

**KIRKWOOD
COMPLETE STREETS POLICY
March 17, 2022**

Intent.

The City shall develop a safe, reliable, efficient, integrated, connected, and equitable multimodal transportation network that promotes the safety, access, mobility, convenience, and health for people of all ages and abilities traveling in Kirkwood, including, but not limited to, pedestrians, mobility aids users, bicyclists, public transportation users, motorists, emergency responders, and freight providers. The implementation of the Complete Street elements supported by this policy will promote safe operations for all modes and users in a comprehensive, complete, and connected transportation network that shall be in a manner consistent with, and supportive of, the context of the surrounding community.

The goal of this Complete Streets policy is to create a balanced transportation network that recognizes the need for roads to offer varying levels of accommodation for each type of user, while still ensuring that all users are provided a well-functioning and complete transportation network that allows them to traverse the city via the mode of their choice. The provision of such a system will benefit the long-term health and quality of life of Kirkwood residents by reducing crashes, increasing opportunities for physical activity, and improving mobility and access throughout the City. Achieving these benefits will reduce the public and private financial costs associated with crashes, spur economic development, and ultimately make the City of Kirkwood a more attractive place to visit and live.

The City shall, where practicable and economically feasible, and in accordance with the City's Pedestrian and Bicycle Master Plan, incorporate "Complete Streets" elements into public and private projects that impact, through construction, reconstruction, major maintenance, or operations, the public right of way or other related transportation facilities, with the aim of increasing appropriate accommodations for persons of all abilities and all modes, including walking, biking, and public transit. All City-owned streets, bridges, traffic signals, and similar transportation facilities shall include pedestrian and bicycle accommodations in accordance with the City's Pedestrian and Bicycle Plan.

While aiming to meet the needs of all users of the transportation network, the City shall prioritize its most vulnerable users and communities in the design and construction of projects that impact the public right of way. Special consideration shall be given to children, older adults, people with disabilities, and Communities of Special Concern as identified in the City's Vision Zero Equity Analysis; in the funding, design, and construction of Complete Streets projects to ensure that the system is equitable and accommodating. Emphasizing equity in the implementation of Complete Streets will help achieve the goal of improving mobility for all users of Kirkwood's transportation network regardless of their income, physical ability, neighborhood, or mode of travel.

Additionally, to further provide an urban environment that is safe and pleasant for non-motorized users, the City shall incorporate green infrastructure, innovative stormwater management practices, street trees, and lighting into infrastructure projects that impact the public right of way as appropriate.

Definitions.

"Complete Streets" means streets and street networks that are designed and operated to enable safe access for all users, in that pedestrians, users of mobility aids like wheelchairs, bicyclists, public transportation users, and motorists, regardless of age or ability, are able to safely move along and across a street. Complete Streets aid in providing access to employment and activity centers for citizens with limited mobility or lack of access to automobiles.

"Transportation projects" mean public parking lot; or roadway, sidewalk, and other projects that result in the major construction or reconstruction of the public right of way. This shall exclude utility work such as sewer, stormwater, water supply, electric, and gas.

"All users" means people of all ages, abilities, and their preferred mode of travel, including pedestrians, mobility aid users, bicyclists, micro-mobility users, public transportation passengers, motorists, emergency responders, and freight providers.

"Communities of Special Concern" means block groups that scored in the highest quartile of the City's Vision Zero Equity Analysis.

"Major Maintenance" means major repair activities within the public right of way, including resurfacing, repaving, restriping, rehabilitation, and other similar changes that significantly alter current design and/or operations of the roadway; excluding emergency repairs and minor, spot, or routine maintenance.

"Routine Maintenance" means small-scale maintenance activities conducted for the purpose of keeping facilities in serviceable facilities, including but not limited to selective pavement failures (e.g. potholes and failed slab replacement) and some surface treatments.

"Operations" means non-capital activities required to keep roadways and the public right-of-way in safe and effective operation condition.

"Multimodal" means a transportation system that addresses the multiple modes of travel people use to move, including, but not limited to walking, use of assistive mobility devices like wheelchairs, biking, riding public transportation, and driving.

"Relevant public strategic plans" include but are not limited to:

- (1) Envision Kirkwood 2035 Comprehensive Plan
- (2) Kirkwood Strategic Plan

- (3) Kirkwood Pedestrian and Bicycle Master Plan
- (4) American with Disabilities Act Transition Plan
- (5) Gateway Bike Plan - Great Rivers Greenway
- (6) River Ring Plan – Great Rivers Greenway

Applicability.

(a) All transportation facilities owned by the City in the public right-of-way including, but not limited to, streets, bridges, and all other connecting sidewalks and pathways shall be designed, constructed, and operated to adhere to the intent of this Complete Streets Policy to meet the needs of all of the transportation network’s users and modes.

(b) The City shall implement Complete Streets elements within the general scope of roadway construction, reconstruction, major maintenance, and operations efforts. The implementation of Complete Street elements shall match the magnitude of the overall project. Routine maintenance activities - such as mowing, cleaning, sweeping, sign replacement, repair of selective pavement failures, traffic signal heads, or broken drainage pipe replacement - shall not be subject to this policy. Examples of applicable project types include:

- (1) New Construction – Building new infrastructure in the public right of way that is accommodating of all users and modes, such as roadway extensions and transit facility expansions.
- (2) Reconstruction– Changing existing curb and gutter, major drainage improvements requiring drainage inlet modifications, and adding traffic signals.
- (3) Major Maintenance – Resurfacing, repaving, restriping, rehabilitation, and other similar changes that significantly alter current design and/or operations of the roadway; and upgrading a traffic signal system including mast arms and hardware.
- (4) Operations – Adding dedicated traffic signal heads and phases, installing dedicated bus facilities, and installing Intelligent Transportation Systems.

(c) The City shall incorporate Complete Streets elements and principles into public strategic plans, long-range planning documents, capital improvement plans (during project planning through implementation), design standards, manuals, rules, regulations, and programs.

(d) The City shall coordinate with the Missouri Department of Transportation and St. Louis County to strive to the greatest extent possible that state- and county-controlled

streets, bridges, sidewalks, and pathways comply with the intent of providing Complete Streets.

(e) Private development that impacts the public right of way shall adhere to the implementation of Complete Streets elements as set forth by this Policy. Plans detailing the incorporation of Complete Streets elements into the project shall be submitted as part of the development review process. This includes, but is not limited to, adjacent sidewalks and bike facilities, onsite bike and pedestrian access facilities, and transit accommodations.

(f) The City shall approach every infrastructure project and project phase as an opportunity to create safer, more accessible streets for all users and modes. Project phases include, but are not limited to planning, programming, feasibility studies, pre-design, design, right-of-way acquisition, construction, reconstruction, street operations, and major maintenance.

(g) All new or redesigned roadways on routes designated by the relevant publicly documented strategic plans shall be built with sufficient treatments for safe bicycle and pedestrian use.

(h) Adequate accommodations for all users and modes shall be maintained on public roads and other transportation facilities safely and efficiently during any construction or repair work to the greatest extent feasible. Detailed roadway and sidewalk detour plans of any road closures during construction shall be submitted as part of the construction approval process.

(i) The implementation of bicycle and pedestrian facilities shall adhere to the Kirkwood Pedestrian and Bicycle Plan.

Exceptions.

(a) Any exception to this Complete Streets Policy, including for private developments, shall be first reviewed by the Public Services Department and be documented with supporting data that indicates the basis for the decision which will be made under the sole discretion of the Director of Public Services.

Exceptions may be considered for approval by the Director of the Public Services Department when:

- (1) The project area is within a corridor where specific users are prohibited, such as interstate freeways or pedestrian malls. Exclusion of certain users on particular corridors should not exempt projects from accommodating other permitted users;
- (2) The cost of implementing Complete Streets elements and accommodating all users and

modes is deemed excessive and disproportionate per FHWA guidelines¹, after every effort to accommodate bikes and pedestrians is exhausted. In cases where the additional cost is considered excessively disproportionate, the project sponsor may propose an alternate design or spend a portion of the total project cost towards Complete Streets elements as predicated by discussions with the City.

(b) Measures such as, but not limited to, vehicular level of service, average daily traffic, pedestrian counts, bicycle counts, or crosswalk usage each on their own shall not be justification for an exception to the intent of Complete Streets.

(c) If an exception is triggered, the City shall provide public notice on the City's website.

(d) Emergency repairs, such as a water main leak, that require an immediate, rapid response shall not be subject to this policy. However, temporary accommodations for the safe and efficient travel of all modes and users shall still be made. Depending on the severity of the repairs, opportunities to improve multimodal access should still be considered where possible.

Design Guidelines.

(a) In addition to national design and traffic control standards, projects, to the greatest extent possible, shall incorporate guidelines established by the following guides or comparable resources:

- (1) Guideline publications by the National Association of City Transportation Officials (NACTO), including but not limited to:
 - Urban Bikeway Design Guide
 - Don't Give Up at the Intersection
 - Transit Street Design Guide
 - Urban Street Stormwater Guide
- (2) Federal highway Administration (FHWA)'s Small Town and Rural Multimodal Networks Guide
- (3) FHWA Guidance on traffic calming and safety countermeasures

(b) All sidewalks, street crossings, and other street elements shall meet or exceed the accessibility guidelines set forth by the United States Access Board in the most recent edition of the Public Rights of Way Accessibility Guidelines (PROWAG) and Americans with Disabilities Standards for Accessible Design.

¹ FHWA Bicycle and Pedestrian Program, Accommodating Bicycle and Pedestrian Travel: A Recommended Approach, https://www.fhwa.dot.gov/environment/bicycle_pedestrian/guidance/design.cfm#d3

(c) The City shall review its design standards every five years to ensure that they do not conflict with best-state-of-the-practice guidance and standards for implementing Complete Streets.

Performance Measures.

(a) The City shall measure adherence to the intent of Complete Streets in every project phase.

(b) All infrastructure and development projects that trigger a Traffic Impact Study or Walkability Study shall evaluate a Level of Service for all mode types of transportation.

(c) The Public Services Department shall measure the implementation of Complete Streets using, but not limited to, implementation of the adopted Pedestrian and Bicycle Master Plan, League of American Bicyclists' Bicycle Friendly Community program elements, crashes, injuries, and fatalities by transportation mode.

(d) The Public Services Department shall annually measure and report to the Chief Administrative Officer, City Council, and the general public on the following performance measures:

Crashes

- Number of crashes, injuries, and fatalities by mode

Pedestrian Facilities

- Miles of new or repaired pedestrian accommodations
- Number of new curb ramps installed along streets
- Number of crosswalk and intersection improvements
- Number of connections added that fill gaps in the existing non-motorized transportation network
- Number of protected intersections constructed
- Percentage of pedestrian routes identified in the Pedestrian and Bicycle Master Plan that have started or completed construction

Bicycle Facilities

- Miles of protected bicycle lanes constructed
- Number of bicycle racks added
- Miles of bike routes created, improved, and maintained; including mileage of sharrows, bike lanes, bicycle boulevards, cycle tracks, buffered bicycle lanes, protected bike lanes and multi-use trails
- Number of connections added to and from multi-use trails such as those in the River Ring
- Percentage of bicycle routes identified in the Pedestrian and Bicycle Master Plan that have started or completed construction

Equity

- Percentage of Complete Streets projects completed in Communities of Special Concern

(e) Immediately following the adoption of this policy, the Public Services Department shall begin collecting baseline measures for the above performance measures so that progress can be tracked longitudinally on a regular basis.

Implementation.

(a) The City shall review this policy and its related procedures, plans, regulations and processes every five years and adopt changes as technologies and design standards evolve.

(b) Staff in the Public Services Department shall develop ordinances, resolutions, and programs to implement the Complete Streets Policy. These shall identify Complete Streets needs and recommend a plan to meet those needs throughout the city.

(c) The Public Services Department, Parks and Recreation Department, Administration Department, and other relevant departments, agencies, and committees shall coordinate to incorporate Complete Streets principles into plans, manuals, checklists, decision trees, rules, regulations, and programs as appropriate.

(d) All new and revised land use policies, plans, zoning ordinances, and equivalent measures shall integrate Complete Streets implementation goals.

(e) The City shall evaluate the integration of Complete Streets principles into policies and plans every five years and establish related performance measures.

(f) The City shall ensure that city transportation engineers and planners are fully knowledgeable of, and trained on, the appropriate design of Complete Streets in accordance with national Complete Streets guidance and state-of-the-practice resources. Trainings shall be conducted annually and cover topics relevant to the design, construction, and maintenance of Complete Streets elements.

(g) City staff shall identify current and potential future sources of funding for street, sidewalk, and trail improvements, including the City's Operating and Capital budgets. Staff shall recommend improvements to the project selection criteria to support the prioritization and implementation of Complete Streets projects.

(h) City staff shall develop recommendations to incorporate equity into selection and prioritization criteria for projects that include Complete Streets elements. Complete Streets projects shall be mapped and quantified to ensure that Communities of Special Concern are prioritized in the implementation of Complete Streets.

(i) The City shall consider the context of the surrounding community in its Complete Streets project selection and decision-making processes; particularly in areas where redesign and redevelopment may lead to displacement. Mitigation efforts preventing such consequences shall be implemented; including targeted engagement efforts, such as surveys and public meetings for vulnerable populations.

(j) The City shall promote inter-departmental and multi-agency project coordination on Complete Streets Policies to ensure consistency of Complete Streets implementations and better use of fiscal resources. Relevant departments and agencies include, but are not limited to, the Public Services Department, Parks and Recreation Department, the Street Division, the Water Division, the St. Louis County Department of Transportation & Public Works, MetroBus, and the Missouri Department of Transportation.

(k) The City shall consider the creation of a new committee that consists of City Council appointed internal and external stakeholders that are representative of all communities, including underinvested and vulnerable communities to be responsible for the implementation of this Complete Streets Policy. Potential representative groups include, but are not limited to, bicycling and pedestrian advocates, transit users and partners, people with disabilities, older adults, and residents of Communities of Special Concern.

(l) The Public Services Department shall consider the development of a community engagement plan with detailed strategies for involving the public in Complete Streets projects. Engagement strategies include, but are not limited to, public meetings held in important neighborhood destinations like churches, schools, and community centers; neighborhood surveys, and community events like demonstration projects. Engagement will also be conducted through online platforms including social media and the City's website.

Reporting.

An annual report shall be prepared in the City's Operating and Capital Budget document showing progress made towards implementing this policy. The report will:

- Provide a comprehensive summary of city-controlled projects and shall detail major capital projects and their integration of Complete Streets.
- Include information from non-city entities as available, when feasible.
- Report changes in the performance measures identified in the Performance Measures section of this policy compared to previous years and baseline measures collected prior to this policy's enactment.