

CITY COUNCIL AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

AGENDA TITLE:	Discussion of Ordinance No. 755 – Complete Streets Program		
DEPARTMENT:	Public Works		
PRESENTED BY:	Nytasha Sowers, Transportation Services Manager Nora Daley-Peng, Senior Transportation Manager		
ACTION:	<input type="checkbox"/> Ordinance	<input type="checkbox"/> Resolution	<input type="checkbox"/> Motion
	<input checked="" type="checkbox"/> Discussion	<input type="checkbox"/> Public Hearing	

PROBLEM/ISSUE STATEMENT:

The proposed establishment of a Complete Streets Program through proposed Ordinance No. 755 (see Attachment A) is rooted in the City’s adopted 2011 Transportation Master Plan’s (TMP) Goals and Policies, which emphasize a “Complete Streets” approach where the City’s street system accommodates all users. Subsequently, the TMP’s Complete Streets approach was tied to the amendments to the Comprehensive Plan via the adoption of Ordinance No. 649 on December 10, 2012.

While the City has had a Complete Streets approach for many years, what the City does not have is a codified Complete Streets Program which articulates the City’s Complete Streets policy and design criteria. The elevation of the City of Shoreline’s Complete Streets practice to a codified program will:

- 1) Establish a systematic method for making Complete Streets practices a routine consideration for City road projects;
- 2) Provide a method for documenting incremental implementation of Complete Streets practices over time; and
- 3) Demonstrate the City’s commitment to developing a transportation system that allows for the safe and convenient travel of all users.

In addition, the creation of a Complete Streets Program is timely as it would position the City of Shoreline’s eligibility to apply for the Washington State Transportation Improvement Board’s Complete Streets Award Program (see Attachment B).

RESOURCE/FINANCIAL IMPACT:

There is no initial capital costs associated with tonight’s discussion. From a staff resource utilization perspective, the Public Works Department will develop and implement a Complete Streets checklist as an integral part of the design and permitting of road projects within the City’s right of way. The application of a Complete Streets checklist will provide rigor to the design review process, document the City’s compliance with the Complete Streets Ordinance as well as track the incremental implementation of Complete Streets projects.

The City of Shoreline's adoption and implementation of a Complete Streets Ordinance may satisfy future grant application's eligibility requirements and increase the City's competitiveness for grant funding.

RECOMMENDATION

This item is for discussion purposes only; no action is required. Staff is requesting feedback from the City Council on the creation of a Complete Streets Program through proposed Ordinance No. 755. Ordinance No. 755 is scheduled to be brought back to Council for adoption on October 3, 2016.

Approved By: City Manager ***DT*** City Attorney ***MK***

BACKGROUND

On December 10, 2012, the City Council adopted Ordinance No. 649, which updated the City's Comprehensive Plan by incorporating the Transportation Master Plan's Goals and Policies into the Comprehensive Plan, including a "Complete Streets" approach that emphasizes a transportation system that provides safe access for all users. Complete Streets are designed and operated to enable safe access for all users of the City's street network, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities.

The City of Shoreline has a long standing practice of applying a Complete Streets approach to City road projects. Two outstanding examples of this are the Aurora Avenue Multi-Modal Corridor Project and the Interurban Trail. These two projects were conceived and developed together to provide access and mobility to pedestrians, cyclists, transit users, and automobile drivers. More recently, the City has developed the 145th Street and 185th Street Station Subarea Plans with a Complete Streets approach.

While the City has had a Complete Streets approach, what the City does not have is a codified Complete Streets Program which articulates the City's Complete Streets policy and design criteria. Proposed Ordinance No. 755 would establish this program.

Over 50 cities in Washington State have adopted complete street ordinances, including Shoreline's neighboring cities of Seattle and Edmonds. Additionally, at the state level, the Washington State Department of Transportation (WSDOT) has a Complete Streets policy that applies to all "Main Street" highways. WSDOT's Complete Streets policy directly applied to the recent development of the 145th Street Multi-Modal Corridor Study. The adoption of proposed Ordinance No. 755 will allow for a more seamless integration of a multi-modal transportation system across city lines.

DISCUSSION

Proposed Ordinance No. 755 would amend Shoreline Municipal Code Title 12 by adding a new chapter, Chapter 12.50 - Complete Streets. This proposed Code Chapter would establish the City's Complete Streets Program by outlining the purpose of the program, defining what a Complete Street is, stating the City's policy on Complete Streets, and discussing Complete Street design.

The Code Chapter also includes exceptions for projects from the Complete Streets Program under certain circumstances, subject to approval by the Director of Public Works. These exceptions include:

- When establishment would be contrary to public safety;
- When the cost would be excessively disproportionate to the current need or probable future use;
- Where there is no identified need based on adopted City transportation plans and future travel demand models;
- When routine maintenance of the transportation network is performed that does not change the roadway geometry or operations, including, but not limited to,

striping, sweeping, spot repair, pothole filing, joint or crack filling, and surface treatments for pavement preservation;

- When the roadway is a limited access roadway, prohibiting by law either non-motorized or motorized use; and
- Where implementing Complete Streets standards in a small project would create a very short section of improvements with problematic transitions on either end or that are unlikely to be followed by similar improvements at either end resulting in little progress on implementing a Complete Streets networks as provided for in the Transportation Master Plan.

Program Implementation

Implementation of the Complete Streets Program will require a systematic method of reviewing the application of a Complete Streets approach for every City roadway project, whether it is a capital project or development project within the City's right-of-way. The adopted Master Street Plan within the City's Engineering Development Manual (EDM) directs the design standards and implementation of pedestrian and bicycle facilities on a street-location basis. City roadway projects that are outside of the Master Street Plan's catchment are not subject to a Complete Streets approach.

If proposed Ordinance No. 755 is adopted, City staff will create a Complete Streets checklist to apply rigor to the design review process and document the City's compliance with the Complete Streets Ordinance. In addition, City staff will track the incremental implementation of Complete Streets projects within the City's asset management system.

Complete Streets Award Program

In addition to meeting City transportation goals, the creation of a Complete Streets Program is timely as it will position the City of Shoreline's eligibility to apply for the Washington State Transportation Improvement Board's Complete Streets Award Program.

The Washington State Legislature created the Complete Streets Award Program as an incentive to encourage city and county governments to adopt and implement a jurisdiction-wide Complete Streets ordinance that plans for the transportation needs of all users, including bicyclists, pedestrians, motorists and public transportation users. The Washington State Transportation Improvement Board (TIB), the Complete Streets Award Program's administrator, intends to issue a call for nominees in fall 2016 and select awardees by January 27, 2017.

COUNCIL GOAL(S) ADDRESSED

The proposal for a Complete Streets Program addresses:

- Council Goal No. 2: Improve Shoreline's utility, transportation, and environmental infrastructure.
- Council Goal No. 3: Prepare for two Shoreline light rail stations.
- Council Goal No. 5: Promote and enhance the City's safe community and neighborhood programs and initiatives.

RESOURCE/FINANCIAL IMPACT

There is no initial capital costs associated with tonight's discussion. From a staff resource utilization perspective, the Public Works Department will develop a Complete Streets checklist as an integral part of the design review, permitting, and documentation of every project within the City's right of way. The application of a Complete Streets checklist will provide rigor to the design process and document the City's compliance with the Complete Streets Ordinance as well as track the incremental implementation of Complete Streets projects.

The City of Shoreline's adoption and implementation of a Complete Streets Ordinance may satisfy future grant application's eligibility requirements and increase the City's competitiveness for grant funding.

RECOMMENDATION

This item is for discussion purposes only; no action is required. Staff is requesting feedback from the City Council on the creation of a Complete Streets Program through proposed Ordinance No. 755. Ordinance No. 755 is scheduled to be brought back to Council for adoption on October 3, 2016.

ATTACHMENTS

- Attachment A: Proposed Ordinance No. 755, Including Exhibit A: Proposed Municipal Code Chapter 12.50 – Complete Streets
- Attachment B: Washington State TIB Complete Streets Award Program Brochure

ORDINANCE NO. 755

AN ORDINANCE OF THE CITY OF SHORELINE, WASHINGTON AMENDING SHORELINE MUNICIPAL CODE TITLE 12 TO INCLUDE A COMPLETE STREETS POLICY BY ADDING A NEW CHAPTER 12.50 COMPLETE STREETS.

WHEREAS, the City of Shoreline is a non-charter optional municipal code city as provided in Title 35A RCW, incorporated under the laws of the state of Washington and planning under the Growth Management Act, chapter 36.70A RCW; and

WHEREAS, a Complete Street is one that is designed, built, and operated to enable safe access for all users, in that pedestrians, bicyclists, motorists, and transit users of all ages and abilities are able to safely move along and across the street; and

WHEREAS, the Transportation Element of the City's Comprehensive Plan describes the City's vision for transportation which is a multi-modal transportation system with an emphasis on a Complete Street approach; and

WHEREAS, the Transportation Element sets forth goals and policies related to Complete Streets, including Transportation Policy T-8 which states that new and rebuilt streets shall address right-of-way-use by all users in accordance with Complete Streets practices and guidelines and Transportation Policy T-10 which states the elements of Complete Streets design should be used when feasible; and

WHEREAS, the Transportation Element incorporates and relies upon the Transportation Master Plan which states that to ensure pedestrian, bicyclists, motorists, and transit users can safely move along and across streets, Complete Streets design elements should be used; and

WHEREAS, the Transportation Master Plan, as set forth in Implementation Strategy 7.1, establishes a Pedestrian Plan, a Bicycle Plan, and a Transit Plan to assist in implementing the Complete Street approach; and

WHEREAS, The Master Street Plan adopted by the Council and included in the Engineering Development Manual guides the design standards and implementation of pedestrian and bicyclist facilities; and

WHEREAS, policies related to Complete Streets can also be found in the 185th Street Station Subarea Plan (March 2015), including policies to develop a multi-modal transportation network and incorporate best practices for Complete Streets design concepts, with similar policies expected to be part of the 145th Street Station Subarea Plan scheduled for adoption on September 26, 2016; and

WHEREAS, the City desires to enact a jurisdiction-wide Complete Streets policy so as to improve safety of its streets, enhance the quality of life for its residents, encourage active living, and reduce traffic congestion by providing safe, convenient, and comfortable routes for all users; and

WHEREAS, in 2011, the State of Washington adopted a Complete Streets Grant Program, RCW 47.04.320, to encourage local governments to design streets that provide safe access to all users with the goals of promoting healthy communities, improving safety, protecting the environment, reducing congestion, and preserving community character; and

WHEREAS, funding from the Washington State Complete Streets Grant Program is only available to jurisdictions that have adopted a Complete Streets Ordinance; and

WHEREAS, on September 19, 2016, the City Council discussed the proposed amendments to SMC Title 12 at its regular public meeting; and

WHEREAS, the City provided public notice of the amendments, considered the amendments at an open public meeting, and has provided adequate opportunities for public review and comment;

THEREFORE, THE CITY COUNCIL OF THE CITY OF SHORELINE, WASHINGTON DO ORDAIN AS FOLLOWS:

Section 1. Amendment – SMC Title 12, New Chapter SMC 12.50 Complete Streets. A new chapter, SMC 12.50 Complete Streets, as set forth in Exhibit A, is added to SMC Title 12.

Section 2. Severability. If any one or more section, subsection, or sentence of this ordinance is held to be unconstitutional or invalid or unenforceable for any reason, such decision shall not affect the validity of the remaining portion of this ordinance and the same shall remain in full force and effect.

Section 3. Corrections by City Clerk or Code Reviser. Upon approval of the City Attorney, the City Clerk and the code reviser are authorized to make necessary corrections to this ordinance, including the correction of clerical errors; references to other local, state or federal laws, codes, rules, or regulations; or ordinance numbering and section/subsection numbering.

Section 4. Publication and Effective Date. A summary of this Ordinance consisting of the title shall be published in the official newspaper. This Ordinance shall take effect five days after publication.

PASSED BY THE CITY COUNCIL ON 3rd DAY OF OCTOBER, 2016.

Mayor Christopher Roberts

ATTEST:

APPROVED AS TO FORM:

Jessica Simulcik-Smith
City Clerk

Margaret King
City Attorney

Date of Publication: , 2016

Effective Date: , 2016

Exhibit A

Shoreline Municipal Code

Chapter 12.50 Complete Streets

12.50.010 Purpose. The purpose of this chapter is to establish the City of Shoreline's Complete Streets policy so as to promote a healthy community, improve safety of City roadways, protect the environment, reduce traffic congestion, and preserve community character by recognizing that transportation needs vary.

12.50.020 Complete Streets - Definition. A Complete Street is one that is designed, operated, and maintained to enable safe and convenient access and travel for all users including pedestrian, bicyclists, transit users, and people of all ages and abilities, as well as freight and motor vehicles while protecting and preserving the community's environment and character.

12.50.030 Complete Streets Policy. The City shall, to the maximum extent practicable, plan for, design, construct, operate, and maintain an appropriate and integrated multi-modal transportation system for the safe accommodation of pedestrians, bicyclists, transit users, motorists, and users of all ages and abilities in new construction, retrofit, and reconstruction projects of public streets. The system's design is to be supportive of the community, recognizing that transportation needs vary and must be balanced in a flexible, safe, and cost-effective manner.

12.50.040 Exceptions. Subject to approval by the Director of Public Works, facilities for pedestrians, bicyclists, transit users, and/or persons of all abilities are not required to be provided:

- A. When establishment would be contrary to public safety;
- B. When the cost would be excessively disproportionate to the current need or probable future use;
- C. Where there is no identified need based on adopted City transportation plans and future travel demand models;
- D. When routine maintenance of the transportation network is performed that does not change the roadway geometry or operations, including, but not limited to, striping, sweeping, spot repair, pothole filing, joint or crack filling, and surface treatments for pavement preservation;
- E. When the roadway is a limited access roadway, prohibiting by law either non-motorized or motorized use; and
- F. Where implementing Complete Streets standards in a small project would create a very short section of improvements with problematic transitions on either end or that are unlikely to be followed by similar improvements at either end resulting in little progress on implementing a Complete Streets networks as provided for in the Transportation Master Plan.

12.50.050 Complete Streets Design. To create an integrated transportation system accommodating each mode of travel that is consistent with and supporting of the community, recognizing that the needs of various users will need to be balanced in a flexible manner, the City's Engineering Development

Manual establishes design criteria, standards, and guidelines for Complete Streets based upon recognized best practices and sound engineering principles in street design, construction and operations. Recognized best practices include, but are not limited to, the most current editions of guidelines, standards, and practices developed by the American Association of State Highway Transportation Officials (AASHTO), the Washington State Department of Transportation, the Institute of Transportation Engineers (ITE), the Federal Highway Administration, the United States Access Board, and the National Association of City Transportation Officials.

12.50.060. Complete Streets Partnerships. The City shall seek to foster partnerships with state and federal transportation agencies, King County, neighboring jurisdictions, citizens, and interested groups in order to implement the Complete Streets Policy.



Washington State
Transportation Improvement Board

Complete Streets Award Program



Program Goals

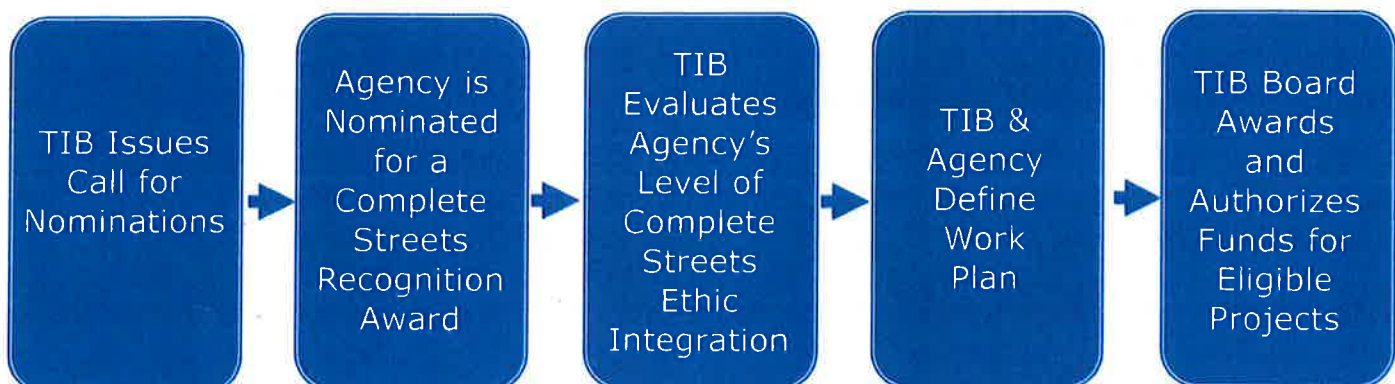
- Incentivize local adoption of a complete streets design ethic.
- Create a powerful incentive beyond the limitations of available funding.
- Allow cities and counties to self-direct how funds are spent in order to most effectively build local projects that reflect the complete streets ethic.
- Minimize processing and acquisition costs.

Overview

The Washington State Legislature created the Complete Streets Award Program as an incentive to encourage city and county governments to adopt a complete streets policy; these policies mandate that cities and counties plan, design, operate and maintain their streets while considering all transportation users and modes (see RCW 47.04.320 attached). A city or county becomes eligible for a Complete Streets Award when they adopt a system-wide complete streets policy. Currently, 34 cities and one county have adopted complete streets ordinances. Cities and counties may have plans and projects that integrate a complete streets ethic; however local legislative bodies need to clearly adopt a complete streets policy to establish eligibility.

In evaluating which cities and counties to recognize, the Transportation Improvement Board (TIB) will look for cities and counties that have extended their thinking beyond the one-time policy adoption to integrate a complete streets ethic throughout their transportation practices. Cities and counties that show achievement in planning, designing, building and involving the community in design for all users may receive the Complete Streets Award including flexible funding that can be used to build eligible complete streets projects. Awarded cities and counties will propose a work plan for TIB approval. This work plan will include one or more project(s) to support walking, bicycling, access to transit and/or streetscape aesthetics.

Complete Streets Awards Program Process Map



Nomination Process

TIB will invite partner nominating organizations to nominate eligible cities and counties for the award beginning in fall 2016. Nominating organizations will be state agencies and transportation non-profits with a statewide charter. TIB may choose to add other nominating organizations in the future.

TIB will limit the number of nominations based on the number of eligible cities and counties, the amount of program funding, and the size of the nominating organization. TIB plans to invite the following state agencies and statewide non-profits to become nominating organizations:



Redmond 152 Avenue NE Complete Streets Plan

State Agency Partners	Non-profits
Department of Transportation	Feet First
Department of Health	Transportation Choices Coalition
Department of Commerce	WA Bikes/Cascade Bicycle Club
Department of Archeology and Historic Preservation	Community Transportation Association – NW
	Futurewise

Evaluation Process

TIB staff will evaluate all nominations and recommend awards and funding levels to the Board. Staff will search for indicators demonstrating the city’s or county’s adoption and integration of a complete streets ethic into their plans and capital programs. TIB staff anticipates complete streets indicators will include the elements described in the panel below; TIB staff will refine these indicators during case study practice sessions planned for summer 2016. TIB staff may seek additional information from the nominating organization and the nominated city or county during evaluation, including the presence of strategic initiatives for modal systems, design of previous projects, future design plans, and the work plan for use of award funds.

Indicators of a Well-Integrated Complete Streets Ethic

- Comprehensive plan/complete streets integration
- Strategic plan/complete streets integration
- Specific modal plans for freight, bicycles and pedestrian
- ADA transition plan adoption
- Community engagement regarding design for all users
- Performance data and statistics about users
- Operational preparedness for all users and all modes
 - Maintenance
 - Sweeping
 - Striping
 - Landscape management
- Staff training in complete streets design
- Standards that allow responsiveness to users
- Budget prioritization of complete streets elements
- Evidence of past implementation
 - Clearly apparent integration of complete streets elements
 - History of compliant projects
 - Multimodal level of service standards
 - History of actively implementing modal plans
 - Presence of programs and enforcement of modal access
 - Controlling traffic and speed
 - Pedestrian scale lighting

Funding

The Legislature provided \$3 million in year one and \$14 million in subsequent biennia for the Complete Streets Awards Program. TIB staff expects the 2016 call for nominations to incorporate two years of available funding, for an anticipated \$10 million total funding amount. TIB staff may recommend an additional year's funding in the fall if enough additional cities and counties establish eligibility. Subsequent calls for award nominations would be in two or three year cycles.

The Board will confer the awards and approve the funding level. The award consists of two funding targets: \$250,000 for cities and counties early in the Complete Streets adoption process and \$500,000 for cities and counties with highly-integrated policies and a track record of complete street project design and development. The Board may also set different funding levels depending on amount of available funds, number of eligible cities and counties, quality of potential projects and recovery of unused funds.

Immediately after board approval of the city's or county's proposed work plan, TIB will disburse funds to the city or county. The city or county will hold the funds in a restricted account to be used only on activities in the approved work plan. TIB staff can approve work plan amendments administratively. Cities must expend funds within three years of payment or the funds will be recovered by TIB.

Implementation Schedule

May	June	July	August
<ul style="list-style-type: none"> • Framework adoption at board meeting 	<ul style="list-style-type: none"> • Invitations to nominators • Training for nominators and cities and counties 	<ul style="list-style-type: none"> • Practice with case studies 	<ul style="list-style-type: none"> • Prepare communications <ul style="list-style-type: none"> ○ Announcements ○ Nomination form ○ Press release
September	October	December	January
<ul style="list-style-type: none"> • Call for nominations 	<ul style="list-style-type: none"> • Nominations due Oct 21st • Pull info from nominees 	<ul style="list-style-type: none"> • Evaluation • TIB staff jury • Negotiate work plans 	<ul style="list-style-type: none"> • Board award January 27, 2017

Complete Streets Statute

RCW 47.04.320**Complete streets grant program—Purpose—Goals—Awards—Report.**

- (1) The transportation improvement board shall establish a complete streets grant program within the department's highways and local programs division, or its successor. During program development, the board shall include, at a minimum, the department of archaeology and historic preservation, local governments, and other organizations or groups that are interested in the complete streets grant program. The purpose of the grant program is to encourage local governments to adopt urban arterial retrofit street ordinances designed to provide safe access to all users, including bicyclists, pedestrians, motorists, and public transportation users, with the goals of:
 - (a) Promoting healthy communities by encouraging walking, bicycling, and using public transportation;
 - (b) Improving safety by designing major arterials to include features such as wider sidewalks, dedicated bicycle facilities, medians, and pedestrian streetscape features, including trees where appropriate;
 - (c) Protecting the environment and reducing congestion by providing safe alternatives to single-occupancy driving; and
 - (d) Preserving community character by involving local citizens and stakeholders to participate in planning and design decisions.
- (2) For purposes of this section:
 - (a) "Eligible project" means (i) a local government street or road retrofit project that includes the addition of, or significant repair to, facilities that provide street access with all users in mind, including pedestrians, bicyclists, and public transportation users; or (ii) a retrofit project on city streets or county roads that are part of a state highway that include the addition of, or significant repair to, facilities that provide access with all users in mind, including pedestrians, bicyclists, and public transportation users.
 - (b) "Local government" means incorporated cities and towns and counties that have adopted a jurisdiction-wide complete streets ordinance that plans for the needs of all users and is consistent with sound engineering principles.
 - (c) "Sound engineering principles" means peer-reviewed, context sensitive solutions guides, reports, and publications, consistent with the purposes of this section.
- (3) In carrying out the purposes of this section, the transportation improvement board may award funding, subject to the availability of amounts appropriated for this specific purpose, only to eligible projects that are designed consistent with sound engineering principles.
- (4) The transportation improvement board must report annually to the transportation committees of the legislature on the status of any grant projects funded by the program created under this section.

[2015 3rd sp.s. c 44 § 401; 2011 c 257 § 2.]

NOTES:

Effective date—2015 3rd sp.s. c 44: See note following RCW 46.68.395.

Intent—2011 c 257: "Urban main streets should be designed to provide safe access to all users, including bicyclists, pedestrians, motorists, and public transportation users. Context sensitive design and engineering principles allow for flexible solutions depending on a community's needs, and result in many positive outcomes for cities and towns, including improving the health and safety of a community. It is the intent of the legislature to encourage street designs that safely meet the needs of all users and also protect and preserve a community's environment and character." [2011 c 257 § 1.]