



METROPOLITAN
TRANSPORTATION
COMMISSION

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TO: Partnership Jurisdictions Expecting to Receive
OBAG Funding

DATE: November 18, 2015

FR: Kevin Mulder

RE: One Bay Area Grant Program (OBAG 2) Complete Streets Required Elements

As a condition to access One Bay Area Grant Program (OBAG 2) funds, local jurisdictions must comply with the California Complete Streets Act of 2008 (Assembly Bill 1358, Chapter 657, Statutes of 2008). Jurisdictions have two options for demonstrating compliance, which must be met by the time the County Congestion Management Agencies (CMAs) submit their OBAG 2 project recommendations to MTC:

- 1) Adopt a Complete Streets Resolution incorporating MTC's nine required complete streets elements (Attachment A).
- 2) Adopt a significant revision to the circulation element of a General Plan after January 1, 2010 that complies with the California Complete Streets Act of 2008.

Complete Streets Resolution

Agencies may meet this requirement by adopting a resolution that incorporates, at minimum, the elements listed in Attachment A. The general language in the attachment gives agencies flexibility to develop their own policy; jurisdictions 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 elements to accommodate all users of the roadway network.

To assist agencies in developing a resolution, a resolution template is included as Attachment B. Jurisdictions are encouraged to adapt the elements and language of the sample resolution to meet their own circumstances and plans. Attachment C is the City of Alameda's Complete Streets Policy, which is included as an example of the adopted policy language (July 2011).

General Plan Circulation Element

Jurisdictions may also meet the requirement with an adopted General Plan that complies with the California Complete Streets Act of 2008. The Governor's Office of Planning and Research (OPR) has issued guidance for this in the *Update to the General Plan Guidelines: Complete Streets and the Circulation Element*.¹ For compliance, a substantial revision of the circulation element, passed after January 1, 2011, shall "...plan for a balanced, multimodal transportation network that meets the needs of all users of streets, roads, and highways for safe and convenient travel in a manner that is suitable to the rural, suburban, or urban context of the general plan," while complying with the other provisions of CA Government Code Section 65302 and Complete Streets Act of 2008.

Compliance

To be eligible to receive OBAG 2 funding, adopted resolutions or adopted revisions to General Plan circulation elements must be completed and submitted to CMAs by the time the CMAs submit their project recommendations to MTC.

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¹ http://opr.ca.gov/docs/Update_GP_Guidelines_Complete_Streets.pdf

Attachment A
Elements Required of a Complete Streets Resolution to Comply with the One Bay Area Grant
(Revised September 16, 2015)

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 businesses to ensure that a strong sense of place is maintained.
3. **Complete Streets in all Departments** – All departments in the jurisdiction and outside agencies 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 other 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, transportation, and 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 opportunities for repurposing rights-of-way 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 local bicycle and pedestrian advisory committees (BPACs) or similar advisory group in an early project development phase to verify bicycling and pedestrian needs for projects. (MTC Resolution 875 requires that cities of 10,000 or more create and maintain a BPAC or rely on the county BPAC to receive TDA-3 funds.)
8. **Evaluation** – Cities and counties will establish a means to collect data for the purpose of evaluating each jurisdiction's 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.

Exceptions

9. **Process** – Plans or projects that seek exception 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 an equivalently senior staff person. Plans or projects that are granted an exception must be made publicly available for review.

Federal guidance on exceptions can be found from the Federal Highway Administration (FHWA) webpage: *Accommodating Bicycle and Pedestrian Travel*.²

² http://www.fhwa.dot.gov/environment/bicycle_pedestrian/guidance/design_guidance/design.cfm

Attachment B
Sample MTC Complete Streets Resolution
for Bay Area Cities and Counties

Resolution No. _____

**A RESOLUTION OF THE [City Council/Board of Supervisors] OF THE [Jurisdiction] ADOPTING
A COMPLETE STREETS POLICY**

WHEREAS, the term “Complete Streets” describes a comprehensive, integrated transportation network with infrastructure and design that allows safe and convenient travel along and across streets for all users, including pedestrians, bicyclists, persons with disabilities, motorists, movers of commercial goods, users and operators of public transportation, seniors, children, youth, and families *[insert other significant local users if desired, e.g. drivers of agricultural vehicles, emergency vehicles, or freight]*;

WHEREAS, [Jurisdiction] acknowledges the benefits and value for the public health and welfare of reducing vehicle miles traveled and increasing transportation by walking, bicycling, and public transportation;

WHEREAS, [Jurisdiction] recognizes that the planning and coordinated development of Complete Streets infrastructure provides benefits for local governments in the areas of infrastructure cost savings; public health; and environmental sustainability;

WHEREAS, the State of California has emphasized the importance of Complete Streets by enacting the California Complete Streets Act of 2008 (also known as AB 1358), which requires that when cities or counties revise general plans, they identify how they will provide for the mobility needs of all users of the roadways, as well as through Deputy Directive 64, in which the California Department of Transportation explained that it “views all transportation improvements as opportunities to improve safety, access, and mobility for all travelers in California and recognizes bicycle, pedestrian, and transit modes as integral elements of the transportation system”;

WHEREAS, the California Global Warming Solutions Act of 2006 (known as AB 32) sets a mandate for the reduction of greenhouse gas emissions in California, and the Sustainable Communities and Climate Protection Act of 2008 (known as SB 375) requires emissions reductions through coordinated regional planning that integrates transportation, housing, and land-use policy, and achieving the goals of these laws will require significant increases in travel by public transit, bicycling, and walking;

WHEREAS, numerous California counties, cities, and agencies have adopted Complete Streets policies and legislation in order to further the health, safety, welfare, economic vitality, and environmental well-being of their communities;

WHEREAS, [Jurisdiction] therefore, in light of the foregoing benefits and considerations, wishes to improve its commitment to Complete Streets and desires that its streets form a comprehensive and integrated transportation network promoting safe, equitable, and convenient travel for all users while preserving flexibility, recognizing community context, and using the latest and best design guidelines and standards;

NOW, THEREFORE, BE IT RESOLVED, by the [City Council/Board of Supervisors] of [Jurisdiction], State of California, as follows:

1. That the [Jurisdiction] adopts the Complete Streets Policy attached hereto as Exhibit A, and made part of this Resolution, and that said exhibit is hereby approved and adopted.
2. That the next substantial revision of the [Jurisdiction] General Plan circulation shall incorporate Complete Streets policies and principles consistent with the California Complete Streets Act of 2008 (AB 1358) and with the Complete Streets Policy adopted by this resolution.

PASSED AND ADOPTED by the [City Council/Board of Supervisors] of the [Jurisdiction], State of California, on _____, 201_, by the following vote:

Attachment: Exhibit A

Exhibit A

This Complete Streets Policy was adopted by Resolution No. _____ by the [City Council/Board of Supervisors] of the [Jurisdiction] on _____, 201__.

COMPLETE STREETS POLICY OF [JURISDICTION]

A. Complete Streets Principles

- 1. Complete Streets Serving All Users.** [Jurisdiction] expresses its commitment to creating and maintaining Complete Streets that provide safe, comfortable, and convenient travel along and across streets (including streets, roads, highways, bridges, and other portions of the transportation system) through a comprehensive, integrated transportation network that serves all categories of users, including pedestrians, bicyclists, persons with disabilities, motorists, movers of commercial goods, users and operators of public transportation, seniors, children, youth, and families [*insert other significant local users if desired, e.g. drivers of agricultural vehicles, emergency vehicles, freight, etc.*].
- 2. Context Sensitivity.** In planning and implementing street projects, departments and agencies of [Jurisdiction] shall maintain sensitivity to local conditions in both residential and business districts as well as urban, suburban, and rural areas, and shall work with residents, merchants, and other stakeholders to ensure that a strong sense of place ensues. Improvements that will be considered include sidewalks, shared use paths, bicycle lanes, bicycle routes, paved shoulders, street trees and landscaping, planting strips, accessible curb ramps, crosswalks, refuge islands, pedestrian signals, signs, street furniture, bicycle parking facilities, public transportation stops and facilities, transit priority signalization, and other features assisting in the provision of safe travel for all users, such as traffic calming circles, transit bulb outs, and road diets [*, as well as other features such as insert other accommodations if desired*] [*, and those features identified in insert name of Pedestrian/Bicycle Master Plan if it exists*].
- 3. Complete Streets Routinely Addressed by All Departments.** All relevant departments and agencies of [Jurisdiction] shall work towards making Complete Streets practices a routine part of everyday operations, approach every relevant project, program, and practice as an opportunity to improve streets and the transportation network for all categories of users, and work in coordination with other departments, agencies, and jurisdictions to maximize opportunities for Complete Streets, connectivity, and cooperation. The following projects provide opportunities: pavement resurfacing, restriping, accessing above and underground utilities, signalization operations or modifications, and maintenance of landscaping/related features.
- 4. All Projects and Phases.** Complete Streets infrastructure sufficient to enable reasonably safe travel along and across the right of way for each category of users shall be incorporated into all planning, funding, design, approval, and implementation processes for any construction, reconstruction, retrofit, maintenance, operations, alteration, or repair of streets (including streets, roads, highways, bridges, and other portions of the transportation system), except that specific infrastructure for a given category of users may be excluded if an exemption is approved via the process set forth in section C.1 of this policy.

B. Implementation

- 1. Plan Consultation and Consistency.** Maintenance, planning, and design of projects affecting the transportation system shall be consistent with local bicycle, pedestrian, transit, multimodal, and other relevant plans, except that where such consistency cannot be achieved without negative consequences, consistency shall not be required if the head of the relevant department provides written approval explaining the basis of such deviation. If [Jurisdiction] has a Bicycle and Pedestrian Advisory Committee, such deviations shall be presented to the Bicycle and Pedestrian Advisory Committee early in the planning and design stage, to ensure the Bicycle and Pedestrian Advisory Committee has an opportunity to provide comments and recommendations.

2. **Street Network/Connectivity.** As feasible, [Jurisdiction] shall incorporate Complete Streets infrastructure into existing streets to improve the safety and convenience of users and to create employment, with the particular goal of creating a connected network of facilities accommodating each category of users, and increasing connectivity across jurisdictional boundaries and for existing and anticipated future areas of travel origination or destination.
3. **Bicycle and Pedestrian Advisory Committee Consultation.** If [Jurisdiction] has a Bicycle and Pedestrian Advisory Committee, transportation projects shall be reviewed by the Bicycle and Pedestrian Advisory Committee early in the planning and design stage, to provide the Bicycle and Pedestrian Advisory Committee an opportunity to provide comments and recommendations regarding Complete Streets features to be incorporated into the project.
4. **Evaluation.** All relevant agencies or departments shall perform evaluations of how well the streets and transportation network of [Jurisdiction] are serving each category of users by collecting baseline data and collecting follow-up data on a regular basis.


C. Exceptions

1. **Leadership Approval for Exceptions.** Plans or projects that seek exception 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 an equivalently senior staff person. Projects that are granted exceptions must be made publically available for review. Federal guidance on exceptions can be found from the Federal Highway Administration (FHWA) website, *Accommodating Bicycle and Pedestrian Travel*, online at:
http://www.fhwa.dot.gov/environment/bicycle_pedestrian/guidance/design_guidance/design.cfm

Attachment C
Complete Streets Policy of City of Alameda (2013)
(next page)

SAMPLE

CITY OF ALAMEDA RESOLUTION NO. 14763

Approved as to Form

Janet C. Kern, City Attorney

APPROVE A COMPLETE STREETS POLICY, IN ACCORDANCE WITH REQUIREMENTS FROM THE METROPOLITAN TRANSPORTATION COMMISSION AND THE ALAMEDA COUNTY TRANSPORTATION COMMISSION

WHEREAS, the term “Complete Streets” describes a comprehensive, integrated transportation network with infrastructure and design that allows safe and convenient travel along and across streets for all users, including pedestrians, bicyclists, persons with disabilities, motorists, movers of commercial goods, users and operators of public transportation, seniors, children, youth, and families; and

WHEREAS, the City of Alameda recognizes that the planning and coordinated development of Complete Streets infrastructure provides benefits for local governments in the areas of infrastructure cost savings; public health; and environmental sustainability; and

WHEREAS, the City of Alameda acknowledges the benefits and value for the public health and welfare of reducing vehicle miles traveled and increasing transportation by walking, bicycling and public transportation; and

WHEREAS, the State of California has emphasized the importance of Complete Streets by enacting the California Complete Streets Act of 2008 (also known as AB 1358), which requires that when cities or counties revise general plans, they identify how they will provide for the mobility needs of all street users, as well as through Deputy Directive 64, in which the California Department of Transportation explained that it “views all transportation improvements as opportunities to improve safety, access and mobility for all travelers in California, and recognizes bicycle, pedestrian and transit modes as integral elements of the transportation system”; and

WHEREAS, the California Global Warming Solutions Act of 2006 (known as AB 32) sets a mandate for the reduction of greenhouse gas emissions in California, and the Sustainable Communities and Climate Protection Act of 2008 (known as SB 375) requires emissions reductions through coordinated regional planning that integrates transportation, housing, and land-use policy, and achieving the goals of these laws will require significant increases in travel by public transit, bicycling, and walking; and

WHEREAS, numerous California counties, cities, and agencies have adopted Complete Streets policies and legislation to further the health, safety, welfare, economic vitality, and environmental well-being of their communities; and

WHEREAS, the Metropolitan Transportation Commission, through its One Bay Area Grant (OBAG) program, described in Resolution 4035, requires that all jurisdictions, to be eligible for OBAG funds, need to address complete streets policies at the local level through the adoption of a complete streets policy resolution or through a general plan that complies with the California Complete Streets Act of 2008; and

WHEREAS, the City of Alameda's Local Action Plan for Climate Protection, adopted in 2008, recommends revising street design standards and re-engineering existing streets if economically feasible to promote pedestrian and bicycle use, and to encourage alternative transportation modes; and

WHEREAS, the Alameda County Transportation Commission, through its Master Program Funding Agreements with local jurisdictions, requires that all jurisdictions must have an adopted complete streets policy to receive Measure B pass-through and Vehicle Registration Fund funding; and

WHEREAS, the City of Alameda, therefore, in light of the foregoing benefits and considerations, wishes to improve its commitment to Complete Streets, and desires that its streets form a comprehensive and integrated transportation network promoting safe and convenient travel for all users while preserving flexibility, recognizing community context, and using design guidelines and standards that support best practices; and

WHEREAS, the City of Alameda's 2009 Transportation Element update of the General Plan is based on the same multimodal principles and elements required in the Complete Streets Act of 2008, contains a Multimodal Goal to encourage the use of transportation modes to be mutually supportive and to function together as one transportation system as well as numerous policies and objectives that prioritize alternative transportation modes over single occupancy vehicles, and specifically identifies Transit Priority and Bicycle Priority streets within the city; and

WHEREAS the City of Alameda has actively pursued enhancements to new infrastructure to encourage alternative transportation modes, and is one of the first cities in the county of Alameda to install and operate a bus priority signal, which is at Willie Stargell Avenue and Webster Street.

NOW, THEREFORE, BE IT RESOLVED that the City Council of the City of Alameda adopts the Complete Streets Policy, in accordance with requirements from the Metropolitan Transportation Commission and the Alameda County Transportation Commission, attached hereto as Exhibit A, and made part of this Resolution, and that said exhibit is hereby approved and adopted; and

BE IT FURTHER RESOLVED that the City of Alameda will review its existing General Plan to determine if it currently meets the Complete Streets policies and

principles of the California Complete Streets Act of 2008 (AB1358) and the Complete Streets Policy adopted by this resolution and if not, the City of Alameda will incorporate the necessary changes with the next substantial revision of the City of Alameda General Plan Transportation Element.

* * * * *

Exhibit A: Complete Streets Policy of City of Alameda

This Complete Streets Policy was adopted by Resolution No. _____ by the City Council of the City of Alameda on _____, 2013.

Recognizing the many benefits to the community of Complete Streets, the City of Alameda will, to the maximum extent feasible and practicable, plan, fund, design, construct, operate and maintain its transportation system and facilities so that they are safe and convenient for all users and modes, as appropriate to the function and context of each facility, and in ways that reflect local conditions and community values.

A. Complete Streets Principles

1. Complete Streets Serving All Users and Modes. The City of Alameda, through its 2009 Transportation Element update of the General Plan, has committed to creating and maintaining Complete Streets that provide safe, comfortable and convenient travel along and across streets (including streets, highways, bridges and other portions of the transportation system) through a comprehensive, integrated transportation network that serves all categories of users, including pedestrians, bicyclists, persons with disabilities, motorists, movers of commercial goods, users and operators of public transportation, emergency responders, seniors, children, youth and families. More specifically, the Transportation Element update encourages the use of transportation modes to be mutually supportive and to function together as one transportation system.

2. Context Sensitivity. In planning and implementing street projects, departments and agencies of the City of Alameda will maintain sensitivity to local conditions in both residential and business districts as well as urban and suburban areas, and will work with residents, merchants and other stakeholders to ensure that a strong sense of place ensues. Improvements that will be considered include sidewalks, shared use paths, bicycle lanes, bicycle routes, paved shoulders, street trees and landscaping, planting strips, accessible curb ramps, crosswalks, refuge islands, pedestrian signals, signs, street furniture, bicycle parking facilities, public transportation stops and facilities, transit priority signalization, and other features assisting in the provision of safe travel for all users as identified in adopted plans.

3. Complete Streets Routinely Addressed by All Departments. All relevant departments of the City of Alameda will work towards making Complete Streets practices a routine part of everyday operations, approach every relevant project, program and practice as an opportunity to improve streets and the transportation network for all categories of users, and work in coordination with other agencies and jurisdictions to maximize opportunities for Complete Streets, connectivity and cooperation.

4. All Projects and Phases. Complete Streets infrastructure sufficient to enable reasonably safe travel along and across the right of way for each category of users,

consistent with the City's Transportation Element update, will be incorporated into all planning, funding, design, approval and implementation processes for any construction, reconstruction, retrofit, maintenance, operations, alteration or repair of streets (including streets, highways, bridges and other portions of the transportation system), except that specific infrastructure for a given category of users may be excluded if an exception is approved via the process set forth in section C.1 of this policy.

B. Implementation

1. Design. The City of Alameda will follow its own accepted or adopted design standards, and will also evaluate using the latest design standards and innovative design options, with a goal of balancing user needs. For example, the City of Alameda will use its Pedestrian Design Guidelines (2011), the City's Transportation Element update, and, when adopted, the Bicycle Facility Design Standards (expected to be approved in early 2013).

2. Network/Connectivity. Consistent with the City's Transportation Element update, the City of Alameda will incorporate Complete Streets infrastructure into existing streets to improve the safety and convenience of all users, with the particular goal of creating a connected network of facilities accommodating each category of users, and increasing connectivity across jurisdictional boundaries and for anticipated future transportation investments.

3. Implementation Next Steps. The City of Alameda will take the following specific next steps to implement this Complete Streets Policy:

- A. Plan Consultation and Consistency: Maintenance, planning and design of projects affecting the transportation system will be consistent with the City's Transportation Element update, local bicycle, pedestrian, transit, multimodal and other relevant plans.
- B. Stakeholder Consultation: Allow for stakeholder involvement, as early in the development process as possible, on projects and plans as necessary to support implementation of this Complete Streets policy by the City of Alameda. At this time, the key stakeholders for bicycle-related issues is BikeAlameda, for pedestrian-related issues is Pedestrian Friendly Alameda and for transit-related issues is AC Transit. In addition, the Planning Board will be consulted on land development projects; the Transportation Commission will be consulted on capital improvement projects.

4. Performance Measures. All relevant departments will perform evaluations of how well the transportation network of the City of Alameda is serving each category of users by collecting baseline data and collecting follow-up data on a regular basis such as transit ridership and turning movement counts at select intersections. In 2006, the City collected turning movements at select intersections for motor vehicles, bicyclists and pedestrians. AC Transit staff provides Public Works staff with ridership data on a

regular basis. The City will use the Transportation Element policy 4.3.1.g as the established performance measure.

4.3.1.g Establish targets for increasing mode share of non-SOV transportation modes.

1. Increase daily non-SOV mode share (transit, walking, bicycling) by 10 percentage points by 2015 as compared to 2000.
2. Increase the share of children who walk or bicycle to school by 10 percentage points by 2015 as compared to 2000.

Public Works staff will collect follow-up intersection turning movement data on a regular basis to determine how well the City's transportation network is serving different categories of users.

C. Exceptions

1. Exception Approvals. Exceptions to this Complete Streets policy may be allowed on a case-by-case basis. In general, the Planning Board will have the authority to approve an exception in the case of a land development project, while the Transportation Commission will have this authority in the case of a capital improvement project. Prior to granting the exception, the Community Development Director, in the case of the Planning Board, and the Public Works Director, in the case of the Transportation Commission, will provide as part of the staff report written findings for the exception explaining the need for the exception and why accommodations for all users and modes could not be included in the development plan or project.

I, the undersigned, hereby certify that the foregoing Resolution was duly and regularly adopted and passed by the Council of the City of Alameda in a regular meeting assembled on the 14th day of January, 2013, by the following vote to wit:

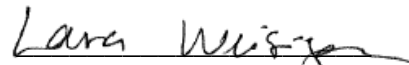
AYES: Councilmembers Chen, Daysog, Ezzy Ashcraft, Tam and Mayor Gilmore – 5.

NOES: None.

ABSENT: None.

ABSTENTIONS: None.

IN WITNESS, WHEREOF, I have hereunto set my hand and affixed the official seal of said City this 15th day of January 2013.


Lara Weisiger, City Clerk
City of Alameda