrastructure through the Subdivision Review Committee, the design process, and recent street improvement projects. The City and its partners developed the Complete Streets Guiding Document to continue to facilitate these efforts.

Now, therefore, the City of Grand Island hereby states its support of Complete Streets and its intent to continue to pursue development and projects that include Complete Streets infrastructure.

This policy is not a mandate that all streets conform to Complete Streets Standards. It is also not a mandate that the City make changes to streets in their current form. It is however, a statement by the City Council recognizing the importance of providing transportation alternatives and routes for all members of the community. It is formal recognition of the importance of increasing the transportation options available to the Citizens of Grand Island.

The Guide as attached provides a framework for identifying and implementing elements of a Complete Streets program as development and redevelopment occur within the City. As an administrative document intended for use by Staff and Developers it will provide a road map to guide future development in a manner consistent with the policy. It will also be subject to adaptation by the City Staff and the Complete Streets Committee to address development constraints and issues with implement the Complete Streets Policy.

This approach, with the Policy as adopted by Council and the Complete Streets Guide as a playbook for City Staff and developers, will provide both incentive and flexibility for creating the best most affordable transportation system within the jurisdiction of the City of Grand Island.

Alternatives

It appears that the Council has the following alternatives concerning the issue at hand. The Council may:

1. Move to approve
2. Refer the issue to a Committee
3. Postpone the issue to future date
4. Take no action on the issue

Recommendation

City Administration recommends that Council approve the Complete Streets Policy as presented.

Sample Motion

Move to approve as recommended.

Complete Streets Policy

Grand Island, Nebraska

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Approved and Adopted by Resolution # _____ July 10, 2018

2018

Complete Streets Grand Island



Photo by Lauren Farris

"The City of Grand Island will strive to plan for, design, and construct a multimodal transportation network that is safe, efficient, and accessible for people of all ages and abilities. This transportation system will enhance Grand Island's quality of life by promoting interconnectivity, economic development, mobility, equity, safety, and public health."

Grand Island Complete Streets Action Team
4/20/2018



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Acknowledgments

Grand Island's Complete Streets initiative is a collaborative process between policy makers, community leaders, residents, city agencies, transportation advocates, and professionals.

Complete Streets Action Team

- Allan Zafft, MPO Program Manager
City of Grand Island, Public Works
Department
- Amy Roberts, former Health Educator
Central District Health Department
- Jennifer Hubl, Health Educator
Central District Health Department
- Benjamin Newton, Environmental
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Central Community College, Grand
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- Chad Nabity, Director
Hall County Regional Planning
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- Fred Graves, Service Coordinator
Division of Developmental Disabilities,
NE DHHS
- Mitchell Nickerson,
City of Grand Island, City Council
- Ryan King, Executive Director
Choice Family Health Center
- Terry Brown, Senior Project Manager
Benesch
- Keith Kruz, Assistant Public Works
Director
- Buzz Douthit, Community Advocate

Stakeholders

These stakeholders reviewed the document and provided feedback. They include, but are not limited to:

- John Collins, City of Grand Island, Public
Works Department
- Dr. Greg Smith, Central Community
College
- Jeremy Rogers, City of Grand Island,
Public Works Department
- Dr. Deborah Brennan, Central
Community College
- Todd McCoy, City of Grand Island, Parks
and Recreation Department
- Dr. Robin Dexter, Grand Island Public
Schools
- Fred Hotz, City of Grand Island, Fire
Department
- Shannon Callahan, City of Grand Island,
Public Works Department
- Craig Lewis, City of Grand Island,
Building Department

A special thank you to Julie Harris with the Nebraska Bicycling Alliance and Jeremy Grandstaff with S & G Endeavors for their support in the guide development process.

This document was adapted from the Omaha, NE Complete Streets Policy.

1.0 Vision

1.1 Vision Statement

The City of Grand Island will strive to plan for, design, and construct a multimodal transportation network that is safe, efficient, and accessible for people of all ages and abilities. This transportation system will enhance Grand Island's quality of life by promoting interconnectivity, economic development, mobility, equity, safety, and public health.

1.2 Users

This transportation network will be planned and developed, with context in mind, to enable safe, efficient, and equitable access for pedestrians, cyclists, assistive mobility device users, transit users, motorists, commercial vehicles, and users of other common modes of transportation.

2.0 Complete Streets Principles

2.1 Complete Streets serve all users and modes.

The City will develop the community's streets and right-of-way so as to promote a safe, reliable, efficient, integrated and connected transportation system that will promote access, mobility, and health for all users: people traveling as pedestrians and by bicycle, transit riders, motorists and others. City streets and/or street networks will accommodate emergency responders and freight needs as well, in a manner consistent with this guide and in compliance with the most currently adopted version of Appendix D of the International Fire Code.

2.2 Complete Streets require connected travel networks.

Complete Streets require connected travel networks. Routes will be connected to create complete transportation networks that provide travelers with multiple choices of travel routes within and between neighborhoods reducing congestion on major roadways.

2.3 Complete Streets requires best-practice criteria and context-sensitive approaches.

In recognition of context sensitivity, public input and the needs of many users, the City will endeavor to align related goals, policies, and code provisions to create Complete Streets solutions, that best serve the transportation needs of all people using streets and the right-of-way, and that support the land-use policies of the most current City of Grand Island Comprehensive Plan and transportation recommendations of the Grand Island Area Metropolitan Planning Organization (GIAMPO) Long Range Transportation Plan.

The City will take a flexible, innovative, and balanced approach to creating context-sensitive Complete Streets that meet or exceed national best-practice design guidelines. Design criteria will not be purely

prescriptive but will be based on the thoughtful application of engineering, architectural, and urban design principles.

2.4 Complete Streets are the work of all City departments.

Complete Streets are the work of all City Departments and other partners. The City will foster partnerships internally and externally to develop facilities and accommodations that further the City's Complete Streets Guide and continue such infrastructure beyond the City's borders.

2.5 Complete Streets include all roadways and all projects and phases.

The City and partners will approach every transportation improvement and project phase as an opportunity to create safer, more accessible streets for all users. The City will strive to integrate Complete Streets into the routine planning, design, implementation, and operation of all transportation infrastructure upon adoption of this guide.

3.0 Applicability and Jurisdiction

Prior to work, projects will be assessed by the Subdivision Review Committee (consisting of Public Works, Planning, Parks and Recreation, Fire, Utilities, and Building departments) based on the existing and future context of the affected transportation infrastructure within the overall multi-modal network, including, but not limited to, recognized plans, with pedestrian, bicycle, and/or transit guidelines.

4.0 Next Steps

The City recognizes that "Complete Streets" may be achieved through single elements incorporated into a particular project or incrementally through a series of smaller improvements or maintenance activities over time. Additionally, the City recognizes the importance of approaching transportation projects within the context of the larger street network, and that all modes do not necessarily need to receive the same type of accommodation and space on every street.

To carry out this guide, the City of Grand Island Subdivision Review Committee will take the following next steps:

1. When available and budget allows, the City will encourage staff professional development and training on non-motorized transportation issues through attending conferences, classes, seminars, and workshops;
2. City staff will identify all current and potential future sources of funding for street improvements and recommend improvements to the project selection criteria to support Complete Streets projects.

Guidance on Implementation

1.0 Application to City Projects

All City capital improvement and utility projects, including roadways, initiated subsequent to the adoption of this guide, will integrate its Complete Streets goals and principles as feasible from the earliest project scoping and budgeting phases as much as possible. All projects will be initially defined such that the overall project budget is sufficient to this integration.

2.0 Capital Improvement Projects

Consideration of this Complete Streets Guide and its long-range goals will be incorporated into the planning, scoping, budgeting, funding, design, approval, and implementation process for all City facilities, roadways, and right-of-way infrastructure. The Planning Department will provide coordination and support. Departments will consult the Comprehensive Plan, Capital Improvement Program, Long Range Transportation Plan, City Utilities plans, and other relevant City master plans for guidance. Departments will also consult District 4 Nebraska Department of Transportation (NDOT) plans for further coordination and guidance.

In planning and designing City projects within the city and growth boundary that include or impact roadways, City Departments will consult with the Public Works Department and will consult City master plans and policies related to pedestrian, bicycle, transit, and vehicle transportation. All projects will strive to advance and integrate multiple goals, including a high-quality public realm, placemaking, and economic development. City projects will seek cost-saving opportunities through such integration.

Projects will anticipate opportunities to incrementally achieve fully complete streets and networks over time, and in future phases of work. Departments will take care that their work does not adversely affect the pedestrian realm and opportunities for multi-modal travel and facilities.

Projects should anticipate funding needs and seek resources to acquire necessary right-of-way and/or easements. Where the costs of acquiring right-of-way to provide separate accommodations for each mode of travel are cost-prohibitive, innovative or multi-use facilities within the existing right-of-way that accommodate both pedestrians and bicyclists may be considered, if appropriate for the road way and its context.

For City parks projects, park land may be used for bicycle/pedestrian trails and other elements of the transportation system that provide connectivity and support people's access to parks and recreational/outdoor activities. Storm water and flood control projects may also be used for such trails and transportation projects.

City Utilities and utility partners will provide guidance on ensuring that Complete Streets Guide implementation does not create public safety hazards or reductions in levels of utility service unacceptable to utility customers. Utility projects will seek to support and advance implementation of this guide and related right-of-way conditions.

3.0 Private Projects

In reviewing zoning, site plans, subdivision plans, planned unit developments, and other consistent designs that include streets or private drives or other internal circulation routes, City staff will seek with the intent of this Complete Streets Guide. To ensure that its goals and principles are incorporated into the City of Grand Island zoning and development review process, staff across departments will receive appropriate training as time and budget allows. The Planning Department also will provide appropriate information and education to the development community and applicants.

4.0 Complete Streets Partnership

The City will implement this guide through a Complete Streets Partnership based in the public works, parks & recreation, and planning departments. The Partnership will be developed and implemented in consultation with other departments and partners. It will be appropriately staffed to provide multi-modal transportation planning; it will be coordinated with City programs and initiatives for bicycling, pedestrians, transit, and trails.

5.0 Modal Networks

The City will advance projects that are needed to close gaps and to complete priority transportation networks and routes for people using each individual travel mode.

6.0 Pedestrian/Biking Accommodation Guides

The City will refer to the following national guidelines, recognized by the Grand Island City Council, such as:

1. Designing Walkable Urban Thoroughfares: A context sensitive approach (Institute of Transportation Engineers/Congress for the New Urbanism)
2. Urban Street Design Guide, and Urban Bikeway Design Guide (National Association of City Transportation Officials)

Flexible and innovative context-sensitive design solutions that conform to these guidelines are encouraged for both public and private projects.

The design of roadway water quality controls and storm drain infrastructure (as required by ordinance for new roadways and major roadway reconstructions) will be incorporated into this approach.

7.0 Storm Water Guidelines

Stormwater guidelines will reflect national best practices as well as compliance with current city Post Construction standards referenced in City policies. They shall address roadway design related to stormwater infrastructure and management for both water quality and runoff volume; the linking of trails and greenbelts with roadway networks; and other relevant sustainability, environmental, and ecosystem goals.

8.0 Roles and Responsibilities

The Grand Island Public Works, Planning, and Parks & Recreation Departments, as the joint administrators of the Complete Streets Partnership, will have lead responsibility for implementation of this guide.

Final authority for the construction of elements in the City right-of-way resides with the joint administrators. As per City Code, the following functions and programs will be assigned to the Public Works Department: city engineering; traffic engineering; street construction, maintenance and street lighting. The joint administrators will collaboratively address these goals for the community's roadways, coordinating with other City departments and partner agencies as needed.

DRAFT

Appendix A: Complete Streets Guideline Development Timeline

- ✓ **July 2015-** Grand Island Design Team Meeting
 - Summit planning and development.
- ✓ **November 2015-** Grand Island Walking & Biking Summit
 - Complete Streets identified as a community prioritized action item.
- ✓ **January 2016-** Complete Streets Action Team established
- ✓ **February-June 2016-** Complete Streets research and learning
- ✓ **July 2016- April 2017 –** Guide Development
 - Researched peer cities and current examples of Complete Streets policies in Nebraska
 - Developed a vision.
 - Drafted a Complete Streets Guide for Grand Island, using the Omaha Complete Streets policy as a template.
 - Stakeholder engagement.
- ✓ **April 2017 – April 2018 –** Guideline Refinement

Appendix B: Complete Streets Resources

Best Complete Streets policies of 2015 by Smart Growth America National Complete Street Coalition

- <https://smartgrowthamerica.org/resources/best-complete-streets-policies-of-2015/>

In 2015, communities passed a total of 82 Complete Streets policies. Nationwide, a total of 899 Complete Streets policies are now in place, in all 50 states, the Commonwealth of Puerto Rico, and the District of Columbia.

- Best Complete Street Policies: Cover all users
 - Cars and motorists
 - Transit vehicles and users
 - Travelers of all ages and abilities
- Best Complete Streets Policies
 - Specify any exceptions and require high level of approval of them
 - Allow flexibility in balancing user needs
- Best Complete Street Policies
 - Apply to new and retrofit projects
 - Direct use of latest and best design standards
 - Direct the Complete Streets solutions fit in with the context of a city
 - Establishes performance standard measures of success
- Implementation from policy to practice (prompt the following changes)
 - Develop procedures
 - Streamline design manuals
 - Train planners and engineers
 - Retool measures to track outcomes

Complete Streets from Policy to Project: The Planning and Implementation of Complete Streets and Multiple Scales.

- <http://www.smartgrowthamerica.org/complete-streets/a-to-z>
 - Framing and positioning
 - Institutionalizing of Complete Streets
 - Analysis and evaluations
 - Project delivery and construction
 - Promotion and education
 - Funding
 - AASHTO (American Association of State Highway and Transportation Officials)
 - Green Book
 - Ped Guide from 2005
 - Sidewalks
 - Crossing the street
 - Medians and islands
 - Intersection design
 - Traffic signals
 - Crosswalks
 - Crosswalk marking
 - Curb extensions – AASHTO sight lines
 - Transit
 - Bicycles

USDOT Policy

www.fha.dot.gov/environment/bikeped/design.htm

Bike-pedestrian ways will be established in new and reconstruction projects in all urbanized areas unless one or more of 3 conditions are met:

- Cost
- Absence of need for alternatives
- Where bikes and pedestrians are prohibited

- NACTO – National Association of City Transportation Officials
 - Urban Street Design Guide
<http://nacto.org/usdg/>

- Urban Bicycling Guide
www.nacto.org/cities-for-cycling/design-guide/

- ITE – Institute of Traffic Engineers
<https://www.ite.org/>
 - Created Walkable Communities report with case studies
<http://www.ite.org/css/>

- Federal Highway Administration (FHWA) Office of Infrastructure and Office of Planning Environment and Reality
http://www.fhwa.dot.gov/environment/bicycle_pedestrian/guidance/design_guidance/design.cfm

- Transportation’s Changing Role in the Community
http://www.fhwa.dot.gov/environment/bicycle_pedestrian/guidance/design_guidance/design_nonmotor/policy/

<http://www.rethinkingstreets.com/download.html>

- Small Town and Rural Design Guide
<http://ruraldesignguide.com/>

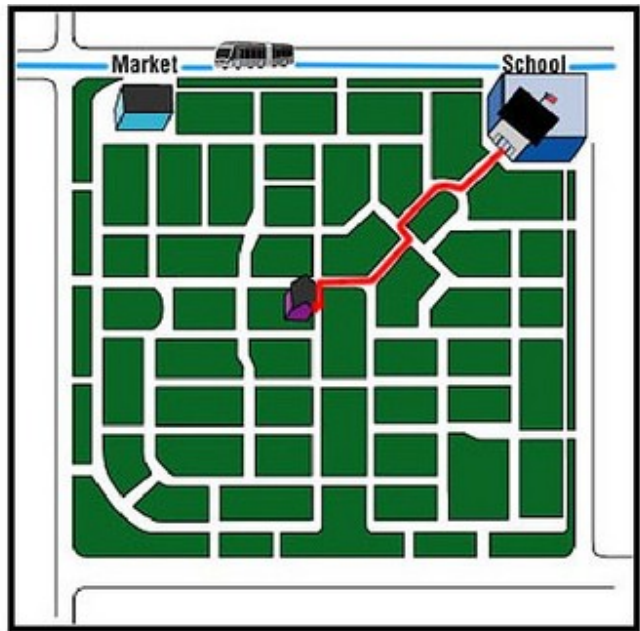
- Manual on Uniform Traffic Control Devices
<http://mutcd.fhwa.dot.gov/>

- International Fire Code- Appendix D: Fire Apparatus Access Roads
http://codes.iccsafe.org/app/book/content/2015-I-Codes/2015_IFC_HTML/Appendix%20D.html

- Connected Routes Examples



Driving-only transportation pattern



Walkable connected transportation network

RESOLUTION 2018-210

WHEREAS, the Grand Island Complete Streets Committee consisting of residents of the city and representatives from the Central District Health Department and City of Grand Island developed a draft Complete Streets Policy; and

WHEREAS, the City of Grand Island supports the development of multimodal transportation networks designed and constructed to be safe, efficient, and accessible for people of all ages and abilities; and

WHEREAS, the Complete Streets approach to transportation network design and construction will enhance the quality of life of the city's residents by promoting the goals of interconnectivity, economic development, mobility, equity, safety, and public health; and

WHEREAS, the draft Complete Streets Policy was presented to and discussed by the Hall County Regional Planning Commission and the Grand Island City Council; and

WHEREAS, the draft Complete Streets Policy was reviewed and approved by City staff with recommendations that the policy be considered and approved by the Grand Island City Council.

NOW, THEREFORE, BE IT RESOLVED BY THE MAYOR AND COUNCIL OF THE CITY OF GRAND ISLAND, NEBRASKA, that the Complete Streets Policy attached hereto is approved. The City's departments and the Hall County Regional Planning Commission are authorized to implement the Complete Streets Policy with respect to the development of lands within the jurisdiction of the City of Grand Island.

Adopted by the City Council of the City of Grand Island, Nebraska, July 10, 2018.

Jeremy L. Jensen, Mayor

Attest:

RaNae Edwards, City Clerk

Approved as to Form	☐ _____
July 5, 2018	☐ City Attorney