



RESOLUTION NO. 20-04

SUBJECT:

Regional Complete Streets Policy

WHEREAS, the Orlando Urbanized Area Metropolitan Planning Organization (MPO), d.b.a. MetroPlan Orlando, is the duly designated and constituted body responsible for carrying out the urban transportation planning and programming process for the Orlando Urbanized Area, including the Transportation Improvement Program; and

WHEREAS, The term “Complete Streets” is defined as a comprehensive, connected, and context sensitive transportation network with infrastructure that is designed to allow safe and convenient travel along and across streets for all users, including pedestrians, bicyclists, users of micromobility vehicles, motorists, movers of commercial goods, users and operators of public transportation, regardless of age or ability; and

WHEREAS, the ability to travel safely within the public way is of the utmost importance; and

WHEREAS, MetroPlan Orlando recognizes that all residents of and visitors to our region, regardless of ability, age, gender, race, ethnicity, or income, have a right to a safe, reliable, and comprehensive transportation network; and

WHEREAS, MetroPlan Orlando recognizes that elements in the design of Complete Streets can improve poor user behaviors such as excessive speeding and failing to yield; and

WHEREAS, inadequate infrastructure is dangerous for pedestrians, bicyclists, micromobility users, and public transit riders, particularly children, older adults, and persons with disabilities; and

WHEREAS, Complete Streets encourage an active lifestyle by creating opportunities to integrate exercise into daily activities, thereby helping to reduce the risk of obesity and its associated health problems, thereby improving overall public health; and

WHEREAS, MetroPlan Orlando recognizes that when implementing the Complete Streets Policy, there must be consideration towards the impacts proposed projects may have on traditionally underserved communities, with assurance that this policy is implemented in a manner that fosters equity across the region; and

WHEREAS, MetroPlan Orlando shall coordinate between various agencies such as public health, housing, planning, engineering, transportation, public works, city council, and/or mayor or executive office; and

NOW, THEREFORE, BE IT RESOLVED THAT:

Section 1. MetroPlan Orlando hereby adopts the Complete Streets Policy attached hereto as Exhibit A.

Section 2. The policy will take effect immediately upon its adoption.

Resolution approved by MetroPlan Orlando Board on 3/11/20 - copy of signed resolution available upon request

Regional Complete Streets Policy

EXHIBIT A

- 1.0 Purpose
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1.0 Purpose

MetroPlan Orlando shall fund and support the planning, design, and construction of Complete Streets that consider the needs of everyone within the MetroPlan Orlando planning area and authority. The Complete Streets Policy will require special care is taken when evaluating the impacts of proposed projects on traditionally underserved communities in a manner that fosters equity across the region. Additionally, this policy seeks to ensure all projects are sensitive to the context and characteristics of the corridor in coordination with our local government partners. This policy aligns MetroPlan Orlando with local, regional, and state efforts to ensure that officials, planners, and engineers consistently plan, design, and fund streets for all people.

2.0 Background

Today's changing environmental, social, and economic realities are requiring regions throughout the country to rethink previous approaches to transportation planning and decision-making. Increasingly, communities want solutions that grow the local economy, improve mobility, and promote health in equitable and sustainable ways. These goals can be achieved through policies that foster change in the surrounding environment. MetroPlan Orlando recognizes this new challenge and seeks to incorporate a "Complete Streets" way of thinking throughout the region's transportation investments.

Complete Streets play an important role in implementing MetroPlan Orlando's long range vision for a safe and accessible multimodal transportation system. Complete Streets support vibrant, healthy, and sustainable communities. The intent of the Complete Streets policy is to enhance safety and improve how people walk, bike, drive, use transit, use micromobility vehicles, use rideshare, and get items from point A to point B.

Improved safety is a motivating factor as the Central Florida region has consistently ranked in the top five for most dangerous places to walk in the nation according to Smart Growth America's Dangerous By Design Reports. Our area continues to attract millions of tourists annually, with 75 million visitors in 2018, more than anywhere else in the country. Our region is also one of the fastest growing in the nation in terms of population growth. With this in mind, all those who come to Central Florida should know that they will be safe and secure, regardless of how they travel throughout our area.

Complete Streets offer shaded and safe access to local recreational opportunities and essential services, which can also improve mental health and encourage increased economic and physical activity. As a tourism-based economy, the Central Florida region has a high concentration of low or minimum wage jobs, which pushes median income below national averages. At the same time, our region is facing a housing affordability crisis. Complete Streets will improve safety for vulnerable users, including those who cannot afford a vehicle, and will allow for greater economic opportunities through improved connectivity to the region's activity centers.

This Complete Streets policy will help MetroPlan Orlando achieve the following overarching goals of the existing 2040 Long Range Transportation Plan and the forthcoming 2045 Metropolitan Transportation Plan:

- Safety
- Balanced Multi-Modal System
- Integrated Regional System
- Quality of Life
- Efficient and Cost Effective
- Energy and Environmental Stewardship
- Economic Vitality

MetroPlan Orlando's Complete Streets policy implements part of its Strategic Business Plan calling for more context sensitive and multi-modal solutions.

3.0 Definition

Complete Streets are planned, designed, constructed, operated, and maintained to safely and comfortably accommodate people of all ages and abilities. This includes but is not limited to pedestrians, bicyclists, transit users, motorists, micromobility users, rideshare users and freight and service operators. The Complete Streets program recognizes that depending on context, streets may serve diverse activities, functions, and intensity of uses.

4.0 Vision

MetroPlan Orlando's overarching transportation vision is adopted as the Complete Streets program's vision: "A regional transportation system that safely and efficiently moves people and goods through a variety of options that support the region's vitality."

5.0 Goals

The goals of this Complete Street Policy are:

- 1) Create a complete, connected network of streets, roads, and trails that safely and comfortably serves every type of system user,
- 2) Provide safe and comfortable transportation options for vulnerable users of all ages and abilities,
- 3) Support redevelopment of and connectivity to activity centers, and
- 4) Provide safe, comfortable, and effective access to transit through walking and bicycling.

6.0 Applicability

This policy applies to the programming of MetroPlan Orlando's Transportation Management Area (TMA) funds on roadway improvements. The policy is recommended for any new construction and the reconstruction of local and state roads. Improvements that fall within Complete Streets include but are not limited to intersection projects, capacity projects, safety projects, bridges, and other facilities that receive federal and state funding. All phases of implementation will be governed by this policy including planning, design, right-of-way acquisition, and construction. MetroPlan Orlando recognizes the need for interdisciplinary and cross-jurisdictional coordination to effectively develop, operate, and maintain the region's transportation system. Local partners include the Florida Department of Transportation (FDOT), the Central Florida Expressway Authority, Orange County, Osceola County, Seminole County, the

City of Altamonte Springs, the City of Apopka, the City of Kissimmee, the City of Orlando, the City of Sanford, other municipal governments, LYNX, and others.

This policy furthers MetroPlan Orlando's role as a leader in transportation planning in the region and the state. As a regional transportation partnership, the organization plans for the development of interdisciplinary and regionally significant bicycle, pedestrian, transit, freight, and roadway facilities. These mobility options are critical for ensuring safe, comfortable, and reliable transportation to schools, parks, medical facilities, grocery stores, and other necessary community services.

MetroPlan Orlando is not directly responsible for maintenance and operations of roads and transportation systems, but encourages local and state government partners to consider maintenance and operations activities as opportunities for providing safer, more comfortable, and accessible transportation options for everyone. While not taking a direct role in its implementation, MetroPlan Orlando also supports land use design that encourages walking, bicycling, and use of public transportation.

MetroPlan Orlando encourages all local government partners to adopt Complete Streets policies. MetroPlan Orlando shall assist participating jurisdictions through an implementation program that aids in the development and adoption of local Complete Streets policies.

7.0 Design

Designs shall include accommodations for everyone and be sensitive to the project's context. Complete Streets may incorporate different elements for every project and road type.

Facilities will be designed and constructed in accordance with current applicable laws and regulations, using best practices and guidance from a variety of organizations absent conflict with the Complete Streets policy. The best practices and guidance can include, but are not limited to the following:

- FDOT guidelines and manuals,
- American Association of State Highway and Transportation Officials (AASHTO) publications,
- Manual on Uniform Traffic Control Devices (MUTCD),
- Americans with Disabilities Act Accessibility Guidelines (ADAAG),
- FHWA Bikeway Selection Guide
- Public Rights-of-Way Accessibility Guidelines (PROWAG),
- Designing Walkable Urban Thoroughfares: A Context Sensitive Approach: An ITE Recommended Practice, and
- Transit Street Design Guide, Urban Bikeway Design Guide, and the Urban Streets Design Guide by the National Association of City Transportation Officials (NACTO).

The agency or government with ownership or maintenance responsibility for the road shall retain the design decision authority over its projects.

Lighting

When planning Complete Streets improvements for the corridor, street lighting needs to be considered in the design phase. Poorly designed street lighting can be dangerous for pedestrians, bicyclists, and motorists traveling at night. Ideal lighting will allow for safe street crossing and better visibility for all roadway users while also minimizing light pollution.

Context Sensitivity

MetroPlan Orlando recognizes that Complete Streets solutions vary according to each street's land use context. Appropriate design standards and input from community members should be considered within each context, providing for a flexible, innovative, and balanced approach resulting in safe, comfortable environments for everyone.

MetroPlan Orlando seeks to put additional emphasis on safety with consideration for appropriate facilities based on mode of travel and speed. Internal research has shown that bicyclist and micromobility accommodation is especially context sensitive. In order to prioritize safety of all users, the choice of roadway improvements should take into account land use, numbers of intersections and driveways, motorist speeds, and visibility.

Impacts

During the design phase of the Complete Street project, it is vital for planners and engineers to consider the impacts to the community during each phase. Community engagement is necessary and encouraged during this phase. It is the goal of the Complete Streets policy to mitigate any unintended consequence such as involuntary displacement. The design must also take into consideration traffic flows during the construction of the Complete Street, specifically for the safety for all users. The project must also address maintenance of traffic during construction, especially for bicyclists, pedestrians and other vulnerable users.

8.0 Implementation

MetroPlan Orlando will implement its Complete Streets policy through a multi-faceted approach that considers local context, existing programming, and community outreach. This process will be revisited every five years during the Metropolitan Transportation Plan (MTP). Implementation of this policy will be done through a menu of options, including but not limited to:

Education and Training

MetroPlan Orlando will develop educational materials for local agencies; assist in training workshops for elected officials, community leaders, and private development partners on the benefits of Complete Streets; and distribute best practice information on Complete Streets design.

These materials will include, but are not limited to:

- Communications Guide
- Training Workshops
- Informational Handouts
- Manuals

Programming

MetroPlan Orlando will incorporate the Complete Streets policy into its existing and forthcoming planning and policy documents. This includes, but is not limited to:

- **Project Application Tool:** MetroPlan Orlando will develop guidance documents, such as a checklist, that assist local municipalities with incorporating Complete Streets elements into planning and design. The documents will guide a project's submission in MetroPlan Orlando's Project Application Tool and resulting Project Profile. Complete Streets best practices, governing design standards, and a series of local case studies will inform this guidance.
- **Planning Documents and Activities:** The Complete Streets policy will be integrated into MetroPlan Orlando's planning documents and activities, including but not limited to:
 - Bicycle and Pedestrian Plan
 - Metropolitan Transportation Plan
 - Transportation Improvement Program
 - Congestion Management Process
 - Public Participation Plan
 - Transportation Systems Management and Operations Activities, including Intelligent Transportation Systems and emerging technologies

- Freight Planning Activities
- Health Planning Activities

Prioritization

MetroPlan Orlando shall prioritize Complete Streets projects using a variety of goals, federal planning factors, and performance measures and targets that will be outlined in the 2045 Metropolitan Transportation Plan. Where applicable, these measures shall place emphasis on addressing traditionally underserved communities (such as Environmental Justice areas, defined in our Title VI Plan), ensuring the residents of these communities are able to make multimodal connections to vital activity centers.

Under FDOT's Resurfacing, Restoration and Rehabilitation (RRR) process as well as the roadway maintenance programs of other local government partners, MetroPlan Orlando will prioritize Complete Street elements within roadway projects to ensure projects are as cost effective as possible.

MetroPlan Orlando's Congestion Management Process (CMP) follows an objective-driven, performance based approach to planning for congestion management. Using an established set of goals and objectives that were informed by the Metropolitan Transportation Plan (MTP), the CMP provides a mechanism for ensuring that investment decisions are made with a clear focus on desired outcomes. As Complete Streets projects are identified and/or developed, the CMP will help qualify potential projects for inclusion into the regional transportation program and will prioritize the projects using the same rubric for all submitted projects. The CMP establishes a baseline condition for future comparison of conditions and allows for project prioritization based on the potential to meet the goals and objectives established as part of the CMP.

Funding

MetroPlan Orlando will explore and identify funding sources to implement high quality Complete Streets projects in priority multi-modal areas, based on existing and future land use contexts. These funding sources could include, but not be limited to:

- Resurface, Restoration, and Rehabilitation projects
- Federal and state discretionary grant programs
- Philanthropic programs
- Public-Private Partnerships

MetroPlan Orlando allocates its urbanized area funds into four different categories: Complete Streets; Bike, Pedestrian, and Regional Trails; TSMO; and Transit. Of those funds, 23% is dedicated to Complete Streets, however 100% of the TMA funds go towards elements that are found in Complete Streets. The prioritization of funding for these projects is ranked by MetroPlan Orlando's performance-based prioritization process.

9.0 Exceptions and Appeals

During the planning and design process, conditions may arise where it may be inappropriate to provide bicycle, pedestrian, or transit facilities. These exceptions include:

1. Limited access facilities where bicyclists and pedestrians are prohibited by law from using the road. In this instance, it is necessary to accommodate bicyclists and pedestrians elsewhere within the same transportation corridor and to provide safe, comfortable crossings for bicyclists and pedestrians at interchanges and connecting neighborhoods, activity centers, or the regional trail network.
2. Transit accommodations are not required where there is no existing or planned transit service.
3. An equivalent alternative already exists, or is programmed in the Transportation Improvement Program (TIP) as a separate project, for the specific use being exempted.

4. The cost of providing bicycle or pedestrian facilities would be excessively disproportionate to the need or probable use.
5. Emergency repairs (such as a water main leak) that require immediate, rapid response; however, temporary accommodations for all modes should still be made. Depending on the severity of the repairs, opportunities to improve multimodal access should still be considered where possible.
6. Routine maintenance of the transportation network that does not change the roadway geometry or operations, such as mowing, sweeping, and spot repair.
7. A demonstrated absence of current and future need.

For projects funded by MetroPlan Orlando, exceptions for not accommodating active transportation, micromobility and transit users in accordance with this policy will require approval of the MetroPlan Orlando Board. These exceptions will be submitted and proceed through the established MPO transportation planning process. While under review by the MetroPlan Orlando, the public is able to comment on any exception prior to its approval or rejection.

10.0 Evaluation and Performance Standards

MetroPlan Orlando shall continually evaluate this policy on inputs, outputs, and outcomes, as determined by a five-year evaluation plan. These measures, where applicable, will be disaggregated by income, race, vehicle access, language, and others. MetroPlan Orlando will report to the Board the performance of the Complete Streets policy based on the evaluation plan and performance standards listed below.

Performance Measures

- Existing miles of Complete Streets
- Miles of sidewalk and gaps
- Miles of bike lanes and bike lane gaps
- Population within a quarter mile of a transit stop
- Percentage of network that can facilitate 3 or more modes of travel
- Ratio of shelters to bus stops

Indicators

- Bicycle connectivity to activity centers
- Pedestrian connectivity to activity centers
- Safety elements on existing corridors (plans/programs)
- Rate of crashes, injuries, and fatalities by mode
- SunRail and LYNX ridership
- Pedestrian counts
- Bicyclist counts
- Micromobility user counts (if available)
- Public engagement in traditionally underserved communities measure

MetroPlan Orlando will update and strengthen its evaluation criteria and performance standards as new plans and policies are adopted.