A RESOLUTION No. 2014-R172-170

To adopt a Complete Streets Policy for the City of Richmond.

Patron – Mayor Jones

Approved as to form and legality
by the City Attorney

PUBLIC HEARING: OCT 13 2014 AT 6 P.M.

WHEREAS, by Resolution No. 2011-R6-20, adopted February 28, 2011, the Council of the City of Richmond accepted and adopted the Mayor’s Pedestrian, Bicycling and Trails Planning Commission Report, which included a recommendation that a “complete streets” policy be adopted; and

WHEREAS, by Resolution No. 2012-R69-103, adopted July 9, 2012, the Council unanimously adopted the sustainability plan entitled “RVAgreen a Roadmap to Sustainability,” also referred to as “RVAgreen,” as the City’s official sustainability plan, which includes an initiative to adopt a “Complete Streets” policy in order to make Richmond a bicycle and pedestrian friendly city; and

AYES: 8 NOES: 0 ABSTAIN: 0

ADOPTED: OCT 13 2014 REJECTED: STRICKEN:
WHEREAS, “Richmond Connects,” the Richmond Strategic Multimodal Transportation Plan dated July, 2013, includes “complete streets” as one of eight strategies to improve transportation in the city and a recommendation for the adoption of a Complete Streets Policy, and identifies specific investments to provide more complete streets; and

WHEREAS, by Ordinance No. 2009-175-185, adopted October 26, 2009, the Council established the Green City Commission for the purpose of providing expertise and information to support the sustainability efforts of the City of Richmond; and

WHEREAS, the Green City Commission has provided expertise and information toward the development of the “Complete Streets” policy and endorses the proposed “Complete Streets” policy; and

WHEREAS, the Council believes that adoption of a Complete Streets Policy will ensure the design, construction, operation and maintenance of a comprehensive, integrated, connected multimodal transportation network that balances the access, mobility, health, and safety needs of all users, including persons with disabilities, seniors, children, youth, and families; and

WHEREAS, Council believes that the adoption of a Complete Streets Policy will enable the City to secure multiple benefits including increasing mobility and accessibility, improving safety, reducing congestion and transportation costs, offering more transportation choices, enhancing tourism and economic growth, reducing fuel consumption and pollution, improving health, creating stronger communities, and improving quality of life; and

WHEREAS, the Council believes it is in the best interests of the citizens of the City of Richmond that the Council adopt a Complete Streets Policy as presented in the document entitled “City of Richmond Complete Streets Policy,” a copy of which is attached to this resolution, and encourage its implementation to the fullest extent permitted by applicable law;
NOW, THEREFORE,

BE IT RESOLVED BY THE COUNCIL OF THE CITY OF RICHMOND:

That the “City of Richmond Complete Streets Policy,” a copy of which is attached to this resolution, is hereby adopted.
DATE: June 5, 2014

TO: THE HONORABLE MEMBERS OF CITY COUNCIL

THRU: DWIGHT C. JONES, MAYOR

THRU: BYRON C. MARSHALL, CHIEF ADMINISTRATIVE OFFICER

THRU: JAY BROWN, INTERIM DIRECTOR BUDGET & STRATEGIC PLANNING

FROM: CHRISTOPHER L. BESCHLER, DCAO-OPERATIONS

RE: TO IMPLEMENT COMPLETE STREETS IN THE CITY OF RICHMOND

ORD. OR RES. No.

PURPOSE: A Resolution to adopt a Complete Streets Policy and an Ordinance to amend City Code § 90-2 to implement Complete Streets concepts.

REASON: To adopt a Complete Streets Policy and implement Complete Streets concepts in the Right-of-Way Design and Construction Standards Manual maintained by the City Administration to ensure the design, construction, operation and maintenance of a comprehensive, integrated, connected multimodal transportation network that balances the access, mobility, health, and safety needs of all users, including persons with disabilities, seniors, children, youth, and families.

RECOMMENDATION: Approval is recommended by the City Administration.

BACKGROUND:

By Resolution No. 2011-R6-20 (February 28, 2011), the Council of the City of Richmond adopted the Mayor’s Pedestrian, Bicycling and Trails Planning Commission Report, which included a recommendation that a Complete Streets policy be adopted. By Resolution No. 2012-R59-103 (July 9, 2012), the Council of the City of Richmond unanimously adopted “RVAgreen a Roadmap to Sustainability” as the City’s official sustainability plan. The Plan included an initiative that a Complete Streets policy be adopted in order to make the City a bike and pedestrian friendly city.

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"Richmond Connects," the City’s Strategic Multimodal Transportation Plan (July 2013), includes complete streets as one of eight strategies to improve transportation in the City; recommends adoption of a Complete Streets Policy; and identifies specific investments to provide more complete streets.

By Ordinance No. 2009-175-185 (October 26, 2009), the Council of the City of Richmond established the Green City Commission for the purpose of providing expertise and information to support the sustainability efforts of the City of Richmond. The Green City Commission helped City Administration develop the Complete Streets Policy and the Green City Commission has endorsed it.

Adopting a Complete Streets Policy and implementing Complete Streets concepts in the Right-of-Way Design and Construction Standards Manual maintained by the City Administration will help accelerate the city’s completion of bike and pedestrian infrastructure projects for the 2015 Road World Cycling Championships. The Complete Streets Policy will also align with the forthcoming update to the city’s Comprehensive Plan.

A Complete Streets Policy will also provide many long term benefits including increasing mobility and accessibility while improving safety, reducing congestion, offering more transportation choices, enhancing tourism and economic growth, reducing fuel consumption and pollution, improving health, creating stronger communities, and improving quality of life.

**FISCAL IMPACT /COST TO CITY:** N/A

**FISCAL IMPLICATIONS:** N/A

**DESIRED EFFECTIVE DATE:** Upon Adoption

**REQUESTED INTRODUCTION DATE:** July 14, 2014

**CITY COUNCIL PUBLIC HEARING DATES:** July 28, 2014

**REQUESTED AGENDA:** Consent

**RECOMMENDED COUNCIL COMMITTEE:** Land Use, Housing and Transportation

**CONSIDERATION BY OTHER GOVERNMENTAL ENTITIES:** Law Department, Dept. of Public Works, Dept. of Planning & Development Review

**AFFECTED AGENCIES:** Law Department, Mayor’s Office, CAO’s Office, All City of Richmond Departments and Offices

**RELATIONSHIP TO EXISTING ORD. OR RES.:** Revise City Code § 90-2

**REQUIRED CHANGES TO WORK PROGRAM(S):** None
O&R Request

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ATTACHMENTS:  Attachment A – Suggested Revision to City Code § 90-2
Attachment B – Draft Resolution Adopting Complete Streets Policy

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Sustainability Manager  Pedestrian, Bicycle and Trails Coordinator
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City of Richmond Complete Streets Policy

Complete Streets are designed and operated to safely accommodate street users of all ages and abilities, including pedestrians, bicyclists, transit passengers, and motorists.

It is the intent of the City of Richmond to ensure that all city agencies plan, fund, design, construct, operate and maintain the city’s transportation network according to the Complete Street principles incorporated into the City’s “Right-of-Way Design and Construction Standards Manual” to ensure a comprehensive, integrated, connected multimodal transportation network that balances the access, mobility, health, and safety needs of all users, including persons with disabilities, seniors, children, youth, and families.

This will allow the City to secure the multiple benefits of the Complete Streets approach. These benefits include increasing mobility and accessibility, improving safety, reducing congestion and transportation costs, offering more transportation choices, enhancing tourism and economic growth, reducing fuel consumption and pollution, improving health, creating stronger communities, and improving quality of life.

The following definitions will be used in this Complete Streets Policy:

**Network** - the various surface transportation infrastructure, including streets, sidewalks, on- and off-street bicycle pavement markings or bikeways, on- and off-street car parking infrastructure, bus routes and stops, railways and train stations.

**Context Sensitive** - considering adjacent land uses and local needs and incorporating the most up-to-date, widely accepted design standards for the particular setting, traffic volume and speed and current and projected demand. Each project must be considered both separately and as part of a connected network to determine the level and type of treatment necessary for the street to be complete.

Richmond City Council declares it is the policy of the City of Richmond to:

1. Modify the “Right-of-Way Design and Construction Standards Manual” of the City of Richmond to reflect that all transportation improvement projects in the city be planned for, designed, and constructed to provide appropriate accommodation for persons of all ages and abilities, including pedestrians, bicyclists, transit passengers, and motorists, while promoting safe operation for all users.

2. Apply the Complete Street principles incorporated into the City’s “Right-of-Way Design and Construction Standards Manual” to the planning, scoping, design, or building of all new construction, reconstruction, resurfacing, rehabilitation, repair, retrofit, maintenance, or operation of all network facilities located within the public right of way, or on public land using any combination of city, state, or federal funds, as well as facilities on private land intended for public use.
3. Require all City of Richmond departments, employees, contractors or others responsible for funding, planning, designing, developing, constructing, operating, or maintaining streets, sidewalks or other surface transportation network facilities to follow the Complete Street principles incorporated into the City’s “Right-of-Way Design and Construction Standards Manual.”

4. Implement the Complete Street principles incorporated into the City’s “Right-of-Way Design and Construction Standards Manual” in a manner that is flexible and context sensitive with regard to the surrounding built and natural environment. This context includes neighboring jurisdictions and transportation authorities such as, but not limited to, the counties of Henrico and Chesterfield, the Virginia Department of Transportation (VDOT), CSX, Norfolk Southern, the Greater Richmond Transit Company, Amtrak, and the Richmond Metropolitan Authority (RMA).

5. Maintain flexibility with regard to balancing best practices and designs with user needs when implementing the Complete Streets principles incorporated into the City’s “Right-of-Way Design and Construction Standards Manual.” The City should not be precluded from considering innovative or nontraditional design options where a comparable level of safety for users is present or provided.

6. Integrate Complete Streets principles incorporated into the City’s “Right-of-Way Design and Construction Standards Manual” into all city plans, studies, manuals, rules, regulations, programs, and procurement specifications and documents as appropriate.

7. Reevaluate Capital Improvement Projects prioritization to encourage implementation of bicycle, pedestrian, and transit improvements.

8. Require the Chief Administrative Officer or designee to establish individual numeric benchmarks for each of the performance measures included as a means of tracking and measuring the annual performance of the Complete Streets policy and submit an annual report of these performance measures to the Council as part of the city’s budget process. The City shall measure the success of the Complete Streets policy using, but not limited to, the following performance measures:

- Total miles of bike lanes (including buffered bike lanes and “cycletracks”)
- Linear feet of new pedestrian accommodation
- Number of new curb ramps installed along city streets
- Number of crosswalk and intersection improvements
- Number and percentage of road projects scoped and constructed in compliance with the policy

9. Provide for exemptions to the Complete Streets policy only if the exemptions are documented in writing and include supporting data that indicates the reason for the decision by the Chief Administrative Officer or designee. Exemptions are limited to the following:
   1. Non-motorized users are prohibited on the roadway, such as Interstates and certain freeways.
2. The cost of accommodations for a particular mode is excessively disproportionate to the need and potential benefit of a project. Twenty (20) percent should be used as a guideline above which the potential benefit and need should be examined with regard to the additional cost.

In support of this Complete Streets Policy, the City of Richmond will:

1. Within one year of adoption of this Resolution, the Director of Public Works will modify the “Right-of-Way Design and Construction Standards Manual” of the City of Richmond to incorporate Complete Streets principles that reflect the intent of the city that all transportation improvement projects in the city be planned for, designed and constructed to provide appropriate accommodation for persons of all ages and abilities, including pedestrians, bicyclists, transit passengers, and motorists, while promoting safe operation for all users.

2. The Director of Public Works will establish a Complete Streets Committee. The Committee will develop the Complete Streets principles to incorporate into the “Right-of-Way Design and Construction Standards Manual.” The City’s Pedestrian, Bicycle, and Trails Coordinator will lead the Committee. Members will include representatives from: Public Works, Public Utilities, Planning and Development Review, Parks and Recreation, Social Services, Sustainability Office, Fire and Emergency Services, and the Police Department. Members may include representatives from: GRTC, RMA, bicycling, disabled, youth and elderly communities, and other public interest organizations, as relevant. The Committee will meet as often as necessary but at least once a month. The Director of Public Works will dissolve the Committee upon incorporation of the Complete Streets principles into the “Right-of-Way Design and Construction Standards Manual.”

3. Update all necessary and appropriate codes, ordinances, and standards to ensure that design components for all new or modified streets follow the intent of the Complete Streets principles incorporated into the City’s “Right-of-Way Design and Construction Standards Manual.”

4. The City will maintain a comprehensive inventory of the pedestrian and bicycling facility infrastructure integrated with the City’s databases and will prioritize projects to eliminate gaps in sidewalk and bikeways networks.

5. The City will train pertinent staff on the content of the Complete Streets principles incorporated into the City’s “Right-of-Way Design and Construction Standards Manual” and best practices for implementation.

6. The City will utilize inter-department project coordination to promote the most responsible and efficient use of fiscal resources for activities that occur within the public right of way.

7. The City will actively seek sources of appropriate funding to implement Complete Streets.

8. Until such time as the Complete Streets principles are incorporated into the “Right-of-Way Design and Construction Standards Manual,” the following shall serve as interim Complete Streets principles and shall carry the same force and effect: the National Association of City
Transportation Officials' (NACTO) *Urban Bikeway Design Guide*, the NACTO *Urban Street Design Guide*, and *Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities*, developed by the Institute of Transportation Engineers in collaboration with the Congress for New Urbanism.