

LFUCG Complete Streets Policy

Vision and Intent

The intent of LFUCG's Complete Streets Policy is to provide an equitable, balanced, safe and efficient transportation system that supports a sustainable and healthy community with thriving people, neighborhoods, cultural life and businesses.

Our vision is for people of all ages and abilities to have a diversity of safe, convenient, affordable and reliable transportation options to meet their daily needs whether they are commuting, accessing goods, services, healthcare, education or recreation.

Our goal is for Lexington's transportation system to live up to this promise by providing for the safety, health, economic vitality and quality of life of all residents and visitors regardless of their mobility choice. This includes the one-third of Fayette County residents who cannot drive due to age, ability or financial resources.

LFUCG's Complete Streets Policy formalizes our commitment to integrate a Complete Streets approach into our transportation practices, policies, and decision-making processes. To that end, it outlines further actions to plan, design, build and maintain a multi-modal transportation system that comfortably accommodates users of all ages, abilities and modes of transportation.

Diverse Users & Equity

LFUCG recognizes that users of various modes of transportation, including, but not limited to, motorists, pedestrians, bicyclists, transit users, freight and commercial drivers, and emergency responders, are legitimate users of the transportation network and deserve safe facilities. "All Users" includes users of all ages and abilities.

Lexington's Complete Streets Policy should benefit all users equitably with a heightened awareness of disadvantaged populations, vulnerable users and underinvested and underserved communities. LFUCG is directed to develop project prioritization processes to ensure equity for future investments both to achieve Complete Streets and larger community goals for health, safety, welfare and access. Project prioritization processes should consider these criteria, as well as benefits and impacts to areas with historic disinvestment, poor health outcomes, transit dependent neighborhoods, and those where fewer households have access to a vehicle.

Commitment to Complete Streets in the Design, Construction, Maintenance and Operation of Transportation Networks

LFUCG recognizes that all construction, reconstruction, resurfacing, and restriping within the public right-of-way is an opportunity to apply Complete Street design principles to improve safety and access for all modes of transportation. LFUCG shall develop procedures to evaluate, coordinate and implement such improvements during these activities. The expectation is that construction and reconstruction shall, to the greatest extent practical, comply with Complete Street design best practices. Any

resurfacing, restriping or maintenance project that does not affect the geometry of the roadway shall, at a minimum, be evaluated for incremental improvements to achieve Complete Streets.

The LFUCG shall, to the greatest extent practical, ensure all modes of transportation have reasonable, direct, safe and continuous access both along and across public trails and roadways during public and private improvement projects, utility work, maintenance and other activities that impact public rights of way, shared use paths and sidewalk easements.

The LFUCG shall, to the greatest extent practical, design and operate roadways that provide safety for all users, with the goal of reducing or eliminating serious and fatal injuries of both vehicle occupants and non-motorized users. Recognizing that pedestrians, bicyclists, and other roadway users that are not protected within a vehicle are more vulnerable to injury, and that vehicular speeds and driver inattention are primary contributors to serious injury and fatal crashes for all modes of travel, The LFUCG shall prioritize appropriate vehicular operating speeds and separation of roadway users, based on best practice Complete Street design guidelines.

Clear and Accountable Exceptions

Appropriate justifications for excluding accommodations for a specific mode of transportation during roadway improvement projects and maintenance activities include, but are not limited to, findings that:

- 1) Specific Complete Streets principles are prohibited by law, such as bicycle and pedestrian facilities within access-restricted highway corridors;
- 2) Reasonable opportunities for Complete Street improvements cannot be achieved through routine maintenance activities that do not change the roadway geometry or operations;
- 3) Emergency repairs to streets and sidewalks due to broken utility lines, natural disasters, or human error.

There shall be a transparent review process for all proposed exceptions by submitting clear supportive documentation in writing justifying the exception to the Commissioner of Public Works, or designee, with opportunity for public comment as needed. Appropriate justifications for exceptions that shall follow this review process include, but are not limited to, findings that:

- 1) The cost of complying with Policy on a project would substantially exceed the public value to be realized, taking into consideration the need and probable use of the project;
- 2) Compliance with Policy would substantially impair unique characteristics of great public value, such as areas formally identified as having historical importance, sensitive environmental or cultural characteristics.

Jurisdiction

Complete Street design principles shall be incorporated, as appropriate, into all publicly and privately funded projects, including new construction, reconstruction, rehabilitation, repair, and maintenance of transportation facilities on streets, including streets constructed through private development, within Lexington-Fayette County. All transportation infrastructure and street design projects requiring funding or approval by LFUCG as well as projects funded by the State and/or Federal government shall adhere to LFUCG's Complete Streets Policy.

Design Guidance

All Complete Street improvements within public right of way shall conform to best practices outlined in the following guidelines and standards. Complete Street design principles are continually evaluated and updated, thus, the latest edition of these standards shall be referenced. In cases where guidance conflicts, or provides a menu of options, engineering judgement shall be used to determine the preferred roadway design based upon the greatest expected degree of safety and in consideration of adjacent land use and context. A primary goal of Complete Streets is to support and contribute to the quality of life of the surrounding community, thus public input and community values shall also be incorporated into the design process.

American Association of State Highway and Transportation Officials (AASHTO)

- A Policy on Geometric Design of Highways and Streets
- Guide for the Development of Bicycle Facilities
- Guide for the Planning, Design and Operations of Pedestrian Facilities

U.S. Department of Transportation Federal Highway Administration (FHWA)

- Manual of Uniform Traffic Control Devices
- Bikeway Selection Guide 2019
- Incorporating On-Road Bicycle Networks Into Resurfacing Projects
- PEDSAFE: Pedestrian Safety Guide and Counter Measures Selection system

United States Access Board Guidelines and Standards

- Public Rights of Way Access Guidelines (PROWAG)
- Americans with Disabilities Standards for Accessible Design

Institute of Transportation Engineers (ITE)

- Designing Walkable Urban Thoroughfares: A Context Sensitive Approach
- Urban Street – Geometric Design Handbook
- Transportation and Land Development
- Traffic Engineering Handbook

National Association of City Transportation Officials (NACTO)

- Urban Bikeway Design Guide
- Urban Street Design Guide

State of Kentucky

- Kentucky Transportation Cabinet – Highway Design Guidance Manual
- Kentucky Transportation Cabinet – Complete Streets, Roads and Highways Manual
- 401 KAR 5:005 – Water Quality Standards

LFUCG Manuals

- LFUCG Roadway Manual
- LFUCG Standard Drawings
- LFUCG Neighborhood Traffic Management Program

National Fire Prevention Association

- NFPA 101 – Life Safety Code
- NFPA 1 – Fire Code

Complete Streets & Land Use Context

Complete Streets design is intrinsically linked to land use context. Complete Street projects and development proposals should align with current and future anticipated land uses and transportation

needs. To that end, the Division of Planning shall make recommendations to the LFUCG Planning Commission and Urban County Council on revisions to land use policies, plans, zoning ordinances, subdivision regulations, and other documents to support Complete Streets as directed by the LFUCG Comprehensive Plan. These revisions, in both development and implementation, shall include land use and community context as a factor in decision-making. They should also demonstrate how the street and street network contributes to connecting people and places, including to current and planned buildings, parks, schools, trails and other public facilities. To achieve the goal of connected transportation network for all users, projects and land use proposals should conform to and support locally and regionally adopted transportation and trail plans including the MPO's Metropolitan Transportation Plan and Bicycle/Pedestrian Master Plan, LFUCG Parks Master Plan, LFUCG Green Space and Greenways Master Plan, and any subsequent updates to these plans.

Project Prioritization & Selection Criteria

In developing Capital Improvement Plans, LFUCG shall evaluate and prioritize roadway, sidewalk, bikeway and trail projects with, at a minimum, the following Complete Street goals and criteria in mind (in no particular order of priority).

- Safety – improving safety for all modes, particularly vulnerable roadway users
- Public Input and Support – projects that implement community goals, as reflected by public input and support.
- Connectivity – projects that connect existing infrastructure, complete gaps, and connect neighborhoods and community assets (including businesses, schools, parks, greenways, public open space, community centers, medical facilities, libraries and other public facilities)
- Equity – projects that broaden transportation options and access within and between neighborhoods and community assets, particularly in disadvantaged areas and those with a larger proportion of households without access to a vehicle.
- Multimodal Scope – projects that expand infrastructure for all modes of transportation
- Community Plans – projects that will implement locally adopted plans
- Economic Development – projects that support broader efforts to enhance economic development
- Sustainability – projects that support broader efforts to enhance the environment, including through green infrastructure

Policy Implementation

Implementing LFUCG's Complete Streets Policy shall be carried out cooperatively both within and across LFUCG Divisions and Departments and, in coordination with private developers, state, regional, and federal agencies.

LFUCG shall organize a "Complete Streets Committee" for the purpose of implementing this Policy with representatives from each of the following Divisions and the Urban County Council. The Mayor shall appoint five Council Members to serve on the Committee. A Division representative shall be appointed

by the Division Director to assist the Committee with reviewing LFUCG projects, policies, procedures, rules and regulations that may influence the design, maintenance, operations and accessibility of public rights of way.

- Office of the Mayor
- Urban County Council
- Planning
- Engineering
- Traffic Engineering
- Streets & Roads
- Environmental Services
- Water Quality
- Waste Management
- Police
- Fire & Emergency Services
- Code Enforcement
- Building Inspection
- Parks & Recreation
- Housing Advocacy and Community Development
- Office of Homelessness Prevention and Intervention

The Mayor shall also coordinate with the Committee to appoint external stakeholders and subject matter experts representing:

- Transit Authority of Lexington-Fayette County (Lextran)
- MPO Bicycle Pedestrian Advisory Committee
- Commission for People with Disabilities
- Fayette County Public Schools
- Building Industry Representative
- Development Community Representative
- Private Utility Representative
- Public Health Representative
- Higher Education Representative

Within one year of enactment, the Committee shall develop a Complete Streets Action Plan, recommending to the Administration and Urban County Council any actions LFUCG should undertake to achieve the intent and goals of this Complete Streets Policy. The Committee shall seek input and engage the public and community stakeholders in developing the Action Plan. The Action Plan shall include any steps LFUCG may take to ensure public input is considered in the development of capital improvement plans and during the project development process.

In executing and developing the Complete Streets Action Plan, the Committee shall engage with external stakeholders that fund, design and construct streets, those responsible for providing transportation services, and those maintaining infrastructure within the public right of way including:

- Lexington Area MPO (LAMPO) Transportation Policy Committee (TPC)
- Kentucky Transportation Cabinet Central Office (KYTC)
- Kentucky Transportation Cabinet District 7 Office (KYTC D7)
- Federal Highway Administration (FHWA)
- Federal Transit Administration (FTA)
- Transit Authority of Lexington-Fayette County (Lextran)
- Fayette County Public Schools (FCPS)
- University of Kentucky (UK)
- LFUCG Planning Commission
- Private developers
- Utility companies

The Committee shall provide an annual update to the Administration and Urban County Council on progress made toward implementing the recommendations of the Complete Streets Action Plan, with the intent to complete these actions within a period of four years from enactment. The Committee shall also develop means to keep the public and interested parties informed and engaged in their work and progress being made to implement the Action Plan, and to solicit public input as appropriate.

After the Action Plan has been completed to the satisfaction of the Administration and Urban County Council, the Committee shall recommend to the Administration and Urban County Council whether the Complete Streets Committee shall continue as an advisory committee, or recommend another approach or organizational structure to ensure continued, coordinated efforts and progress toward creating and maintaining a Complete Streets network.

Performance Measures

In order to monitor progress on implementing the Complete Streets Policy and developing a Complete Street network, the Complete Streets Committee shall report performance measures to the Administration and Urban County Council on a biennial basis. This report shall be made available to the public. At a minimum, the biennial report shall include:

- 1) Number of policies, procedures, rules, regulations, design guidelines or manuals updated to comply with the Complete Streets Policy.
- 2) Number of staff trainings completed on the principles and design of Complete Streets.
- 3) Number of Complete Street projects initiated or completed during the reporting period.
- 4) Number of community engagement activities to seek public input on the prioritization, selection and design of Complete Street projects.
- 5) Number of projects and/or miles of sidewalks constructed.
- 6) Number of projects intended to address Americans with Disabilities Act compliance.
- 7) Number of projects and/or miles of bicycle facilities constructed.
- 8) Number of transit-related infrastructure improvements made by or in coordination with Lextran (bus stop improvements, transit shelters, connecting sidewalks).

- 9) Number of capital improvement projects that include green infrastructure elements and/or number of green infrastructure enhancements to the public right of way (i.e. street tree installations, storm-water improvements, etc)
- 10) The percentage of streets lacking a sidewalk on one or both sides of the street, reported by roadway classification and speed limit.

The analysis of measures 5 through 9 shall include a comparison between areas of average, above average and below average affluence. Metrics to evaluate this may include poverty levels and households without access to a vehicle.