

Complete Streets Policy

for the KIPDA Metropolitan Planning Organization

Adopted August 25, 2022



Section 1: Complete Streets Defined

Complete Streets are roadways designed, implemented, operated, and maintained in an equitable and context-sensitive manner so that people of all ages, incomes, and abilities can use them safely. These streets consider the needs of all people, including, but not limited to, people walking, bicycling, using shared mobility devices and assistive devices, using transit and riding school buses, driving, and operating commercial and emergency vehicles.

Please refer to the appendix for key term definitions.

Section 2: Background

The Kentuckiana Regional Planning and Development Agency (KIPDA), as the Metropolitan Planning Organization (MPO) for the Louisville/Jefferson County (KY-IN) region, supports the development of a safe and sustainable transportation system that ensures accessibility for everyone. As the region, encompassing Clark and Floyd Counties in Indiana and Bullitt, Jefferson and Oldham Counties in Kentucky, experiences population growth, a regional Complete Streets Policy can help to guide transportation infrastructure investments in a manner that supports regional safety, multimodal mobility, and sustainability goals while accommodating population growth and shifts in development. This policy builds upon previous efforts to develop a comprehensive, multimodal transportation system and promotes integration with sustainable land use development.

The KIPDA MPO developed the Complete Streets Policy in response to (1) requests from the Transportation Technical Coordinating Committee (TTCC) and Transportation Policy Committee (TPC), (2) public comments, (3) encouragement by the Federal Highway Administration, Federal Transit Administration, and other stakeholder groups, (4) and good planning practice and benefits for the region. This policy is consistent with the regional goals and objectives established in the Metropolitan Transportation Plan (MTP), the Active Transportation Plan (in development), and other key regional plans and policies.

Section 3: Purpose

The Complete Streets Policy outlines the requirements and recommendations for project development to ensure implementation of established regional goals and objectives.

The following principles guide this policy and serve as the basis for the recommendations and requirements established in *Section 4, Policy*.

Complete Streets:

1. Serve people of all ages and abilities using all modes of transportation, as well as the movement of goods;
2. Consider not only the presence of a transportation facility for vulnerable road users, but also the level of comfort and safety provided by that facility; and
3. Require connected travel networks, best-practice design criteria, and context-sensitive approaches.

Section 4: Policy

The Complete Streets Policy is part of KIPDA's planning process and project selection for KIPDA MPO-dedicated funding. The vision and goals of the Metropolitan Transportation Plan (MTP) and other regional plans informed the development of this policy and will also guide KIPDA staff in review of compliance with the policy.

KIPDA requires that all projects receiving KIPDA MPO-dedicated federal funding adhere to this policy. Any project receiving KIPDA MPO-dedicated funding must meet the requirements outlined below. Each of these requirements addresses one or more of the principles established in *Section 3, Purpose*, and helps the KIPDA metropolitan planning area to meet established regional goals and objectives.

Projects utilizing any other funding sources are also encouraged to adhere to this policy and will be evaluated on the inclusion of Complete Streets design elements in the prioritization of projects for the Metropolitan Transportation Plan (MTP).

Applicability to KIPDA MPO-Dedicated Funding

This Complete Streets Policy applies to all projects receiving KIPDA MPO-dedicated federal funding, including the new construction, reconstruction, rehabilitation, repair, maintenance, or planning of roadways, trails, and other transportation facilities.

All projects selected for their first commitment of MPO-dedicated federal funding starting with the 2022 Call for Projects shall adhere to this policy and are required to follow the Complete Streets Policy requirements and implementation process as detailed below. Projects approved for MPO-dedicated federal funding prior to 2022 should consider complying with the Complete Streets Policy where possible and are requested to provide related information during Quarterly Reviews, as required by the Project Management Guidebook.

Special requests to use MPO-dedicated funding will be decided by the TPC on a case-by-case basis.

Requirements for KIPDA MPO-Dedicated Funds Projects

1. Designs shall include accommodation of people using all modes of transportation and be sensitive to the context of the project setting (existing land uses, proposed land uses, etc.). It is important to note that Complete Streets may look different for every project and road type. However, every project shall be designed to optimize the level of comfort and safety for the people who are most vulnerable on our roadways, with due consideration of issues such as accessibility, functionality, and connectivity. Safety shall be prioritized for the people who are most vulnerable on our roadways, including but not limited to pedestrians, cyclists, transit users, older adults, and persons with disabilities. Safety improvements for vulnerable road users will not be compromised to achieve improved level of service for less vulnerable users.
2. A systems approach shall be used in developing every roadway project to ensure regional connectivity of Complete Streets elements. The project sponsor will be responsible for interagency coordination to assure the following are met:
 - a. If there is an existing facility or another project planned or in development near this project, the two shall be coordinated to ensure consistency and future connectivity between the facilities serving the corridor.

- b. Logical termini shall be chosen to include connections through “pinch points,” such as overpasses, railroad crossings, and bridges. Logical termini shall also be designed to provide safe and adequate transitions at facility end points.
 - c. The project shall provide appropriate access to adjacent destination points a, such as a school, recreational facility, shopping center, hospital, office complex, or transit facility.
3. Every project shall consider future planned facilities or services and likely future demand for all modes, and not preclude the provision of future improvements.
4. Every project shall coordinate with the local transit agency in the design process to ensure that sufficient accommodation of transit vehicles and access to transit facilities is provided.
 - a. Public transit facilities shall be designed with the goals of Complete Streets in mind by including sidewalks, bicycle connections, or secure bicycle parking, among others.
 - b. When designing a facility that includes or crosses an existing or future transit route, ensure that the appropriate pedestrian and ADA access is provided to and from the transit stops.
5. Each project shall use the most appropriate design standards and procedures for context-sensitive Complete Streets. For projects using KIPDA MPO-dedicated federal funding, it will be necessary to meet or exceed standards and procedures acceptable to the Kentucky, Indiana, and U.S. Departments of Transportation. Additional resources can be found in *Section 8, Design & Additional Recommendations*, regarding best practice design guidelines and procedures.

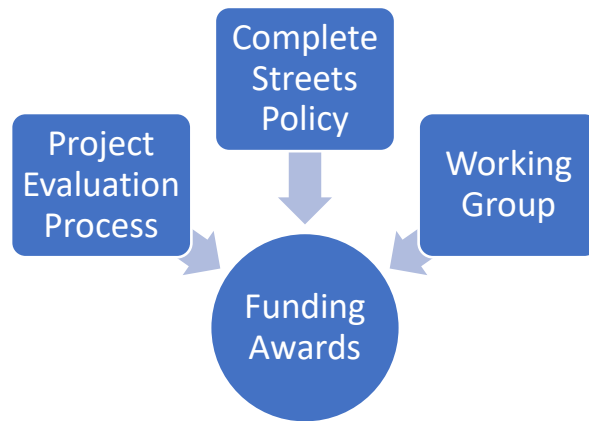
Applicability to All Projects

Projects utilizing any other funding sources are also encouraged to adhere to this policy. All projects in the Metropolitan Transportation Plan and/or Transportation Improvement Program must explain if and how they plan to accommodate the needs of all users of the transportation system. This information will be required when submitting a new project application and used to evaluate projects for impact on performance outcomes.

Section 5: Implementation

The KIPDA MPO will promote the Complete Streets concept throughout the region and, therefore, recommends that all local jurisdictions and the states adopt comprehensive Complete Streets policies consistent with the KIPDA Complete Streets Policy. KIPDA will seek incorporation of the Complete Streets concept and policy into the development of all transportation infrastructure within the region at all phases of their development to ensure that all projects throughout our region accommodate people using all modes of transportation.

The Complete Streets Policy is one part of the equation to determine funding awards. The Project Evaluation Process and working group input is also considered.



The following steps are part of the general implementation process of projects funded with KIPDA MPO dedicated funding.

1. Project sponsors are encouraged to consider the Complete Streets Policy at the time of project conception, and to contact KIPDA staff early on with any questions regarding what can be expected at the time of project application and, if the sponsor anticipates an exemption request, what will be expected.
KIPDA staff will host an applicant workshop following the announcement of a Call for Projects for MPO dedicated funding. The workshop will include an overview of the Complete Streets Policy and provide an opportunity for project sponsors to discuss the policy requirements with KIPDA staff. Staff will be available throughout the funding application process to provide technical assistance related to compliance with the Complete Streets Policy.
2. Project sponsors applying for KIPDA MPO dedicated funding will be asked to acknowledge that their project will adhere to the Complete Streets Policy and explain how their project will safely and comfortably accommodate vulnerable road users. This should include a description of the pedestrian, bicycle, and/or transit facilities that will be included in the project. If the project does not provide any of these facilities, the project sponsor must explain why. Exemptions to the policy will be considered, as described in *Section 6*.
3. After a sponsor submits a project application for MPO-dedicated funding, KIPDA staff shall indicate either the project's compliance with this Complete Streets Policy or request for an exemption including supporting rationale. This designation will be listed for each project on the slate of applications to the TTCC Working Group for MPO-dedicated funding award recommendations. The TTCC Working Group should consider how the context-sensitive design solutions meet the intent of the Complete Streets Policy, including geographic needs, population, etc., when deciding recommendations for funding awards. Exemption requests will also be reviewed by the TTCC Working Group according to *Section 6, Exemptions*. Projects found not in compliance with this policy, or for which an exception request is denied, will be deemed ineligible for funding during the applied for funding cycle.

4. Ultimately, the TPC awards MPO-dedicated funds, including approval of exemptions and other special requests outside of a typical Call for Projects process.
5. After KIPDA has committed funding, KIPDA staff will periodically review projects throughout the project development process to provide assistance where needed and ensure that the requirements of the Complete Streets Policy are met. Due to the flexibility of the policy and the variety of approaches that a sponsor may take to complete a street, KIPDA staff will work with the project sponsor throughout the project development process to find an acceptable solution for both parties. In addition, if the NEPA process restricts the addition of Complete Streets facilities, the project can move forward without these facilities.

Section 6. Exemptions

Project sponsors may request an exemption from the Complete Streets Policy for one of the following conditions. Justification for an exemption must be included in the application for MPO-dedicated funding. Sponsors may request an exemption from the TPC by justifying why a project cannot comply with the Complete Streets Policy.

1. Where a particular user group is prohibited by law from using a transportation facility, e.g. an interstate highway or pedestrian mall;
2. When the project consists of routine maintenance, repair, or safety infrastructure installation and does not alter existing geometric designs of a transportation facility (e.g., mowing, sweeping, spot repair, guardrail installation);
3. When the project consists primarily of the installation of traffic control devices and the existing crossing devices already accommodate all applicable user groups;
4. Where the transportation facility already adequately accommodates all users;
5. Where cost would be excessively disproportionate to probable use or need;
6. Where lack of population or other factors indicate an absence of need under both current and future conditions;
7. When alternative transportation facilities on other routes of similar or better quality already exist or are currently planned;

A working group is convened during each MPO-dedicated funding Call for Projects to review and recommend projects to be awarded funding. The TTCC Working Group is composed of nine (9) representatives, per the Project Management Guidebook -- five (5) standing representatives from KIPDA, TARC, Louisville Metro, KYTC, and INDOT and four (4) rotating representatives, two from each state.

KIPDA staff will review exemption requests and provide a report with recommendations to the Working Group. During each meeting, the Working Group shall discuss and evaluate the requests for exemptions along with the entire slate of candidate projects. The TPC must approve all exemptions to the Complete Streets Policy prior to funds being awarded. **Projects must either meet the requirements of the Complete Streets Policy or have an approved exemption to be awarded funding.**

Section 7: Policy Evaluation

KIPDA shall, at a minimum, evaluate this policy every four years. After the first round of Call for Projects, the TTCC working group will evaluate the policy and report to the TTCC and TPC. This evaluation may include recommendations for revisions to the Complete Streets Policy and subsequently be considered for adoption by the Transportation Policy Committee.

KIPDA staff will document project compliance and challenges encountered. KIPDA will continue to track performance measures and targets to better understand how the transportation network is serving all users.

Section 8: Design & Additional Recommendations

The ideal Complete Street has ample accommodations for vulnerable users, such as pedestrians, cyclists, and transit users, as well as motorists. However, the Complete Streets Policy is not prescriptive on design standards. There is no singular design for Complete Streets given the realities and constraints of varying contexts throughout the transportation network. Context-sensitive design principles should be considered and included as appropriate.

Project sponsors are encouraged to work with KYTC, INDOT, and TARC staff to determine the most appropriate design for a project and to ensure that the design does not conflict with local, state, or federal laws and/or required standards and procedures, including maintenance. National best practice design guidance, standards, and recommendations should be referenced in the design and implementation of Complete Streets but may require the use of design exceptions or requests for experimentation in some cases. Current guidelines and resources supported by the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) include, but are not limited to:

Guidelines

- American Association of State Highway and Transportation Officials (AASHTO) Guide for Planning, Designing and Operating Pedestrian Facilities
- American Association of State Highway and Transportation Officials (AASHTO) Guide for the Development of Bicycle Facilities
- Institute of Transportation Engineers (ITE) Designing Walkable Urban Thoroughfares: A Context Sensitive Approach
- National Association of City Transportation Officials (NACTO) Urban Street Design Guide
- National Association of City Transportation Officials (NACTO) Urban Bikeway Design Guide
- Americans with Disabilities Act (ADA)
- Public Right-of-Way Accessibility Guidelines (PROWAG)
- Applicable state and local policy and design guidance

Additional FHWA Resources:

- [FHWA Complete Street Resource Guide](#)
- FHWA Bikeway Selection Guide
- FHWA Separated Bike Lanes Planning and Design Guide
- FHWA Designing for Pedestrian Safety

Recommendations

The recommendations outlined below should also be considered, as appropriate to the context of a project.

1. Consideration should be given to street design that encourages safer travel speeds. Speed management and traffic calming elements including, but not limited to, road diets, street trees, and narrowing of lane widths, should be considered where safe and appropriate.
2. Locations for safe street crossings should be considered throughout the length of a project. Design of those crossings should consider best practices that ensure high visibility and safety for people crossing the street in those locations.
3. Street furniture, such as bike racks or benches, should be considered as part of all projects as long as they do not impede any user and adhere to safety standards.
4. Project sponsors should consider including street trees and landscape components, with careful analysis of tree species, site, and design considerations. Considerations should include, but are not limited to, providing adequate space for tree roots to grow, and selecting trees that require less maintenance and do not inhibit the movement of people using adjacent sidewalks or pathways.
5. Each project design should be coordinated with appropriate access management strategies. Access management strategies should consider the placement of sidewalks and ramps to eliminate sight distance issues.
6. Although this policy focuses primarily on the engineering aspects of roadway projects, the project sponsor is encouraged to provide education, encouragement, and equitable enforcement strategies during and after the project. The education component should include government officials, developers, the public, and other relevant parties.
7. While this policy focuses on transportation, local governments should review their related policies, regulations, and standards to ensure that they are complementary to the development of Complete Streets. This includes land use and zoning policies, as well as building design and development standards, etc.
8. Local agencies should regularly update transportation design standards and procedures and coordinate with partners to ensure compatibility in those standards and procedures throughout the region. Agencies should also regularly train staff on any updates to the standards and procedures so that they can adhere to them appropriately.
9. Local governments are encouraged to adopt their own Complete Streets policies, consistent with this regional policy and federal and state design standards. State governments should work with the local Metropolitan Planning Organizations to ensure consistency in policies at the state, regional, and local level.

Appendix

Definitions

<i>Complete streets</i>	streets designed and operated to enable safe use and mobility for all users. Those include people of all ages and abilities, regardless of whether they are traveling as drivers, pedestrians, bicyclists, or public transportation riders ¹
<i>Metropolitan Planning Area (MPA)</i>	Clark and Floyd counties in Indiana; Bullitt, Jefferson, and Oldham counties in Kentucky; 1/10 sq. mi. of Harrison County, IN; and 4 sq. mi. of Shelby County, KY
<i>MPO-dedicated funds</i>	Federal funds allocated for transportation projects in the Louisville / Jefferson County KY-IN Metropolitan Planning Area (MPA) for which the Transportation Policy Committee has the authority to award. <ul style="list-style-type: none"> • Congestion Mitigation and Air Quality (CMAQ) in Indiana • Highway Safety Improvement Program (HSIP) in Indiana • Surface Transportation Block Group (STBG) Program in Indiana and Kentucky • Transportation Alternatives (TA) Program in Indiana and Kentucky
<i>Context Sensitive Design</i>	Context Sensitive Design is a design process that not only considers physical aspects or standard specifications of a transportation facility, but also the economic, social, and environmental resources in the community being served by that facility. A CSD approach helps to ensure projects: <ul style="list-style-type: none"> • Are safe for all users • Use a shared stakeholder vision as a basis for decisions and for solving problems that may arise • Meet or exceed the expectations of both designers and stakeholders, thereby adding lasting value to the community, the environment, and the transportation system. • Demonstrate effective and efficient use of resources²
<i>Context Sensitive Solutions</i>	The Context Sensitive Solutions process, as defined by FHWA, is a collaborative, interdisciplinary, and holistic approach to the development of transportation projects. The CSS process involves all stakeholders, including community members, elected officials, interest groups, and affected local, state, and federal agencies. The CSS process values equally the needs of agency and community, considering all trade-offs in decision-making. The CSS process is guided by four core principles: <ul style="list-style-type: none"> • A shared stakeholder vision to provide a basis for decisions • A comprehensive understanding of contexts • Continuing communication and collaboration to achieve consensus • Flexibility and creativity to shape effective transportation solutions, while preserving and enhancing community and natural environments³
<i>Equity</i>	Equity in transportation seeks fairness in mobility and accessibility to meet the needs of all community members. A central goal of transportation equity is to

¹ Complete Streets, U.S. DOT, <https://www.transportation.gov/mission/health/complete-streets>

² Understanding CSD and CSS, https://www.fhwa.dot.gov/planning/css/what_is_css/

³ Understanding CSD and CSS, https://www.fhwa.dot.gov/planning/css/what_is_css/

	<p>facilitate social and economic opportunities by providing equitable levels of access to affordable and reliable transportation options based on the needs of the populations being served, particularly populations that are traditionally underserved.</p> <p>It is important to note that transportation equity does not mean equal. An equitable transportation plan considers the circumstances impacting a community's mobility and connectivity needs, and this information is used to determine the measures needed to develop an equitable transportation network⁴</p>
<i>Resilience</i>	<p>Resilience is the ability to anticipate, prepare for, and adapt to changing conditions and withstand, respond to, and recover rapidly from disruptions. The Fixing America's Surface Transportation (FAST) Act, signed into law in December 2015, requires agencies to take resiliency into consideration during transportation planning processes.⁵</p>
<i>Shared Mobility</i>	<p>Shared mobility – the shared use of a vehicle, bicycle, or other mode – is an innovative transportation strategy that enables users to gain short-term access to transportation modes on an as-needed basis. The term shared mobility includes various forms of carsharing, bikesharing, ridesharing (carpooling and vanpooling), and on-demand ride services. It can also include alternative transit services, such as paratransit, shuttles, and private transit services (called microtransit), which can supplement fixed-route bus and rail services.⁶</p>
<i>Sustainability</i>	<p>Sustainability is often described using the “triple bottom line” concept, which includes considering three primary principles: Social, Environmental, and Economic. The goal of sustainability is the satisfaction of basic social and economic needs, both present and future, and the responsible use of natural resources, all while maintaining or improving the well-being of the environment on which life depends.⁷</p>
<i>Vulnerable Road Users</i>	<p>“Vulnerable road users” is a term applied to those most at risk in traffic. Thus, vulnerable road users are mainly those unprotected by an outside shield, namely pedestrians and two-wheelers, as they sustain a greater risk of injury in any collision against a vehicle and are therefore highly in need of protection against such collisions.⁸</p>

⁴ Environmental Justice, Title VI, Non-Discrimination, and Equity, https://www.fhwa.dot.gov/environment/environmental_justice/equity/

⁵ 4 Resilience and Transportation Planning, <https://www.fhwa.dot.gov/environment/sustainability/resilience/publications/ratp/index.cfm>

⁶ Shared Mobility: Current Practices and Guiding Principles <https://ops.fhwa.dot.gov/publications/fhwahop16022/fhwahop16022.pdf>

⁷ What is Sustainability? <https://www.sustainablehighways.dot.gov/overview.aspx#quest1>

⁸ Safety of Vulnerable Road Users, https://safety.fhwa.dot.gov/ped_bike/docs/oecd_safety.pdf

Related Plans and Policies

The MPO and its member agencies have adopted a variety of policies, plans and standards that support Complete Streets elements which include, but are not limited to:

- Clarksville's Complete Streets Toolbox (2018)
- Indiana Bicycle Trails Task Force Report (2020)
- Jeffersonville, Indiana Bike and Pedestrian Plan (2013)
- Kentucky Transportation Cabinet (KYTC) Pedestrian and Bicycle Travel Policy (2002)
- Louisville Loop Master Plan (2013)
- Louisville Metro Bicycle Master Plan (2013)
- Louisville Metro Complete Streets Ordinance (2019)
- Louisville Metro Pedestrian Master Plan (2010)
- Oldham County Bike, Pedestrian, & Greenway Trails Master Plan (2008)
- Vision Zero Louisville Safety Report 2013-2017 (2021)