The Best
Complete Streets
Policies of 2018

Acknowledgments

The **National Complete Streets Coalition**, a program of Smart Growth America, seeks to fundamentally transform the look, feel, and function of the roads and streets in our communities, by changing the way most roads are planned, designed, and constructed. Complete Streets policies direct transportation planners and engineers to consistently design with all users in mind. Learn more at www.completestreets.org/

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Letter from the Director

A jaw-dropping total of 1,477 communities have adopted Complete Streets policies as of the end of 2018, making a clear, public statement that moving people, not vehicles, is the priority for their transportation networks. These policies were passed by 35 state governments, 79 regional planning organizations, 83 counties, and 1,160 individual municipalities, spanning all 50 states, Puerto Rico, and the District of Columbia. It's certainly been an encouraging decade of progress, but the last ten years have also made it abundantly clear that these policies aren't doing enough to make our streets tangibly safer for everyone who needs to use them.

As our landmark *Dangerous by Design 2019* report showed, 49,340 people were struck and killed while walking between 2008 and 2017. The deaths of people on foot increased an astonishing 35 percent over that decade, even as all traffic fatalities trended downward.

What that means is that we're killing more people than every before, as we continue to build transportation systems that prioritize the movement of vehicles, over safety, economic opportunity, or climate change.

Policies alone won't create safer streets unless communities implement them in ways that change what gets built, where it gets built, and how it's designed. And for the next decade of this movement, that's what we'll be focused on.

Last year, the Coalition raised the bar on what makes a good Complete Streets policy by creating a new framework for grading Complete Streets policies. We based this framework on what the Coalition believes are the ideal elements of a policy that actually turns into practice. There are a host of changes detailed in last year's report (see p. 5), but they could be summed up in two major ways: One, requiring a clear plan for implementation and two, requiring a tangible plan for equity, or how a community will prioritize its more vulnerable users, people of color, and older adults.

In 2018, 66 communities across the United States demonstrated their commitment to providing safe access to destinations for everyone, regardless of age, ability, income, race, ethnicity, or mode of travel. While average scores are down overall under this new framework, that's because we're holding communities to a higher standard. We're excited to highlight ten communities that took vital steps to meet that higher bar and we are confident that more communities will rise to this challenge with stronger policies that are successfully implemented. Because with the equivalent of a jumbo jet full of people killed while walking every month in this country, we can't afford to be patient for progress.

Emiko Atherton, Director, National Complete Streets Coalition

Photo by Stephen Lee Davis, Smart Growth America.

Why we need more Complete Streets

Strong Complete Streets policies are more important than ever. In the United States, drivers kill people walking at a staggering rate that is growing year over year. In our recent report, *Dangerous by Design 2019*, we found that drivers struck and killed 49,340 people walking between 2008 and 2017. That's the equivalent of more than 13 people dying per day, one person every hour and 46 minutes, or a jumbo jet crashing every month and killing everyone onboard. In the same period drivers struck and killed 7,327 people biking.

Our inability to safely walk or bike to where we need to go also contributes to serious health problems. 93.3 million Americans are obese and one in four adults engage in no leisure time physical activity.[1,2] The U.S. Surgeon General recommended making biking and walking a routine part of daily life to help address this health crisis, yet in many communities, residents couldn't heed that advice even if they wanted to, because streets are not built to safely accommodate doing so.

The same populations most vulnerable to chronic diseases are also struck and killed by drivers while walking at higher rates. *Dangerous by Design 2019* showed that people of color are overrepresented among pedestrian deaths, and that people were more likely to be struck and killed by a car while walking in low income census tracts.[3] These same groups are also overrepresented in obesity rates. According to the Centers for Disease Control and Prevention, people of Hispanic ethnicity (47.0%) and non-Hispanic black people (46.8%) had the highest age-adjusted prevalence of obesity from 2015 to 2016.[4]

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1   Centers for Disease Control and Prevention. (2017). Nutrition, Physical Activity, and Obesity: Data, Trends, and Maps. Available from https://nccd.cdc.gov/dnpao_dtm/rdPage.aspx?rdReport=DNPAO_DTM.ExploreByTopic&islClass=PA&islTopic=PA1&go=GO.
2   Centers for Disease Control and Prevention. (2018). "Adult Obesity Facts." Available from https://www.cdc.gov/obesity/data/adult.html
3   Smart Growth America. (2019). Dangerous by Design 2019. Available from https://smartgrowthamerica.org/resources/dangerous-by-design-2019/.
4   Ibid.

Because communities with histories of underinvestment are overrepresented among pedestrian fatalities as well as obesity and related health issues, equity must be a strong focus of Complete Streets policies from the onset. Complete Streets policies are an important step toward designing safer, healthier communities, but to overcome disparities in health and safety, these policies must make equity a priority, not an afterthought.

Places that passed Complete Streets policies in 2018[5]

City, Large — 3.0%
City, Midsize — 4.5%
City, Small — 7.5%
County, Urban — 4.5%
MPO — 3.0%
Rural — 1.5%
State — 1.5%
Suburb, Large — 1.5%
Suburb, Midsize — 4.5%
Suburb, Small — 46.3%
Town — 22.4%
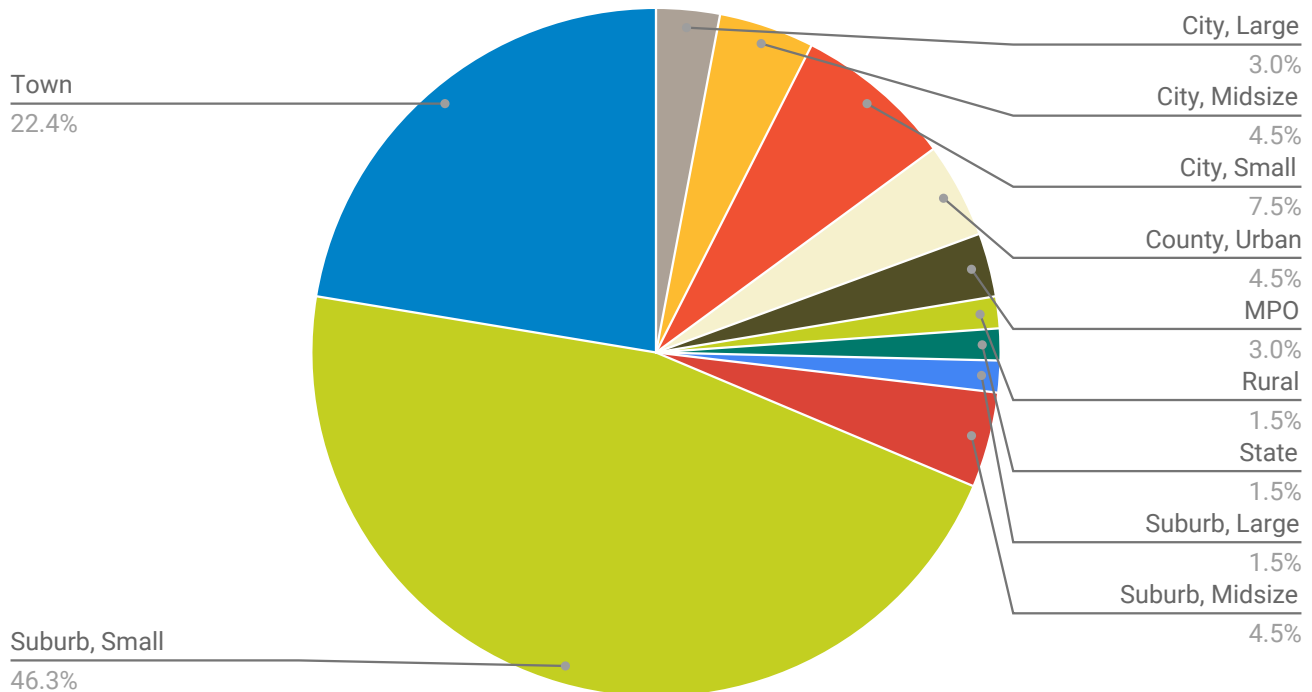
The new scoring methodology raised the bar

Why did the National Complete Streets Coalition change how we grade Complete Streets policies? The most direct answer is found in last year's report that unveiled the new policy grading rubric:

"Even with all the progress on the policy front, the last 10 years have also taught us that merely passing these policies will not do enough to truly improve our streets for everyone—especially the most vulnerable...No longer will it be sufficient to pass a Complete Street policy without a plan for implementation. No longer will it be possible to pass a robust policy that doesn't also consider how to more equitably distribute the benefits of safer streets."[6]

5   Cities are the principal community within urban regions where the core has a population of 50,000 or more. Large cities have populations of 250,000 or more; midsize have a population less than 250,000 and greater than or equal to 100,000; and small have a fewer than 100,000 residents. Suburbs are defined as communities within an urban area but not the principal city. Large suburbs have 70,000 or more residents; midsize have at least 30,000 residents but fewer than 70,000; and small suburbs represent those with a population below 30,000. Because of the range of communities within large and small urban areas, suburbs here can mean both smaller communities tightly clustered around the center city or those out on the fringe that more closely resemble small towns. Towns are jurisdictions within an urban cluster where the core area has a population between 25,000 and 50,000. Rural communities exist completely outside of urban areas and urban clusters.
6   Smart Growth America. (2018). The Best Complete Streets Initiatives of 2017. Available from https://smartgrowthamerica.org/resources/best-complete-streets-initiatives-2017/.

Average policy scores 2000-2017
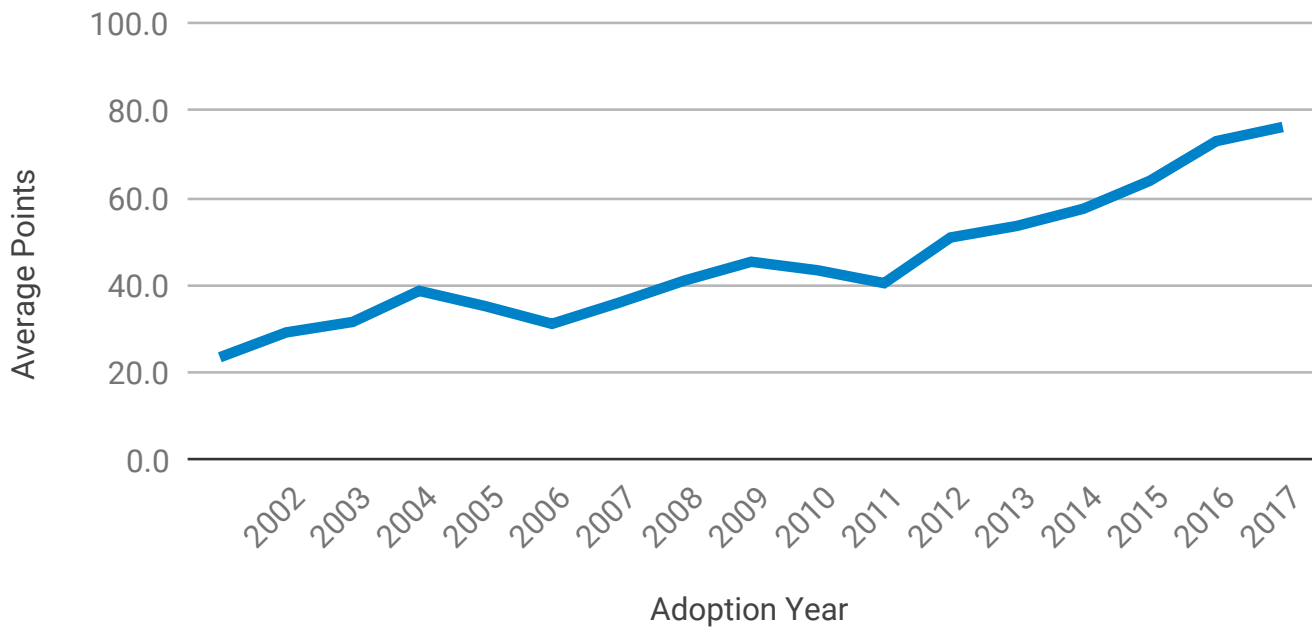
Each year since 2006, when the National Complete Streets Coalition first evaluated policies, the average score has steadily risen as the policies improved. These gains were a testament to committed communities passing strong, impactful policies. Yet pedestrian fatalities have also continued to increase during that same period, reaching levels not seen in nearly three decades, and people in low-income areas and communities of color continued to be killed disproportionately.

So we revised our policy grading rubric in 2017 for the first time to focus on putting policies into practice and ensuring they benefit the most vulnerable communities of people who use our streets. The National Complete Streets Coalition's new policy framework calls for more binding, specific implementation steps and establishes equity as an important objective across all 10 elements. You can see the point allocation in Appendix A which starts on page 19.

This updated policy framework, effective as of this year, sets forth more rigorous standards for policies. We can see this higher bar reflected in this year's policy grades, where the average score was 39. While fewer policies scored as highly as in past years, a handful of communities did respond to this challenge for elevated standards by passing strong policies with plans for equitable implementation that will make a tangible difference on the ground, and we're proud to reveal the 10 best, with detailed profiles of five of them.

When the Complete Streets movement first started 10 years ago, strong commitments from communities around the country spurred this movement onward. We believe that this momentum will only continue as communities will again rise to meet the challenge in the years to come.

The best Complete Streets policies of 2018

Strong Complete Streets policies are an important step toward designing safer, healthier communities. We evaluated each of these policies based on the established elements of an ideal Complete Streets policy (see Appendix A). Based on these scores, we are proud to announce that the following communities passed the best Complete Streets policies of 2018:

Rank	Place	Points
1	Cleveland Heights, OH	91
2	Des Moines, IA	87
3	Milwaukee, WI	80
4	Baltimore, MD	79
5	Madison, CT	72
6	Neptune Beach, FL	67
7	Fairfield, CT	65
8	Huntsville, AL	58
8	Amherst, MA	58
8	Walpole, MA	58

Photo courtesy of the city of Cleveland Heights.

Complete Streets policy profiles

Below we have profiled five of the top-scoring policies to show how different communities approached the process of passing a policy from start to finish, and provide some helpful guideposts for other communities looking to do the same.

Cleveland Heights, OH
Take your time, use your resources
Richard Wong, planning director, City of Cleveland Heights

Cleveland Heights earned the highest score of 2018 because of the policy's emphases on equity, attention to detail, and binding language to spur implementation. What steps did this small city in Ohio take to pass such a strong policy? Planning Director Richard Wong took time to build vital support from local leadership and capitalized on all of his resources to craft strong policy language, learn best practices, and demonstrate the need for, and affordability of, Complete Streets.

Earning trust

Wong first began exploring the possibility of a Complete Streets policy in 2012 by printing out resources from the National Complete Streets Coalition. He thought it was a great idea, but knew he wouldn't be able to do it without the leadership of his town on board. Cleveland Heights is an inner suburb of Cleveland with a population of about 45,000; a Complete Streets approach would improve access and safety for residents and visitors regardless of their mode of travel. Over the next six years, Wong worked to build support from his city's manager and council. Safety was the starting point for initial conversations with the city council, and Wong's research had prepared him to make his argument for Complete Streets with statistics on pedestrian fatalities.

While the safety benefits were clear, members of council were concerned about the cost of a Complete Streets approach for such a small city. However, advocates carefully explained the process for project analysis and ensured council that Complete Streets would not increase either capital or maintenance cost— only the quality and safety of the city's roads.

Taking advantage of available resources

Cleveland Heights took advantage of a variety of resources, many of them free, to craft a strong, context-sensitive policy and demonstrate the need for Complete Streets. Wong and his team researched best practices in similar cities, read U.S. Department of Transportation case studies, and reached out to the National Complete Streets Coalition for guidance on policy language. When the Coalition reviews policies we do so using the *10 Elements of Complete Streets Policies*. This is a free resource, available on our website, that identifies the 10 elements communities should incorporate when building their own policies. With this resource, Wong had a clear understanding of what makes a strong Complete Streets policy, including a focus on equity and implementation. Mae Hanzlik, a team member at the Coalition, was in contact with Cleveland Heights while they were drafting their policy. "When Richard sent their policy over to our team for review, it was clear that significant time, effort, and stakeholder perspectives had contributed to the draft. Through a couple emails and keeping our framework in mind, we worked with Richard and his team to strengthen the policy language around equity and implementation."

The National Complete Streets Coalition is happy to help jurisdictions workshop their final policy language; small changes can have big on-street impact. For example, Cleveland Heights' policy includes a provision requiring safe accommodations for people walking and biking during construction. This is an important, but often overlooked, addition that can support streets that are safe for all users. See the appendix for this sample language.

Cleveland Heights' metropolitan planning organization (MPO) also provided useful resources including pedestrian and bicycle counters and "street supplies"—i.e. tools for planners to inexpensively build on-street demonstration projects. The information collected

Photo courtesy of the city of Cleveland Heights.

from these tools provided an even stronger, data-based justification for Complete Streets in Cleveland Heights. Wong said, "We wondered how many people actually ride up a buffered bike lane in the middle of January—not a lot, but enough! Those expenditures in other cities where you may not have those facts could be seen as wasteful or extravagant for a small city."

Implementation

Cleveland Heights has been cognizant of prioritizing safety and comfort for their most vulnerable users, like those who use public transportation. "We try to make people feel welcome and comfortable," Wong explained, by providing basic amenities like customized bus shelters and landscaping. The city's new Complete Streets policy makes those considerations for all users official, using strong language and clear timeframes to make sure the policy is implemented.

A strong Complete Streets policy gives city staff more confidence in implementing people-focused projects. Wong explained this shift, saying "Those simple things now are expected of the staff between planning and capital projects...We all understand that we are charged with going beyond status quo and if we don't go beyond status quo, that would be negligent."

The city is also continuing to explore more possibilities to improve accessibility by performing walkability audits. They are looking to educate planners on the basic things that will make it easier for folks who experience blindness or use a wheelchair to get around. "Those are the kinds of things we are trying to make better, one project at a time," said Wong.

Small place, big impact

Wong is excited about the potential for Complete Streets in smaller communities and wants to see more great work from unexpected places. He emphasized that small cities and towns that are generally seen as underdogs can still do great things for pedestrians and bicyclists that are exciting and cutting edge. "You don't have to be a Portland. You can aspire to be a Portland, but you can do good work every day in your own city," he says.

Cities and towns of all sizes can look to Cleveland Heights as an example for how to build a great Complete Streets policy: build support and use all of the resources available to you.

Des Moines, IA
Smart timing, strong language

Stacy Frelund, government relations director, American Heart Association in Iowa

Des Moines' Complete Streets policy is noteworthy for its emphasis on health equity and for its strong language that sets a timeline for implementation. This solid policy was passed with the support of a broad range of advocates and benefited from its well-timed introduction, coinciding with the city's strategic planning.

Great timing

When Complete Streets advocates in Iowa learned that the capital city of Des Moines was revisiting its Strategic Plan, they seized the opportunity to push for a policy that could act as a model for communities across the state. During the strategic planning process, advocates had opportunities to work with partners at the city and in the business community who had a vested interest in listening to their concerns and thinking about long-term solutions.

Health equity

The American Heart Association, a lead organization in Des Moines' campaign, supports Complete Streets as a route to improving health equity in communities of all sizes. In Iowa, passing a Complete Streets policy is the first step for health advocates interested in increasing access to walking and biking, but because every jurisdiction is different, one of the most important things a policy can do to encourage equitable implementation is to explicitly state which areas of their community are most vulnerable and historically underserved. The Des Moines campaign began this conversation by discussing the safety of children walking and biking to school, zooming in to specifically consider children in underserved and underinvested areas. This was a doorway to addressing whole communities that need more consideration due to long histories of underinvestment.

To ensure benefits are shared equitably in the long term, the Des Moines policy uses "environmental justice areas," a term adopted from the metro planning organization that gets into health and racial equity perspectives (see appendix for sample language). This strong language ensures that in Des Moines, Complete Streets implementation will clearly prioritize the most vulnerable people in the city and measure success by including counts of how many Complete Streets projects are done in the areas in which they live.

Maddie Miller, front, shared her story to illustrate how the current transportation network wasn't serving all of Des Moines's residents. Photo courtesy of Stacy Frelund, American Heart Association.

The partners

The campaign struggled to gain attention from elected officials until they built a more diverse narrative for how Complete Streets benefit all citizens, especially the most vulnerable. "We had to really pivot and focus on the point that this is beyond just cyclists and bike paths. This is access to sidewalks ... This is about people being able to move safely in a community and really bringing community into a city, because there are multiple pockets of Des Moines that don't feel like they are

connected and a big part of this is providing more access to those different neighborhoods," said Frelund. Along with partners like the YMCA, AARP, and United Way, advocates partnered with the NAACP and other disability activists to elevate the voices that are not often heard in planning conversations. One advocate, Maddie Miller, who has used a wheelchair her whole life, shared her story to illustrate how the current transportation network wasn't serving all of Des Moines's residents. She described the difficulties of having to use limited or infrequent public transportation to get to everyday activities and the disproportionate barriers she faces due to unsafe roadway design and lack of sidewalks.

Frelund emphasized that the partnership between health policy advocates and planners in Iowa helped both sides think creatively about the work they were doing to improve communities. This kind of partnership is an approach that Frelund recommended Complete Streets advocates develop early on if they plan to pass a strong Complete Streets policy.

Strong language

The first iteration of the policy was released in the summer of 2018 and once the draft was close to complete, there were public meetings as well as behind-the-scenes work to ensure strong language and an emphasis on health equity. "We really tried to amp up [different perspectives] by bringing in people like Maddie and the NAACP and talking about kids that are walking." They emphasized that equity had to be part of the conversation, but there was much back and forth on how to include that in the policy's language. While addressing race, the conversation was set against a backdrop of other concerns around racial profiling and how to ensure safe streets and strong communities through street design. When talking about children, the conversation was set against a backdrop of recent tragedies where children had been struck and killed while walking to school.

This care for vulnerable users and commitment to implementing equitable infrastructure shows in the policy's strong language. Advocate pushed for binding language, using words like "shall" and setting clear timeframes for action items to ensure that priorities were clearly defined in the policy, so they don't have to keep pressing the city to implement the plan moving forward.

A model for the state

Since passing the policy, other communities in Iowa have reached out to these organizations and advocates to indicate interest in passing a Complete Streets policy of their own. Because of the work of advocates in Des Moines, other communities in Iowa have a strong policy to use as a model and an understanding of the process required to pass it.

Milwaukee, WI
Implementing context-sensitive designs

James Hannig, Pedestrian and Bicycle Coordinator, Department of Public Works
Caressa Givens, Milwaukee Projects Coordinator, Milwaukee Bike Federation

Milwaukee's policy earned 60 points—it's a solid policy with all of the basics. Although there is room for improvement, the policy is notable for emphasizing streets that reflect their surrounding context and creating a strong committee responsible for implementation that is made up of both city staff and people from outside organizations.

Photo courtesy of Caressa Givens.

Context sensitivity

Before Milwaukee adopted a formal Complete Streets policy, the city was already building infrastructure projects that incorporated Complete Streets elements. The State of Wisconsin has a long history of supporting bicycle and pedestrian infrastructure. Though the state's Complete Streets policy supported Milwaukee's work for creating safer streets for all users, the City of Milwaukee found that the state's Complete Streets policy also was at times too prescriptive and lacked the necessary flexibility for the creative solutions required in Milwaukee's urban context. Unfortunately, the state repealed its Complete Streets policy in 2015. But the Milwaukee Department of Public Works (DPW) seized this opportunity to develop a more context-sensitive policy at the municipal level. DPW began by evaluating existing processes for street design at the city and researching successful Complete Streets policies and practices that are known for being tailored to local needs.

"This gave us a real opportunity to have more extensive conversations around how we're approaching street design and construction," said Hannig. "So we just felt [a Complete Streets policy] was really timely and appropriate for the direction we wanted to go with our public right of way."

After reviewing its processes, DPW interviewed staff to understand the status quo for designing and building streets. Hannig noted challenges in the current project development process when it comes to implementing Complete Streets. "There are a number of policies within our department that are not necessarily in writing, but have been done for years. I think challenging that—even if the policy doesn't necessarily get into a lot of specifics—this is going to be a bit of a culture change in some respects."

Hannig recommended beginning with a framework of elements that should be included in the policy to start discussions. "Look at the best policies from the NCSC and online sample policies to see what you like. Ours was originally 'Frankensteined' from a whole bunch of other policies and ended up being edited to fit Milwaukee. We don't have to reinvent the wheel—there is a lot of great stuff already out there."

Collaborative approach

In Milwaukee, both DPW and local advocates played a role in advancing the Complete Streets policy. While they shared the same ultimate goal, there remained an inherent tension of advocacy: how do elected officials, city staff, and advocates respect one another's work and continue to push for their desired outcomes?

As in many other cities across the country, safety was a concerning issue and useful entry point into Complete Streets conversations. Hannig noted, "There has definitely been an uptick in reckless driving

Photo courtesy of Caressa Givens.

behaviors, and our crash data was definitely showing that too. Although we were seeing pedestrian and bicycle crashes decreasing or staying even in some cases, the severity was increasing quite a bit over the past two years. The words 'reckless driving' had been at the tips of our councilmembers' tongues and Mayor's as well."

An advocacy group, Milwaukee Path to Platinum (now Milwaukee Safe and Healthy Streets), created maps to show how accessible different city districts were for people walking and biking. They delivered these maps to each Common Council member, showing how their constituents are affected by on-street infrastructure. City staff and advocates met with council members to explain what safe streets entail, beyond just the bare minimum of avoiding reckless driving—i.e. slower speeds and narrower lanes. When the Complete Streets campaign ramped up, councilmembers already knew and recognized these advocates who had been in their offices and at their neighborhood events sharing information. These established relationships allowed for more open conversation around policy language when negotiations had to take place.

"The document really does reflect the hard work that was put into finding some kind of middle ground, especially when it came to defining populations or communities that are in great need of significant changes in their built environment," said Givens.

Collaborative implementation

The implementation steps in Milwaukee's policy formalize this collaboration between city staff, advocates and elected officials through a new Complete Streets committee. The committee includes a number of department heads, common council chairs, representatives from city development, health, and police, chairs from council boards (public works, public safety), and leadership from a key external stakeholders (Bicycle and Pedestrian Task Force, Employ Milwaukee). The policy establishes clear objectives and expected commitments

Photo courtesy of Caressa Givens.

for the committee, which will be the entity responsible for implementing the policy. Hannig is excited for how including these key community leaders will bolster Complete Streets implementation: "We can already look back and see that this is going to be instrumental in making sure that the policy is implemented in an effective way."

Givens wished everyone involved understood the process of decision making earlier on in the campaign. The relationship between elected officials, city agencies, and advocates can be difficult to navigate, but knowing the scope of each entity can help make the process easier. "I would really try to understand the dynamic between elected officials and agencies and what they support. Ensure that there are champions [in both camps], because those groups have to work well together."

Both Givens and Hannig reinforced that municipalities looking to pass strong Complete Streets policies need to engage with community partners right from the beginning to tap into the networks and skills of community advocates. Engaging the public can be challenging, but that is what community advocates are trained for. Public input and buy-in are essential to writing a policy that actually improves the lives of people who live in that community.

Equity

Hannig noted that the conversations about Complete Streets between a wide range of stakeholders were an important opportunity to highlight equity—largely neglected in past discussions about transportation in the city—and create a framework to guide future conversations. "[The policy] acknowledges that there are disparities in communities. There's been disinvestment, and moving forward, street design needs to take [those disparities] into consideration and work with communities and build in better training and engagement so that we know how street design can help in battling some of those disparities. There was an emphasis on health and safety and how often there are disparities, like crashes, happening in predominantly low-income [areas] and communities of color. It is not prescriptive, but we tried to set up a framework for how we will navigate those conversations in the policy."

Neptune Beach, FL
The power of values-based messaging and a knowledgeable elected official
Fred Jones, Vice-Mayor, City of Neptune Beach

Neptune Beach, Florida is a small coastal city in the Jacksonville metro area—the 6th most dangerous metro area for people to walk. This policy achieved a top 10 score because Fred Jones, a Complete Streets advocate in an elected position, prioritized important elements of design that could work for the specific community context in Neptune Beach. Fred Jones helped gather support for Complete Streets and ensure a prioritization system that would make sense for Neptune Beach in the long-term.

A strong advocate

Current Vice-Mayor and former City Councilmember Fred Jones has a long history of advocating for Complete Streets. He leads workshops and trainings on the subject and also serves as a steering committee member of the National Complete Streets Coalition. These experiences gave him unique insight when it came time for Neptune Beach to begin making new investments in infrastructure and updating their comprehensive plan and land development regulations. He can testify to the importance of having champions on the political side of the equation, where he could help his community in ways beyond what he could accomplish in his other role as a professional planner. "So often [planners and engineers] are on the other side of the dais. You may be making great recommendations, but it gets politicized. So my solution is that if you really want to get things going, you've got to get over there and be an elected official," says Jones.

When the city began to review their old comprehensive plans, they were keenly aware that the transportation elements were out of date. Jones seized this opportunity and suggested that the city work from a Complete Streets framework and use that to drive the conversation about mobility while updating the comprehensive plan.

He started the conversation with something he knew would be a winning message: safety. Jacksonville ranked as the sixth most dangerous metropolitan area for people walking in Dangerous by Design 2019. Florida as a whole was overrepresented in the rankings, holding eight of the top 10 spots for most dangerous metropolitan areas for people walking.

"There is a network of cities in Florida that are not doing well in this space. There is this sense of urgency in Jacksonville to get us off of the list," says Jones.

Jones was well aware that Complete Streets are about more than just safety, but he made a smart strategic step to speak first to the issues that would most deeply resonate with his community.

"Every time you are discussing Complete Streets and why they're important you have three or four buckets: economic development, environmental sustainability, social equity, and health," Jones explained. "In some regions of the country you can go right up with a sustainability or equity basis and that sells. In some places, health and economic opportunity sell. In many places within the Sun Belt, if you start with equity or sustainability as the basis, you are shutting down the conversation. When you get [Complete Streets] right, it is going to hit all of the buckets…We want people to safely access schools, jobs, recreation and entertainment with a focus on long-term placemaking."

He found particular power in storytelling to show how Complete Streets affect people every day. Although some people in Florida are realizing that pedestrian deaths are a serious public health crisis, the specific experiences that touch people's emotions were the best way to get buy-in.

"I would begin by sharing experiences. You don't want to risk being hyperbolic about things but get to people's emotions on something they can really resonate with, then slowly but surely bring them along. For us, it was children trying to go to school and also how we are making it safer for kids and people who ride their bikes throughout the beach here." Many community members responded well when Jones connected Complete Streets to their experience of other nearby walkable communities like Savannah and Charleston.

Using resources wisely

Although the arguments and stories were compelling, they still faced hesitation from elected officials and other stakeholders concerned about having enough resources to follow through with the policy's promises. Jones and other city staff, including the city manager and community development director, investigated good templates and resources to build a policy that would make sense given Neptune Beach's resources.

"Knowing our limited resources and time, we wanted it to be comprehensive but not overly complex… effective but not onerous. When you've got a limited budget, you aren't going to build 45 Complete Streets projects. We don't have to do anything crazy, maybe we can restripe it or make the sidewalk a little bigger. And then we can build a list of projects over time that support this policy and show in five years or so that we've been able to hit four or five key projects."

They chose to focus their limited resources on safety in high need areas, where there are high rates of walking and cycling and police data shows injuries and crashes. They drew upon resources from the National Complete Streets Coalition, as well as other free guidance such as Proven Safety Countermeasures from the Federal Highway Administration.

Moving forward, Jones expects implementation to be an iterative process as the city begins to think differently about infrastructure. Since the policy passed, the council has already put in a traffic-calming ordinance and is rolling out a sidewalk/multi-use path improvements program set to cover the next five years. The process is going to be slow given the resources, but Jones is hopeful, "Let's see where people are going, how they are going, and let's start there."

Photo courtesy of the City of Neptune Beach.

Huntsville, AL
Engagement and education to ensure buy-in
Paige Colburn, city planner for long-range planning, City of Huntsville

The city of Huntsville laid the groundwork with engagement and education first before deciding to move forward on a Complete Streets policy. That up-front investment ensured that the public, city staff, and elected officials had a say in the future of their community and a clear understanding of how to achieve it. This emphasis on education is still an integral part of Huntsville's approach as they continue to evolve and improve upon these recent successes.

Ask your constituents

Huntsville's master planning process began in 2014, and it fundamentally changed the city's approach to transportation. During the public engagement process, the city asked residents open-ended questions about the future of Huntsville, and people consistently brought up transportation. Surveys, workshops, and public sessions showed that the people of Huntsville wanted more multimodal options for getting around the city safely. So, the city included reliable transportation networks as one of the six key principles to guide their planning process. To boost public, staff, and elected leaders' knowledge and get everyone on the same page, the city held several educational seminars on transportation-related topics, bringing in speakers, authors, and experts from around the country to focus on topics like the greenways and Complete Streets.

As part of this educational initiative, Huntsville applied for and won a grant for a Complete Streets implementation workshop from the National Complete Streets Coalition in 2016. The city knew that Complete Streets would be part of their transportation network's future, but they did not yet fully understand how to move their ideas to implementation on the ground. The Coalition helped the city bring together the public, engineers, and planners to coordinate writing and ultimately passing a Complete Streets policy to realize residents' shared vision for the city.

Build buy-in

While residents asked for more reliable, safe transportation, the city's leadership also wanted to expand the city's greenway network. The city planning department saw these two priorities as complementary and explicitly outlined their relationship in the policy. They decided to prioritize greenways over on-street infrastructure to connect key destinations. They also acknowledged on-street infrastructure as an important method to connect greenways: "You can't put a greenway everywhere, so to connect greenway to greenway it is necessary to have on-

Hunstville representatives participating in the Safe Streets Academy in 2019 along with staff from Pittsburgh, PA and Durham, NC. Photo by Natasha Riverón, Smart Growth America.

street infrastructure that can get between those two points," said Paige Colburn, city planner for long-range planning at the City of Huntsville.

While all leadership and staff supported the concept of Complete Streets, they also expressed concern about the daunting task of overhauling the entire system of transportation infrastructure and unrealistic public expectations that come with announcing street improvements. To address these concerns, the city invested time and resources into extensive education about what Complete Streets are and what the process would look like moving forward. This education helped leadership and city staff understand that Complete Streets is a different process for implementing projects moving forward, not a rejection of everything they have done in the past, nor bike lanes on every street.

Photo by Emiko Atherton, Smart Growth America.

Colburn recommended education early and often for both the public and city staff. "We started in 2016 and passed our policy in 2018. That's 18 months or so of early education for the public, department heads, and staff. I would say that's a minimum and you are still going to have to discuss things people are confused about after passing the policy."

Next steps

Since passing the policy, Huntsville staff have found that the language is not as specific as it could have been on which departments are responsible for which steps in implementation and how they are funded every year. Moving forward, the city is working to clarify and formalize a process for how to implement Complete Streets projects, with the right city departments as well as community members at the table and a specific line item written into the budget. Colburn emphasized that more specificity in the policy would have made the implementation process easier. That addition would have also earned them more points on the Coalition's new grading rubric.

They are also actively learning how to plan and build projects while considering equity issues. Traditionally, Huntsville staff have paid close attention to how many projects they implement across the different council districts throughout the city. However, Colburn recommended that other localities focus more on equity from the beginning, "Learn as much as you can about equity, because too often sidewalks, bike lanes, and these quality of life and recreational alternative modes of transportation projects tend to go to the more affluent communities. The whiter communities ask for them because they are plugged in, have the mechanisms to ask, and they trust the government will hear them and respond to their demands. Whereas other communities tend to struggle with that—poorer communities, disadvantaged communities, and communities of color don't trust the government to listen to these requests and aren't as plugged in. They aren't going to call their council member and say I want such and such tomorrow."

The City of Huntsville is a member of the second Safe Streets, Smart Cities Academy cohort that is learning about implementing safety demonstration projects with an emphasis on community engagement, equity, and performance measurement. Colburn mentioned that the cohort's learning experience has been a useful education in equity issues for staff across city departments. Even though Huntsville's policy does not specifically address equity, this Complete Streets approach is helping them to continue learning and doing better work on the front, and Huntsville is seizing that opportunity.

Conclusion

Congratulations to all the jurisdictions that adopted Complete Streets policies in 2018, particularly these that received the highest scores in the Coalition's analysis. These places are setting a powerful example for communities everywhere to follow. The National Complete Streets Coalition looks forward to working with other communities to pass and implement new policies in the years to come.

Appendix A includes our scoring methodology, model language from this year's policies, and our grading rubric. Appendix B includes a grade breakdown for all of the policies passed in 2018, using our updated policy framework.

Appendix A: Methodology and model policy language

Scoring Methodology

The National Complete Streets Coalition (NCSC) established 10 elements of a comprehensive Complete Streets policy to help communities develop and implement policies and practices that ensure streets are safe for people of all ages and abilities, balance the needs of different modes, and support local land uses, economies, cultures, and natural environments. This updated version requires more accountability from jurisdictions and provisions that account for the needs of the most vulnerable users. This guidance is based on decades of collective expertise in transportation planning and design, created in consultation with NCSC's steering committee members and a group of national stakeholders consisting of engineers, planners, researchers, and advocates.

The elements serve as a national model of best practices that can be implemented in nearly all types of Complete Streets policies at all levels of governance. For communities considering a Complete Streets policy, this resource serves as a model; for communities with an existing Complete Streets policy, this resource provides guidance on areas for improvement.

The following section provides more information about each of the elements, and illustrates them with exemplary language from this year's top policies.

10 Elements of a Complete Streets Policy

1. Vision and intent
A Complete Streets vision states a community's commitment to integrate a Complete Streets approach into their transportation practices, policies, and decision-making processes. This vision should describe a community's motivation to pursue Complete Streets, such as improved economic, health, safety, access, resilience, or environmental sustainability outcomes. The vision should acknowledge the importance of how Complete Streets contribute to building a comprehensive transportation network. This means that people are able to travel to and from their destinations in a reasonable amount of time and in a safe, reliable, comfortable, convenient, affordable, and accessible manner using whatever mode of transportation they choose or rely on.

This does not mean putting a bike lane on every street or a bus on every corridor. Rather, it requires decision-makers to consider the needs of diverse modes that use the transportation system, including but not limited to walking, biking, driving, wheeling/rolling, riding public transit, car sharing/carpooling, paratransit, taxis, delivering goods and services, and providing emergency response transportation.

12 points available:

- 3 points: The policy is clear in intent, stating firmly the jurisdiction's commitment to a Complete Streets approach, using "shall" or "must" language. This needs to be in the body of the legislation, not the "whereas" statement.
    - (1 point) – The policy states the jurisdiction "may" or "considers" Complete Streets in their transportation planning and decision-making processes.
    - (0 points) – The policy language is indirect with regard to their intent to apply a Complete Streets approach, using language such as "consider Complete Streets principles or elements."

- 2 points: mentions the need to create a complete, connected, network.
    - (0 points) No mention.

- 2 points: specifies at least one motivation or benefit of pursuing Complete Streets.
    - (0 points) No mention.

- 1 point: specifies equity as an additional motivation or benefit of pursuing Complete Streets.
    - (0 points) No mention.

- 4 points: specifies modes, with a base of four modes, two of which must be biking and walking.
    - (0 points) Policy mentions fewer than four modes and/or omits biking or walking.

Example language
Amherst, MA

"Under this Complete Streets Policy, the Town of Amherst shall develop and provide an integrated multimodal transportation network that contributes directly to the safety, health, economic vitality and quality of life of all residents especially the most vulnerable.

Non-automobile modes of transportation including bicycling, walking, and public transportation shall be included in transportation planning and projects. They will be parts of daily life in Amherst, with enhanced networks and inter-modal connections. Motor vehicular traffic will continue to serve personal needs, commerce, and emergency response, with reduced pollution and traffic congestion. Persons of all ages, abilities and circumstances will be able to use a diversity of-transportation modes for all kinds of trips, including commuting, shopping, going to school, and recreating; and they will be able to meet their transportation needs safely, conveniently, reliably, affordably, and efficiently.

The desired outcome of the Complete Streets Policy is to create an equitable, balanced, and effective transportation system where every transportation user can travel safely and comfortably, and where sustainable transportation options are available to everyone. Together, this integrated transportation system will support healthy and thriving people, neighborhoods, village centers, cultural life and businesses."

2. Diverse users

Complete Streets are intended to benefit all users equitably, particularly vulnerable users and the most underinvested and underserved communities. Transportation choices should be safe, convenient, reliable, affordable, accessible, and timely regardless of race, ethnicity, religion, income, gender identity, immigration status, age, ability, languages spoken, or level of access to a personal vehicle. Which communities of concern are disproportionately impacted by transportation policies and practices will vary depending on the context of the jurisdiction. Policies are not necessarily expected to list all of these groups. For example, some communities are more racially homogeneous, but have extreme income disparities. The best Complete

Streets policies will specifically highlight communities of concern whom the policy will prioritize based on the jurisdiction's composition and objectives.

9 points available:

- 5 points: The policy language requires the jurisdiction to "prioritize" vulnerable users or neighborhoods with histories of systematic disinvestment or underinvestment. This could include neighborhoods with insufficient infrastructure or neighborhoods with a concentration of vulnerable users.
    - (3 points) Policy states its intent to "benefit" the neighborhoods or vulnerable users above, as relevant to the jurisdiction.
    - (1 point) Policy mentions or considers any of the neighborhoods or users above.
    - (0 point) No mention.

- 4 points: The policy establishes an accountable, measurable definition for priority groups or places. This definition may be quantitative (i.e. neighborhoods with X% of the population without access to a vehicle or where the median income is below a certain threshold) or qualitative (i.e. naming specific neighborhoods).
    - (0 point) No mention.

Example language
Des Moines, IA

"In creating Complete Streets/ the City recognizes equity as a motivation and will prioritize vulnerable users and those residing in the environmental justice (EJ areas identified by the Des Moines Area Metropolitan Planning Organization (MPO)."

Des Moines Area MPO, Environmental Justice Report, August 2016

"To ensure fair treatment, the MPO studies seven Degrees of Disadvantage to identify environmental justice (EJ) areas, or those areas with large populations of traditionally under served individuals…The Degrees of Disadvantage methodology looks at U.S. Census Bureau data at the tract level to determine where EJ areas are located in the region. Data is obtained for seven population groups, including nonwhite population, car-less households, persons in poverty, single heads of households with children, persons over 65, limited English proficiency (LEP, and persons with a disability. A Degree of Disadvantage is identified for a population group if the census tract exceeds the regional average for the population group. Census tracts considered EJ are disadvantaged for at least six of the seven population groups"

3. Commitment in all projects and phases
The ideal Complete Streets policy has a strong commitment that all transportation projects and maintenance operations account for the needs of all modes of transportation and all users of the road network.

10 points available:

For municipality/county policies:
- 4 points: Policy requires all new construction and reconstruction/retrofit projects to account for the needs of all modes of transportation and all users of the road network.
    - (1 point) Policy considers or mentions these projects as opportunities to apply this policy.
    - (0 points) No mention.
- 4 points: Policy requires all maintenance projects and ongoing operations, such as resurfacing, repaving,

restriping, rehabilitation, or other types of changes to the transportation system to account for the needs of all modes of transportation and all users of the road network.
- • (1 point) Policy considers or mentions these projects as opportunities to apply this policy.
- • (0 points) No mention.

For state/MPO policies
- • 4 points: Policy requires all new construction and reconstruction/retrofit projects receiving state or federal funding to account for the needs of all modes of transportation and all users of the road network.
    - • (1 point) Policy considers or mentions these projects as opportunities to apply this policy.
    - • (0 points) No mention.

- • 4 points: Policy requires all maintenance projects and ongoing operations, such as resurfacing, repaving, restriping, rehabilitation, or other types of changes to the transportation system receiving state or federal funding to account for the needs of all modes of transportation and all users of the road network.
    - • (1 point) Policy considers or mentions these projects as opportunities to apply this policy.
    - • (0 points) No mention.

For all policies
- • 2 points: Policy specifies the need to provide accommodations for all modes of transportation to continue to use the road safely and efficiently during any construction or repair work that infringes on the right of way and/or sidewalk.

Example language
Cleveland Heights, OH

"All City-owned new construction, reconstruction/retrofit, resurfacing, repaving, restriping and rehabilitation transportation projects in the public right-of-way including, but not limited to, streets and all other connecting pathways shall be designed, constructed, operated, and maintained so that all modes of transportation allow all users to move safely, comfortably, conveniently and independently."

"The City shall provide accommodations for all modes of transportation to continue to use the road safely and efficiently during any construction or repair work that infringes on the right-of-way and/or sidewalk."

4. Clear, accountable exceptions
Effective policy implementation requires a process for exceptions to providing for all modes in each project. The exception process must also be transparent by providing public notice with opportunity for comment and clear, supportive documentation justifying the exception. The Coalition believes the following exceptions are appropriate with limited potential to weaken the policy. They follow the Federal Highway Administration's guidance on accommodating bicycle and pedestrian travel and identified best practices frequently used in existing Complete Streets policies.[7]

1. Accommodation is not necessary on corridors 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. Cost of accommodation is excessively disproportionate to the need or probable use. The Coalition does not recommend attaching a percentage to define "excessive," as the context for many projects will require different portions of the overall project budget to be spent on the modes and users

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[7] https://www.fhwa.dot.gov/environment/bicycle_pedestrian/guidance/design.cfm

expected. Additionally, in many instances the costs may be difficult to quantify. A percentage cap may be appropriate in unusual circumstances, such as where natural features (e.g. steep hillsides, shorelines) make it very costly or impossible to accommodate all modes. The Coalition does not believe a cap lower than 20 percent is appropriate, and any cap should always be used in an advisory rather than absolute sense.

3. A documented absence of current and future need.
4. Emergency repairs such as a water main leak that requires immediate, rapid response; however, temporary accommodations for all modes should still be made. Depending on severity of the repairs, opportunities to improve multimodal access should still be considered where possible.

Many communities have included other exceptions that the Coalition, in consultation with transportation planning and engineering experts, also feels are unlikely to create loopholes:

1. Transit accommodations are not required where there is no existing or planned transit service.
2. Routine maintenance of the transportation network that does not change the roadway geometry or operations, such as mowing, sweeping, and spot repair.
3. Where a reasonable and equivalent project along the same corridor is already programmed to provide facilities exempted from the project at hand.

In addition to defining exceptions through good policy language, there must be a clear process for granting them, preferably with approval from senior management. Establishing this within a policy provides clarity to staff charged with implementing the policy and improves transparency and accountability to other agencies and residents.

8 points available:

- 4 points: Policy includes one or more of the above exceptions—and no others.
    - (2 points) Policy includes any other exceptions, including those that weaken the intent of the Complete Streets policy.
    - (0 points) No mention.

- 2 points: Policy states who is responsible for approving exceptions.
- 2 points: Policy requires public notice prior to granting an exception in some form. This could entail a public meeting or an online posting with opportunity for comment.

Example language
Neptune Beach, FL
1. "A specific category of user may be excluded from the requirements of Section B of this Policy only if one or more of the following exceptions apply:

    a. Use of the roadway is prohibited by law for the category of user (e.g., pedestrians on an interstate freeway, vehicles on a pedestrian mall). In this case, efforts shall be made to accommodate the excluded category of user on a parallel route; or
    b. There is an absence of both a current and future need to accommodate the category of user (absence of future need may be shown via demographic, school, employment, and public transportation route data that demonstrate, for example, a low likelihood of bicycle, pedestrian, or transit activity in an area over the next 20 years); or
    c. The cost would be excessively disproportionate to the current need or future need over the next 20 years.

2.   An exception shall be granted only if:

    a.   a request for an exception is submitted in writing, with supporting documentation, and made publicly available with a minimum of 30 days allowed for public input; and
    b.   the exception is approved in writing by City Council and the written approval is made publicly available."

5. Jurisdiction

Creating Complete Streets networks is difficult because many different agencies control our streets. They are built and maintained by state, county, and local agencies, and private developers often build new roads. Individual jurisdictions do have an opportunity to influence the actions of others, through funding or development review. In the case of private developers, this may entail the developer submitting how they will address Complete Streets in their project through the jurisdiction's permitting process, with approval of the permit being contingent upon meeting the Complete Streets requirements laid out by the jurisdiction. Creating a Complete Streets network can also be achieved through interagency coordination between government departments and partner agencies on Complete Streets.

8 points available:

For municipality/county policies
• 5 points: A municipality's or county's policy requires private development projects to comply.
    • (2 points) A municipality's or county's policy mentions or encourages private development projects to follow a Complete Streets approach.
    • (0 points) No mention.

For state/MPO policies
• 5 points: A state's or Metropolitan Planning Organization's policy clearly notes that projects that address how they will account for the needs of all modes and users are prioritized or awarded extra weight for funding and/or inclusion in long-range transportation improvement plans (TIPs).
    • (2 points) A state's or MPO's policy mentions or encourages projects receiving money passing through the agency to account for the needs all modes and users.
    • (0 points) No mention.

For all policies
• 3 points: Policy specifies a requirement for interagency coordination between various agencies such as public health, housing, planning, engineering, transportation, public works, city council, and/or mayor or executive office.
    • (1 point) Policy mentions or encourages interagency coordination.
    • (0 points) No mention.

Example language
Plymouth, IN

"All facilities in public right-of-way, publicly or privately funded, shall adhere to this Complete Streets Policy. The City shall form partnerships with other organizations to further Complete Streets principles and ensure infrastructure extends when necessary beyond the City's borders. These agencies include but are not limited to Marshall County, the Indiana Department of Transportation (INDOT), the Michiana Area Council of Governments (MACOG), Marshall County Health Department, and the Plymouth Community School Corporation."

6. Design

Complete Streets implementation relies on using the best and latest state-of-the-practice design standards and guidelines to maximize design flexibility. Creating meaningful change on the ground both at the project level and in the creation of complete, multimodal transportation networks requires jurisdictions to create or update their existing design guidance and standards to advance the objectives of the Complete Streets policy.

7 points available:

- 5 points: Policy directs the adoption of specific, best state-of-the-practice design guidance and/or requires the development/revision of internal design policies and guides.
    - (1 point) Policy references but does not formally adopt specific, best state-of- the-practice design guidance.
    - (0 points) No mention.

- 2 points: Policy sets a specific time frame for implementation.
    - (0 points) No mention.

Example language
Madison, CT

All Complete Streets improvements within public ROWs shall conform to the following standards. Of the following list, AASHTO and MUTCD are considered the definitive design guides for changes within the State ROW. Because Complete Streets design is an evolving field, the latest edition of these standards shall be referenced for design guidance:

American Association of State Highway and Transportation Officials (AASHTO)
- A Policy on Geometric Design of Highways and Streets
- Guide for the Development of Bicycle Facilities
- Guide for the Planning, Design and Operations of Pedestrian Facilities
American Planning Association (APA)
- Complete Streets: Best Policy and Implementation Practices
- U.S. Traffic Calming Manual
Federal Highway Administration (FHWA)
- Manual of Uniform Traffic Control Devices (MUTCD)
- PEDSAFE: Pedestrian Safety Guide and Counter measures Selection System
- Incorporating On-Road Bicycle Networks Into Resurfacing Projects
Institute of Transportation Engineers (ITE)
- Designing Walkable Urban Thoroughfares: A Context Sensitive Approach
National Association of City Transportation Officials (NACTO)
- Urban Bikeway Design Guide
- Urban Street Design Guide
U.S. Access Board
- Accessible Public Rights-of-Way: Planning and Designing for Alterations

This section of the Complete Streets Policy shall be updated a minimum of every three years by the Engineering Department to ensure that the listing of design standards is current.

7. Land use and context sensitivity

An effective Complete Streets policy must be sensitive to the surrounding community including its current and planned buildings, parks, and trails, as well as its current and expected transportation needs. Specifically, it is critical to recognize the connection between land use and transportation. Complete Streets must be designed to serve the current and future land use, while land use policies and zoning ordinances must support Complete Streets such as by promoting dense, mixed-use, transit-oriented development with homes, jobs, schools, transit, and recreation in close proximity depending on the context. Given the range of policy types and their varying ability to address this issue, a policy, at a minimum, requires the consideration of context sensitivity in making decisions. The best Complete Streets policies will meaningfully engage with land use by integrating transportation and land use in plans, policies, and practices. The Coalition also encourages more detailed discussion of adapting roads to fit the character of the surrounding neighborhood and development, as well as the consideration of unintended consequences such as displacement of residents due to rising costs of living.

10 points available:

For municipality/county policies
- 5 points: Policy requires new or revised land use policies, plans, zoning ordinances, or equivalent documents to specify how they will support and be supported by the community's Complete Streets vision
    - (4 points) Policy requires new or revised transportation plans and/or design guidance to specify how transportation projects will serve current and future land use, such as by defining streets based not just on transportation function but on the surrounding land use.
    - (2 points) Policy discusses the connection between land use and transportation or includes non-binding recommendations to integrate land use and transportation planning.
    - (1 point) Policy acknowledges land use as a factor related to transportation planning.
    - (0 points) No mention.

For state/MPO policies
- 5 points: Policy requires new or revised long-range transportation plans and/or design guidance to specify how transportation projects will serve current and future land use such as by directing the adoption of place-based street typologies
    - (2 points) Policy discusses the connection between land use and transportation or includes non-binding recommendations to integrate land use and transportation planning.
    - (1 point) Policy acknowledges land use as a factor related to transportation planning.
    - (0 points) No mention.

For all policies
- 3 points: Policy requires the consideration of the community context as a factor in decision-making.
    - (1 points) Policy mentions community context as a potential factor in decision- making.
    - (0 points) No mention.
- 2 points: Policy specifies the need to mitigate unintended consequences such as involuntary displacement.
    - (1 points) Policy acknowledges the possibility of unintended consequences.
    - (0 points) No mention.

Example language
Cleveland Heights, OH

"The City shall require specific evidence in all new or revised land use policies, plans, zoning ordinances or equivalent documents how they support the City's Complete and Green Streets Vision. The projects must be sensitive to the surrounding context including current and planned buildings, parks, trails, as well as its current and expected transportation needs. Land use policies and zoning ordinances must support Complete and Green Streets, promoting dense, mixed-use, transit-oriented development. All Complete and Green Streets' solutions must be appropriate and sensitive to the context and intended character as proposed in the Cleveland Heights Master Plan, the University Circle Cleveland Heights Bicycle Network Study, other NOACA Transportation for Livable Communities Initiative studies and other forward-thinking plans and studies. Unintended consequences such as involuntary displacement shall be avoided when possible or addressed with equity and fairness to the affected party."

8. Performance measures

Communities with Complete Streets policies can measure success a number of different ways, such as miles of bike lanes, percentage of the sidewalk network completed, number of people who choose to ride public transportation, and/or the number of people walking and biking along a street. They can also measure the impact of Complete Streets on the other motivations and objectives specified in the policy, such as health, safety, economic development, resilience, etc. The best Complete Streets policies will establish performance measures in line with the goals stated in their visions. Performance measures should pay particular attention to how Complete Streets implementation impacts the communities of concern identified in the policy.
By embedding equity in performance measures, jurisdictions can evaluate whether disparities are being exacerbated or mitigated. Policies should also set forth an accountable process to measure performance, including specifying who will be responsible for reporting on progress and how often these indicators will be tracked.

13 points available:

- 3 points: Policy establishes specific performance measures under multiple categories such as access, economy, environment, safety, and health.
    - (1 point) Policy mentions measuring performance under multiple categories but does not establish specific measures.
    - (0 points) No mention.

- 2 points: Policy establishes specific performance measures for the implementation process such as tracking how well the public engagement process reaches underrepresented populations or updates to policies and documents.
    - (1 point) Policy mentions measuring the implementation process but does not establish specific measures.
    - (0 points) No mention.

- 3 points: Policy embeds equity in performance measures by measuring disparities by income/race/vehicle access/language/etc. as relevant to the jurisdiction.
    - (1 point) Policy mentions embedding equity in performance measures but is not specific about how data will be disaggregated.
    - (0 points) No mention.

- 2 points: Policy specifies a time frame for recurring collection of performance measures.
  - (0 points) No mention.

- 2 points: Policy requires performance measures to be released publicly.
  - (0 points) No mention.

- 1 point: Policy assigns responsibility for collecting and publicizing performance measures to a specific individual/agency/committee.
  - (0 points) No mention.

Example language
Baltimore, MD

PERFORMANCE MEASURES

A. In general.
   a. Performance measures will be established using available data.
B. Crash data.
   a. In general.
     The annual report must measure year-over-year changes in crash data for all modes of travel as measured by:
     i. the "Maryland statewide vehicle crashes data" collected by the Maryland state police'
     ii. the "fatality analysis reporting system" data collected by the national highway traffic safety administration; or
     iii. other similar data.
   b. Separate reporting by category.
     Crash data for all modes of travel must be separately reported by the following categories:
     i. All crashes;
     ii. injury crashes; and
     iii. fatal crashes.
C. Transit on-time performance.
   The annual report must measure year-over-year change in transit on-time performance, as measured by:
   a. the performance data collected by the Maryland transit administration and published in the Maryland department of transportation's annual attainment report; or
   b. other similar data collected by the Maryland transit administration or the transportation department.
D. Commute times.
   The annual report must measure commute times for all modes of travel, as measured by the travel-time-to-work data reported in the American Communities Survey's "commuting (journey to work)".
E. Modal share.
   The annual report must measure modal share, as measured by the means-of- transportation data reported in the American Communities Survey's "commuting (journey to work)".
F. Infrastructure data.
   a. In general.
     The annual report must measure:
     i. The amount of transportation infrastructure built, upgraded, replaced, or rehabilitated in the previous 1-year period; and
     ii. the total amount of infrastructure in the city's overall transportation system.

    b. Separate reporting by type.
       The measurements required by paragraph (1) of this subsection must be separately reported by type, including:
       i.   Infrastructure for walking, biking, and public transit;
       ii. public space infrastructure; and
       iii. green infrastructure.

G. Economic development measures.
    The annual report must measure year-over-year changes in certain economic development data points and conditions:
    i.   In each of the city's "main streets", as part of the Baltimore main streets program; and
    ii. In any other geographical area otherwise designated by the advisory committee.

H. Inventory of projects.
    The annual report must include an inventory of all ongoing projects in any phase and the projected cost of those projects.

I. Conflicts between local and state or federal standards.
    The annual report must include a list of all instances in which the local standards set forth in this subtitle or in the complete streets manual were or are planned to be superseded by state or federal standards, pursuant to § 40-31 of this subtitle, as well as citations and causes for the local standard being superseded.

EQUITY LENS

A. Separate reporting by geographic subunit.
    In preparing the annual report, the department must separately report data by geographic subunit (e.g., census tract, traffic analysis zone, or the like).

B. Separate reporting by race, income, and vehicle access.
    The annual report must separately report data into the following categories:
    a. Populations that are above and below the median number of persons of color for Baltimore city.
    b. Populations above and below 50% no vehicle access.
    c. Populations with a median income above and below the median household income for Baltimore city.

REPORT AND DATA TO BE PUBLICALLY AVAILABLE

A. Report to be posted
    The annual report must be made available to the public by posting it on the Transportation department's website.

B. Data to be made available.
    To the greatest extent possible, all underlying data used in preparing the annual report must be made available to the public.

ACCOUNTABILITY TO COMMUNITIES

The transportation department, in consultation with the complete streets coordinating council advisory committee, shall conduct public meetings and other community engagement and outreach activities to present the complete streets annual report to the public and solicit public input.

9. Project selection criteria

A Complete Streets policy should modify the jurisdiction's project selection criteria for funding to encourage Complete Streets implementation. Criteria for determining the ranking of projects should include assigning weight for active transportation infrastructure; targeting underserved communities; alleviating disparities in health, safety, economic benefit, access destinations; and creating better multimodal network connectivity for all users. Jurisdictions should include equity criteria in their project selection process and give the criteria meaningful weight.

8 points available:

- 5 points: Policy establishes specific criteria to encourage funding prioritization for Complete Streets implementation.
    - (1 point) Policy mentions revising project selection criteria to encourage Complete Streets implementation.
    - (0 points) No mention.
- 3 points: Policy specifically addresses how equity will be embedded in project selection criteria.
    - (0 points) No mention.

Example language
Milwaukee, WI

5. When considering the various elements of street design, the City shall give priority as follows:

a. Above all, safety is imperative, with pedestrian safety having the highest priority followed by the next most vulnerable types of users.
b. Street design elements that encourage and support walking, biking, and transit trips in a manner that considers the context of the surrounding community as well as the broader urban design needs of the city.
c. The City recognizes that not all modes can receive the same degree of accommodations on every street, but the goal is for users of all ages and abilities to safely, comfortably and conveniently travel across and through the network.

6. The Department of Public Works shall prioritize universal and equitable investment in underserved communities throughout the City which lack existing infrastructure that encourages walking, biking, and transit trips, as well as areas where data indicate crash risk and health disparities.

10. Implementation steps

A formal commitment to the Complete Streets approach is only the beginning. The Coalition has identified key steps to implementation:

1. Restructure or revise related procedures, plans, regulations, and other processes to accommodate all users on every project. This could include incorporating Complete Streets checklists or other tools into decision-making processes.
2. Develop new design policies and guides or revise existing to reflect the current state of best practices in transportation design. Communities may also elect to adopt national or state- level recognized design guidance.
3. Offer workshops and other training opportunities to transportation staff, community leaders, and the general public so that everyone understands the importance of the Complete Streets vision. Training could focus on Complete Streets design and implementation, community engagement, and/or equity.

4. Create a committee to oversee implementation. This is a critical accountability measure, ensuring the policy becomes practice. The committee should include both external and internal stakeholders as well as representatives from advocacy groups, underinvested communities, and vulnerable populations such as people of color, older adults, children, low-income communities, non-native English speakers, those who do not own or cannot access a car, and those living with disabilities.

5. Create a community engagement plan that considers equity by targeting advocacy organizations and underrepresented communities which could include non-native English speakers, people with disabilities, etc. depending on the local context. This requires the use of outreach strategies such as holding public meetings at easily accessible times and places, collecting input at community gathering spaces, and hosting and attending community meetings and events. The best community engagement plans don't require people to alter their daily routines to participate. Outreach strategies should make use of natural gathering spaces such as clinics, schools, parks, and community centers.

15 points available:

- 3 points: Policy requires that related procedures, plans, regulations, and other processes be revised within a specified time frame.
    - (1 point) Policy mentions revising procedures, plans, regulations, and other processes.
    - (0 points) No mention.

- 3 points: Policy requires workshops or other training opportunities for transportation staff. Policy is specific about the timing and/or staff members for the training and workshops.
    - (1 point) Policy mentions workshops or other training opportunities for transportation staff.
    - (0 points) No mention.

- 3 points: Policy assigns responsibility for implementation to a new or existing committee that includes both internal and external stakeholders that are representative of underinvested and vulnerable communities. Policy is specific about which internal and external stakeholders are/will be represented on the committee.
    - (1 point) Policy assigns oversight of implementation to a specific body that may not include both internal and external stakeholders.
    - (0 points) No mention.

- 6 points: Policy creates a community engagement plan with specific strategies for who, when, and how they will approach public engagement in the project selection, design, and implementation process. Policy specifically addresses how the jurisdiction will overcome barriers to engagement for underrepresented communities.
    - (3 points) Policy creates a community engagement plan with specific strategies for who, when, and how they will approach public engagement but does not address underrepresented communities.
    - (1 point) Policy mentions community engagement but does not go into detail about specific strategies.
    - (0 points) No mention.

Example language
Des Moines, IA

"The Traffic and Transportation Division, the Community Development Department, the Des Moines Fire Department, the Department of Public Works, the Parks and Recreation Department, the Des Moines Police Department, and the Office of Economic Development will incorporate Complete Streets principles into appropriate plans, manuals, checklists, decision trees, rules, regulations, and programs within three years, and will specify how they will support and be supported by the community's Complete Streets vision."

"Complete Streets training and workshops will be held annually in coordination with the Active Transportation Planner and Transportation Safety Committee. The Traffic and Transportation Division, the Community Development Department, the Des Moines Fire Department, the Department of Public Works, the Parks and Recreation Department, the Des Moines Police Department, and the Office of Economic Development shall send at least one representative to each training. Each representative is then responsible for disseminating information learned within the training to their respective departments."

"The city will develop a community engagement plan for public engagement in the project selection, design, and implementation process. The engagement plan shall include equitable community engagement strategies."

Appendix B: Index of 2018 Complete Streets policy scores

Agency	Policy name	Type	Vision & intent	Diverse users	Commitment in all projects and phases	Clear, accountable exceptions	Jurisdiction	Design	Land use and context sensitivity	Performance measures	Project selection criteria	Implementation steps	TOTAL
Huntsville, AL	Complete Streets Policy	pol	10	7	4	4	5	5	5	8	5	5	58
Fairfield, CT	Town of Fairfield Complete Streets Policy	pol	9	7	8	4	5	7	8	8	1	8	65
Madison, CT	Complete Streets Policy	pol	10	7	4	6	8	7	8	8	5	9	72
Neptune Beach, FL	Resolution No. 2018-07	res	9	3	8	8	3	7	8	11	0	10	67
Columbus, GA	Resolution 92-14	res	12	0	4	2	3	5	4	13	0	7	50
Gwinnett, GA	Gwinnett County Complete Streets Policy	res	7	0	5	2	0	5	4	0	0	0	23
Des Moines, IA	Complete Streets Policy	res	12	9	7	6	8	7	5	13	8	12	87
Coeur d'Alene, ID	Ordinance No. 3614	leg	11	1	8	4	3	5	3	3	0	1	39
Plymouth, IN	Resolution No. 2018-833	res	12	0	8	4	8	5	8	8	0	3	56
Covington, LA	Resolution Number 2018-26	res	0	0	0	0	0	0	0	0	0	1	1
Lafayette, LA	Resolution No. R-042-2018	res	10	0	5	2	8	1	5	6	1	2	40
Abington, MA	Complete Streets Policy	pol	9	0	8	2	5	7	6	1	1	6	45
Amherst, MA	Complete Streets Policy	pol	12	3	8	6	5	5	3	11	1	4	58
Auburn, MA	Complete Streets Policy	pol	9	0	2	4	8	5	1	4	0	2	35
Beckett, MA	Complete Streets Funding Program Policy	pol	8	0	8	4	5	5	0	3	0	5	38
Belmont, MA	Complete Streets Policy	pol	8	0	2	4	3	5	3	2	1	1	29
Bolton, MA	Complete Streets Policy	pol	9	0	8	4	8	5	3	6	1	5	49
Boxborough, MA	Complete Streets Policy	pol	9	0	8	4	8	5	3	8	1	5	51
Carlisle, MA	Complete Streets Policy	pol	9	0	5	4	8	5	3	4	0	3	41
Concord, MA	Complete Streets Policy	pol	9	0	8	4	8	5	1	3	1	6	45
Erving, MA	Complete Streets Policy	pol	9	0	2	4	8	1	3	3	1	5	36
Goshen, MA	Complete Streets Policy	pol	9	0	8	4	8	7	3	4	1	4	48
Hanover, MA	Complete Streets Policy	pol	9	0	8	4	8	7	1	4	0	6	47

Agency	Policy name	Type	Vision & intent	Diverse users	Commitment in all projects and phases	Clear, accountable exceptions	Jurisdiction	Design	Land use and context sensitivity	Performance measures	Project selection criteria	Implementation steps	TOTAL
Haverhill, MA	Complete Streets Administrative Policy	res	11	0	8	4	8	5	4	4	0	5	49
Ipswich, MA	Complete Streets Policy	pol	9	0	5	4	8	5	6	4	5	4	50
Lynnfield, MA	Complete Streets Policy	pol	9	0	8	4	8	5	6	1	1	4	46
Marblehead, MA	Complete Streets Policy	pol	9	0	8	4	8	7	5	7	0	3	51
Marion, MA	Complete Streets Policy Document	pol	9	0	8	4	5	7	3	4	1	6	47
Mashpee, MA	Complete Streets Policy	pol	11	0	8	4	8	5	6	4	1	3	50
Millbury, MA	Complete Streets Policy	pol	11	0	5	4	8	7	6	2	5	6	54
Milton, MA	Complete Streets Policy	pol	11	0	4	2	8	5	3	5	1	4	43
Newburyport, MA	Complete Streets Policy	pol	9	7	5	4	5	5	8	2	5	2	52
Quincy, MA	Complete Streets Policy	pol	10	0	8	2	8	5	5	3	1	6	48
Walpole, MA	Complete Streets Policy	pol	10	1	8	4	8	5	8	8	1	5	58
Anne Arundel County, MD	Bill No. 78-18	leg	11	0	4	2	5	5	2	0	0	4	33
Baltimore, MD	Council Bill 17-0102	leg	12	9	8	2	3	7	7	13	8	10	79
Hagerstown, MD	RESOLUTION NUMBER 2018-14	res	4	0	0	0	0	0	0	0	0	0	4
Ocean City, MD	Resolution 2018-16	res	11	0	1	2	3	1	3	8	0	1	30
State of Maryland, MD	House Bill 744	leg	9	1	1	2	0	0	0	0	0	0	13
Berkley, MI	Ordinance No. O-02-18	leg	12	0	8	2	0	0	3	0	0	0	25
Cape Giradeau, MO	Bill No. 18-138	res	8	0	2	0	3	0	1	0	0	3	17
Monnett, MO	Resolution No. 8584	res	4	0	0	0	0	0	0	0	0	0	4
Salem, MO	Complete Streets policy	pol	9	7	8	4	3	0	1	0	0	5	37
Brevard, NC	Resolution No. 2018-06	res	9	0	0	0	1	0	0	0	0	0	10
Ralston, NE	Resolution 2018-10	res	3	0	1	0	2	0	0	0	0	1	7
Berkley Heights, NJ	Resolution 157-2018	res	5	0	4	0	1	0	5	0	0	0	15
Leonia, NJ	RESO 2018-177	res	4	0	0	0	0	0	0	0	0	0	4
Milltown, NJ	Resolution 18-205	res	7	1	1	4	0	5	2	0	0	0	20
Pennsville, NJ	Resolution No. 94-2018	res	9	0	0	4	0	5	0	0	0	0	18
Roselle Park, NJ	Resolution No. 231-18	res	11	0	5	4	3	3	5	3	0	7	41

Agency	Policy name	Type	Vision & intent	Diverse users	Commitment in all projects and phases	Clear, accountable exceptions	Jurisdiction	Design	Land use and context sensitivity	Performance measures	Project selection criteria	Implementation steps	TOTAL
Scotch Plains, NJ	Resolution 2018-34	res	12	0	10	4	5	3	7	3	0	6	50
Chateaugay, NY	Establishing and Adopting Sustainable Complete Streets	res	7	0	2	0	5	0	0	0	0	1	15
Chazy, NY	Establishing and Adopting Sustainable Complete Streets Policy	res	7	0	2	0	5	0	0	0	0	1	15
Elmira, NY	Resolution No.: 2018-157	res	7	0	2	4	0	5	6	9	0	2	35
Lockport, NY	Resolution 041118.12	res	3	0	0	0	3	5	5	1	1	7	25
Port Chester, NY	Green Streets, Complete Streets Policy	pol	11	0	8	6	3	1	4	6	0	0	39
Village of Nyack, NY	Resolution No. 2018-100	res	7	0	8	0	0	0	0	0	0	0	15
Cleveland Heights, OH	RESOLUTION NO. 37-2018 (HT)	res	12	9	10	4	8	7	10	13	8	10	91
Etna, PA	Resolution No. 13770	res	4	0	0	0	0	0	0	0	0	0	4
Millvale, PA	Resolution No. 2694	res	7	0	8	4	0	0	0	0	0	2	21
Central Falls, RI	Creating the Central Falls Green and Complete Streets Initiative	leg	11	0	2	4	8	7	2	8	1	2	45
Park City, UT	Resolution No. 01-2018	res	11	0	5	4	5	5	4	4	0	1	39
Kalispel, WA	Resolution No. 2018-34	res	7	0	8	2	5	5	0	3	0	5	35
Tenino, WA	Ordinance 889	leg	9	0	5	4	8	1	5	4	0	4	40
East Central Wisconsin, WI	Complete Streets Policy	pol	12	0	8	2	8	5	3	5	1	4	48
Milwaukee, WI	Resolution #180922 and Ordinance #180914	res	11	9	8	6	8	3	8	9	8	10	80

Smart Growth America

Improving lives by improving communities

National Complete
Streets Coalition

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