



Date: May 25, 2017
 Current Meeting: June 1, 2017
 Board Meeting: June 1, 2017

BOARD MEMORANDUM


TO: Santa Clara Valley Transportation Authority
 Board of Directors

THROUGH: General Manager, Nuria I. Fernandez

FROM: Interim Director - Planning & Program Development, Carolyn M. Gonot

SUBJECT: Measure B Complete Streets Reporting Requirements

APPROVED ACCEPTED ADOPTED AMENDED DEFERRED REVIEWED
 Santa Clara Valley Transportation Authority
 Board of Directors
 Elaine F. Baltao, Board Secretary

BY: 
 DATE: 6/1/2017

Policy-Related Action: No

Government Code Section 84308 Applies: No

ACTION ITEM

RECOMMENDATION:

Approve the proposed 2016 Measure B Complete Streets reporting requirements.

BACKGROUND:

On November 8, 2016, the voters of Santa Clara County overwhelmingly approved a 30-year, ½ cent sales tax measure supporting transportation projects and services. 2016 Measure B, adopted by the VTA Board of Directors in June 2016, lists and describes the following nine program categories: Local Streets and Roads; BART Phase II; Bicycle and Pedestrian; Caltrain Grade Separations; Caltrain Corridor Capacity Improvements; Highway Interchanges; County Expressways; SR 85 Corridor; and Transit Operations.

In response to input received from Member Agencies and members of the public, 2016 Measure B supports multiple modes of transportation. Specifically, 2016 Measure B requires “the cities and the County [to] apply Complete Streets best practices in order to improve bicycle and pedestrian elements of the street system.” Staff recommends expanding the Complete Streets requirement to apply to all capital program categories in 2016 Measure B.

In recent years, Member Agencies and VTA have worked closely with the public to develop strong, visionary, multimodal planning documents. Applying Complete Streets best practices to projects funded by 2016 Measure B will assist Member Agencies in implementing bicycle and pedestrian projects identified in local plans.

Below are the proposed reporting requirements that project sponsors would be required to follow in order to comply with 2016 Measure B’s Complete Streets requirement and to receive funding from the program.

Definition of Complete Streets

For the purposes of these requirements, Complete Streets are generally defined as streets:

- That are planned, designed, funded, constructed, operated and maintained for the safe travel of all users.
- Where designs are context sensitive, and incorporate a balanced network approach.
- Which prioritize the safety, comfort, and convenience of pedestrians, bicyclists, transit riders (including access and operations), as appropriate for the local context, while still providing safe accommodations for motorists and other roadway users.
- Where capital projects, once completed, should not degrade the safety, comfort, or convenience of pedestrians, bicyclists, or access to transit, nor should they degrade the travel time of transit operations (recognizing that there may be situations where one of these modes may need to be prioritized over another).
- Where designs are developed with input from the community and support future conditions.

To fulfill the requirements of 2016 Measure B, VTA has worked with Member Agencies and stakeholders to develop Complete Streets reporting requirements that will:

- Ensure 2016 Measure B projects support the measure's Complete Streets requirement.
- Provide accountability and transparency to Santa Clara County taxpayers.
- Allow VTA to report to the public on how Complete Streets practices are being applied to 2016 Measure B-funded projects.
- Minimize additional Member Agency staff time while still being effective, and that can potentially be expanded to VTA's other funding programs, including One Bay Area Grant (OBAG) Cycle III.

DISCUSSION:

Member Agency and Stakeholder Outreach

To develop the Complete Streets reporting requirements, VTA sought input from Member Agency staff, the Metropolitan Transportation Commission (MTC), Caltrans, and the following transportation advocacy organizations: California Walks, Silicon Valley Bicycle Coalition, TransForm, SPUR, and Friends of Caltrain.

Below is a summary of the outreach VTA has conducted to date:

- Presented initial concepts and a draft proposal for the Complete Streets reporting requirements to VTA’s Technical Advisory Committee (TAC) and associated working groups. (August 2016 - November 2016)
- Presented the same materials to a subcommittee of the VTA Bicycle and Pedestrian Advisory Committee (BPAC) which includes the aforementioned advocacy organizations. (August 2016 - November 2016)
- Met individually with staff from fifteen Member Agencies, Caltrans, MTC and the BPAC subcommittee to understand project delivery and pavement maintenance practices, and to gather feedback on the draft proposal for Complete Streets reporting requirements. (November 2016 - January 2017)
- Hosted a facilitated workshop for 45 attendees, representing Member Agencies and advocacy organizations, to present revised requirements and to better understand commonalities and differences among stakeholders. (January 2017)
- Presented the proposed 2016 Measure B Complete Streets reporting requirements to VTA’s Technical Advisory Committee, Policy Advisory Committee, Bicycle and Pedestrian Advisory Committee, and Congestion Management Program & Planning Committee. (April 2017)

Based on the input VTA received through the ten-month outreach process, and through research and analysis conducted by staff, VTA proposes the Complete Streets reporting requirements as outlined below.

Proposed Complete Streets Reporting Requirements for 2016 Measure B

VTA’s approach to Complete Streets compliance keeps design decisions local, while increasing the transparency of these decisions and ensuring the requirements of 2016 Measure B are met. Member Agencies universally requested that reporting requirements for pavement management programs be structured differently, and require less staff time, than those for standalone capital projects.

Accordingly, the requirements are divided into two sections: 1) Local Streets & Roads; and 2) Capital Projects. Attachment A presents a process diagram for these requirements.

Local Streets and Roads

- A. Member Agencies will be required to adopt a Complete Streets Resolution. The

resolution will need, at a minimum, to contain the nine Complete Streets elements as outlined by the Metropolitan Transportation Commission. (Attachment B). Seven of the sixteen VTA Member Agencies have already adopted the MTC resolution or a variation thereof.

- B. With an initial funding request, Member Agencies will submit (1) a Pavement Program Self-Declaration Form and (2) a list of street segments anticipated for repaving. The Pavement Declaration Form will require sponsors to detail the pavement condition and the types of anticipated work, as well as anticipated Complete Streets infrastructure. If the Member Agency anticipates that any project segments will not include Complete Streets accommodations identified in a local, county, or regional adopted plan, it must be noted and accompanied by an explanation. VTA will develop the Pavement Program Self-Declaration Form with input from VTA's TAC and its respective Working Groups, and VTA's BPAC.
- C. After pavement work has been completed, Member Agencies must submit a final list of completed projects on an annual basis, noting the Complete Street accommodations that have been added, upgraded, or maintained. If any segments did not include Complete Streets accommodations identified in an adopted plan, the exception should be noted and explained.

Capital Projects

- A. As is the case with Local Streets & Roads, Project Sponsors will be required to adopt a Complete Streets Resolution. The resolution will need to contain the nine Complete Streets elements as outlined by the MTC. (Attachment B).
- B. Prior to beginning work, project sponsors must submit a Complete Streets Checklist. The checklist will ask sponsors to detail the project scope, describe anticipated complete streets infrastructure, and describe any negative impacts the project may have on bicyclists, pedestrians, or transit. If the Member Agency anticipates that the project will not include Complete Streets accommodations identified in a local, county, or regional adopted plan, it must be noted and accompanied by an explanation. VTA will develop the Complete Streets Checklist with input from VTA's TAC and its respective Working Groups, and VTA's BPAC.
- C. VTA and the project sponsor will check in at appropriate point(s) in the project life-cycle to confirm Complete Streets best practices are being applied, and note if an exception should be declared. Check-in points will be determined by VTA, with input from the project sponsor, at project initiation, and documented in the project funding agreement.
- D. At completion of the phase(s) of the project funded through 2016 Measure B, project sponsors must submit a project close out form, which details Complete Streets elements

provided by the project and, if necessary, explains why Complete Streets infrastructure identified in a local, county, or regional adopted plan has not been included in the project.

- E. After the project has been constructed, the project sponsor will provide VTA with before and after data and photos, determined on a project-by-project basis. Before and after data will be related to the project purpose and need, and will be determined by the project sponsor.

Exceptions

As referenced above, VTA will require an exception if a project: a) does not provide Complete Streets infrastructure that is identified in a local, countywide, or regional adopted plan within the project's geographical limits; b) severs an existing bicycle, pedestrian, or transit connection; or c) does not meet minimum design standards or guidelines for Complete Streets infrastructure.

Should a Member Agency or project sponsor wish to declare a Complete Streets exception for a local streets and roads or capital project, the project sponsors must provide an explanation and authorization from the agency's Public Works Director, their equivalent, or a designee. Including the explanation in the Pavement Program Self-Declaration Form or Complete Streets Checklist will be sufficient to meet this requirement. While each project is unique, the following are examples of reasonable explanations for requesting an exception:

- Cost of providing the Complete Streets element is disproportionate to the overall cost of the project.
- A roadway user is legally prohibited from using the transportation facility.
- There is an absence of existing and future need.

VTA will review the explanation for the exception and, on a case-by-case basis, determine if the project is eligible to receive 2016 Measure B funding.

On-line Reporting

Several stakeholders requested that pavement lists be made available prior to final design, and that public input be incorporated into final design. In response, VTA plans to facilitate the public input process by posting the Pavement Program Self-Declaration Form online, and having Member Agencies describe their public comment process. Additionally, the Complete Streets Checklist for capital projects will be posted online.

NEXT STEPS:

If the proposed 2016 Measure B Complete Streets reporting requirements are approved by the VTA Board of Directors, staff will begin implementation. As a first step, VTA will work with the TAC, its respective Working Groups, and the BPAC to develop the Pavement Program Self-

Declaration Form and Complete Streets Checklist. VTA will also integrate the Complete Streets reporting requirements into 2016 Measure B's overall reporting and funding processes, and develop an online reporting tool.

ALTERNATIVES:

The Board of Directors could choose to approve, modify, or reject staff's recommended 2016 Measure B Complete Streets Reporting Requirements.

FISCAL IMPACT:

If 2016 Measure B Complete Streets reporting requirements are approved, estimated staff time of 0.5 to 1 Full Time Equivalent (FTE) would be required to administer the reporting process. The staff cost would be funded from 2016 Measure B.

ADVISORY COMMITTEE DISCUSSION/RECOMMENDATIONS

The Technical Advisory Committee received this item at their May 10, 2017 meeting. Discussion ensued regarding the Complete Streets example resolution in Attachment B, specifically the language requiring consultation with local advisory committees early in a project's development. The Committee endorsed staff recommendation with one member opposing.

The Bicycle and Pedestrian Advisory Committee received this item at their May 10, 2017 meeting and discussed the following: 1) process for VTA to comment on Local Streets and Roads Self Declaration Forms before funding is distributed to Member Agencies 2) percentage of overall project cost that would be considered "disproportionate," and 3) before-after data for capital projects. The committee voted unanimously to forward staff recommendation to the Board, with the additional recommendation that Member Agencies be encouraged to provide before and after bicycle and pedestrian counts for capital projects funded through 2016 Measure B.

The Policy Advisory Committee received this item at their May 11, 2017 meeting and recommended Board approval without comment.

STANDING COMMITTEE DISCUSSION/RECOMMENDATIONS

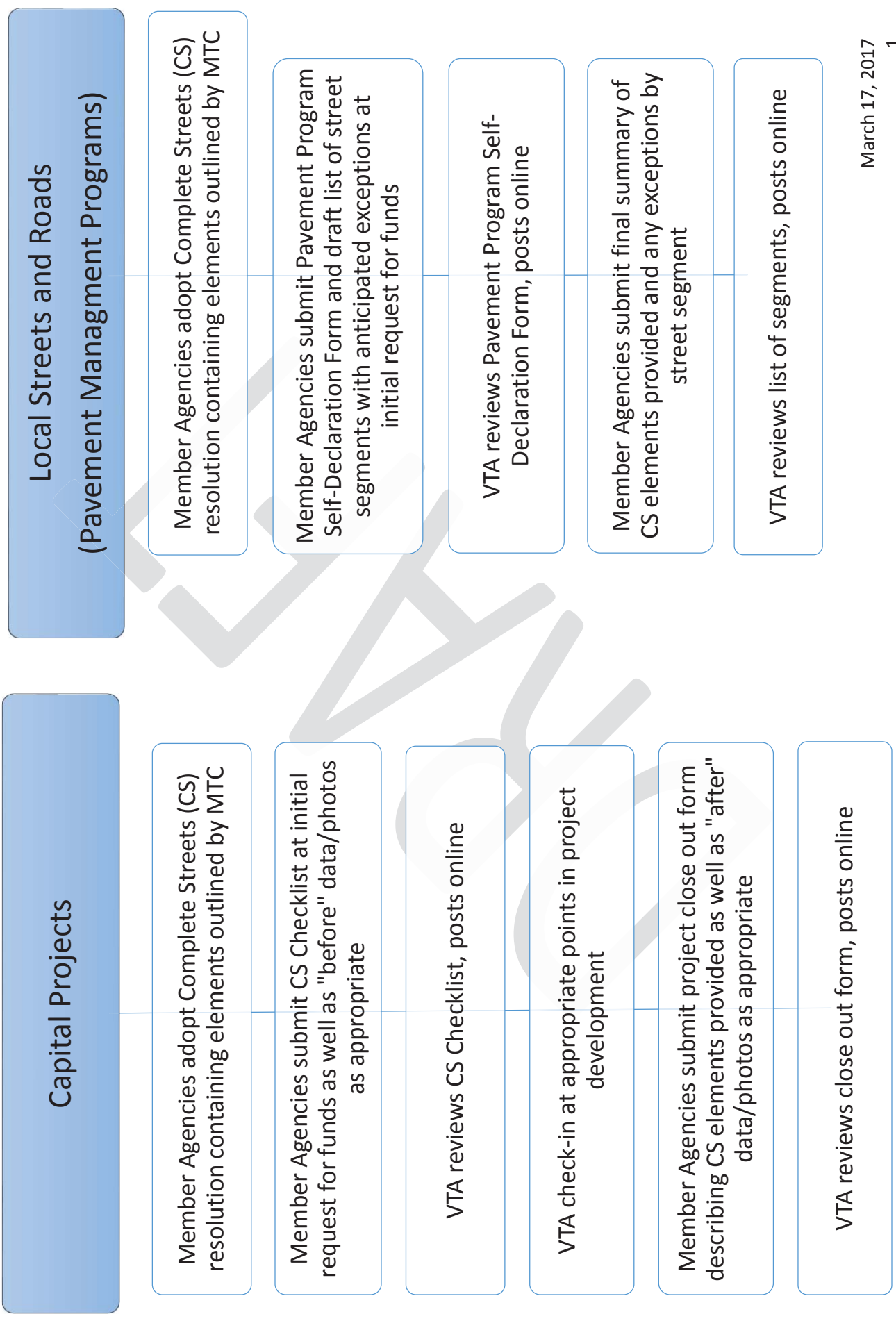
The Congestion Management Program and Planning Committee received this item at their May 18, 2017, meeting and unanimously recommended Board approval.

Prepared by: Lauren Ledbetter
Memo No. 6096

ATTACHMENTS:

- Attachment A - Diagram - v2 (DOCX)
- Attachment B - MTC CS Elements (DOCX)

Attachment A: VTA Complete Streets Process Diagram



Capital Projects

Member Agencies adopt Complete Streets (CS) resolution containing elements outlined by MTC

Member Agencies submit CS Checklist at initial request for funds as well as "before" data/photos as appropriate

VTA reviews CS Checklist, posts online

VTA check-in at appropriate points in project development

Member Agencies submit project close out form describing CS elements provided as well as "after" data/photos as appropriate

VTA reviews close out form, posts online

Local Streets and Roads (Pavement Management Programs)

Member Agencies adopt Complete Streets (CS) resolution containing elements outlined by MTC

Member Agencies submit Pavement Program Self-Declaration Form and draft list of street segments with anticipated exceptions at initial request for funds

VTA reviews Pavement Program Self-Declaration Form, posts online

Member Agencies submit final summary of CS elements provided and any exceptions by street segment

VTA reviews list of segments, posts online

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ATTACHMENT B: COMPLETE STREETS ELEMENTS

In order to be eligible for Measure B funding, all Member Agencies must adopt a resolution which contains the nine (9) Complete Streets elements described below. This list is drawn from Metropolitan Transportation Commission's (MTC) model Complete Streets resolution, which was in turn based on the work of SMART Growth America's National Complete Streets Coalition. More information can be found on MTC's website: <http://mtc.ca.gov/tools-and-resources/digital-library/obag-2-complete-streets-resolution-guidance>

The general language below gives Member Agencies flexibility to develop their own policy; Member Agencies are encouraged to develop the best policy that fits within the context of their local area, in consultation with affected departments and stakeholders, and to go beyond the required nine elements if desired.

Complete Streets Principles

1. **Serve all Users** - All transportation improvements will be planned, designed, constructed, operated and maintained to support safe and convenient access for all users, and increase mobility for walking, bicycling and transit use.
2. **Context Sensitivity** – The planning and implementation of transportation projects will reflect conditions within and surrounding the project area, whether the area is a residential or business district or urban, suburban or rural. Project planning, design and construction of complete streets projects should include working with residents and merchants to ensure that a strong sense of place is maintained.
3. **Complete Streets in all Departments** – All Member Agency departments whose work affects the roadway must incorporate a complete streets approach into the review and implementation of their projects and activities. Potential Complete Streets opportunities include transportation projects, road rehabilitation, new development, and utility work, among others.
4. **All Projects/Phases** - The policy will apply to all roadway projects including those involving reconstruction, new construction, retrofits, repaving, rehabilitation, or changes in the allocation of pavement space on an existing roadway, as well as those that involve new privately built roads and easements intended for public use.

Implementation

5. **Plan Consultation** –Any proposed improvements should be evaluated for consistency with all local bicycle, pedestrian and /or transit plans and any other plans that affect the right of way.
6. **Street Network/Connectivity** - The transportation system should provide a connected network of facilities accommodating all modes of travel. This includes looking for

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opportunities for repurposing rights-of-ways to enhance connectivity for cyclists, pedestrians and transit users. The network should include non-motorized connectivity to schools, parks, commercial areas, civic destinations and regional non-motorized networks from publicly owned roads/land and private developments (or redevelopment areas).

7. **BPAC Consultation** - Input shall be solicited from the local bicycle and pedestrian advisory committee (BPAC) or similar advisory group in an early project development phase to verify bicycling and pedestrian needs for projects.
8. **Evaluation** – Member Agencies will establish a means to collect data for the purpose of evaluating implementation of complete streets policies. Examples include tracking the mileage of bike lanes and sidewalks, the number of street crossings, or the amount of specific signage etc.

Exceptions

9. **Process**– Plans or projects that seek exemptions from the Complete Streets approach must provide written finding of how exceptional circumstances dictated that accommodations for all modes were not to be included in the project. The memorandum should be signed by the Public Works Director or equivalently senior staff person or his/her designee. Plans or projects that are granted exceptions must be made publicly available for review.