

ORDINANCE NO. 10 - 2018

**AN ORDINANCE OF THE COMMON COUNCIL OF THE CITY
OF BEDFORD, INDIANA, ESTABLISHING
A COMPLETE STREETS POLICY**

WHEREAS, THE City of Bedford supports the development of Complete Streets and makes the following statement of purpose and intent:

STATEMENT OF PURPOSE AND INTENT

The safety, convenience, accessibility, and comfort of all users of transportation system, including pedestrians, bicyclists, users of public transportation, motorists, freight providers, those of all ages and abilities (including children the elderly, and the disabled), emergency responders, and adjacent land users, shall be accommodated when planning, designing, constructing, and operating City of Bedford's streets.

The City supports the creating of amenities that enhance the quality of life of residents and improve the physical and social environment in ways that attract businesses and workers. Streets are a critical component of the success and vitality of adjoining private uses and neighborhoods, shape current and future development, define the public space, and play a major role in establishing the image and identity of a city. Complete Streets offer residents the potential for improved health, safety, reduced transportation costs, greater transportation options, increased community interaction, greater social equity, and more livable communities.

The full integration of all modes of travel in the design of streets will provide long-term costs savings for the City's transportation system, increase the capacity and efficiency of the transportation network, reduce traffic congestion, and improve air quality by improving mobility options. The integration of sidewalks, bicycle facilities, transit amenities, and safe crossings into the initial design of street projects avoids the expense of retrofits later.

Complete Streets principles have been, and continue to be, adopted at state, regional, and municipal levels in the interest of promoting multimodal transportation options and accessibility for all users and adhering to federal and state regulations.

NOW, THEREFORE, BE IT ORDAINED BY THE COMMON COUNCIL OF THE CITY OF BEDFORD, INDIANA, as follows:

TITLE IX. Chapter 97, of the Revised Code of the Consolidated City hereby amended by adding new Sections 97.03 et. seq., to read as follows:

A. Definition of Complete Streets.

"Complete Streets" means streets that are designed and operated to enable safe access for all users, in that pedestrians, bicyclists, motorists and public transportation users of all ages and abilities are able to safely move along and across a street.

B. Complete Streets Policy.

The City shall develop a safe, reliable, efficient, integrated and connected multimodal transportation system that will promote access, mobility and health for all users, and will ensure that the safety and convenience of all users of the transportation system are accommodated, including pedestrians, bicyclists, users of mass transit, people of all ages and abilities, motorists, emergency responders, freight providers and adjacent land users.

C. Vision and Goals

Thoughtful street design can have significant positive effects on the social, economic, and environmental qualities of a community. As such, this Complete Streets Policy directs the City of Bedford to develop and maintain a safe, reliable, and efficient, multi-modal transportation system that people of all ages and abilities can access, utilize, and enjoy. The specific goals are to:

- a. Provide a variety of choices for active, non-motorized transportation to routine destinations
- b. Improve health and physical fitness among Bedford residents
- c. Create aesthetically beautiful and physically pleasant streets for walking, biking, bussing, and driving
- d. Enhance roadway safety for pedestrians, bicyclists, and cars
- e. Preserve the natural environment of Bedford and reduce greenhouse gas emissions
- f. Improve the local economy by creating quality of life resources for Bedford residents

D. All Users and Modes

The transportation system shall be designed and operated to ensure the safety, accessibility, comfort, and convenience of all users, including pedestrians, bicyclists, public transit users, people of all ages, people with disabilities, skateboarders, horse-drawn carts, farm equipment, motorists, emergency responders, freight providers, adjacent land users, and users of other common modes of transportation.

When there are conflicting needs among users and modes, the following prioritization will apply: a) above all, safety is paramount, followed by mobility; b) among modes, pedestrians shall come first citywide, followed by the next most vulnerable types of users; and finally, c) seek balance among all modes involved. It is recognized that all modes cannot receive the same type of accommodation and space on every street, but the overall goal is that everyone—young, old, and of varying ability—can safely and conveniently travel across the network using whatever mode they choose.

E. Projects and Phases

The City of Bedford shall approach every transportation improvement and project phase as an opportunity to create safer, more accessible streets for all users. These phases include but are not limited to scoping, planning, programming, design, right-of-way acquisition, subdivision and land development, new construction, construction engineering, reconstruction, operation, repair, and maintenance. Other changes to transportation facilities on streets and right-of-way, including capital improvements, re-channelization projects, major utility work and major maintenance, should also be included.

F. Exceptions

All exceptions to this policy must be approved by the Complete Streets Task Force and documented with supporting information that illustrates the need for special exclusion. This requirement includes private projects.

Before approval, all exception requests shall be made available for public comment on the City of Bedford website for at least 14 days.

Exceptions will only be considered when the project involves:

- a) A roadway that prohibits, by law, use by specified users such as an interstate freeway or pedestrian mall. In such cases, an effort shall be made to accommodate those specified users elsewhere in close proximity.
- b) A safety issue that outweighs the proposed benefit of implementing a Complete Streets element or component.
- c) Costs of accommodation that would be excessively disproportionate to the need or probable use. Excessively disproportionate is defined here as exceeding 10% of the total cost of the project, except in the case of stand-alone projects.
- d) Scarcity of population, travel, or destinations both existing and planned that demonstrates an absence of current and future need.
- e) Routine maintenance of the transportation network that does not change the roadway geometry or operations, such as mowing, sweeping, and spot repair.
- f) Low volume, rural or low speed situations where having vehicles and bicycles share the travel lane may be appropriate and considered a reasonable integration of multi-modal needs.

Exceptions will only be granted as long as they do not negatively affect performance measures listed later in this document.

Bi-annually, the Complete Streets Task Force shall post allowed exceptions on the City of Bedford website.

G. Network Connectivity

The City of Bedford shall support movement along and across arterial, collector and local streets within a dense, interconnected and integrated network. Walking, biking, and public transit will provide a variety of transportation options so that users may reach many potential destinations as part of their daily routines.

Network improvements will focus on:

- Identifying opportunities to enhance the network through maintenance activities
- Addressing deficiencies at railroad crossings
- Filling gaps in the trail network
- Identifying and repairing sidewalk segments that form functional gaps
- Consistent enforcement of and assistance with sidewalk clearing in winter
- Implementation of the Bicycle and Pedestrian Master Plan
- Proceeding with implementation of the ADA Transition Plan

- Development of rail travel options to important destinations adjacent to Bedford
- *Creation of a street and sidewalk occupancy program, including coordination with utilities*

H. Jurisdiction

This policy shall apply to all city owned transportation facilities in the public right of way including but not limited to: streets, sidewalks, alleys, bridges, trails, parking lots, and all other connecting pathways. Privately constructed and owned streets are also required to adhere to this policy **as a condition of street adoption by the City of Bedford.**

Looking to the future, the City of Bedford shall also foster partnerships to create facilities and accommodation that further Bedford's vision of a connected, integrated transportation network that reaches beyond city borders. Partners should include but not be limited to:

- Indiana Department of Transportation
- Lawrence County Council
- Lawrence County Commissioners
- Local utility companies
- The North Lawrence and Mitchell School Districts
- Local businesses
- Private developers
- The Indiana Trails Fund/**S.I.G.H.T.S.**
- Neighboring communities and counties

I. Design

The City of Bedford shall use the best design standards and recommendations available, to maximize design flexibility and innovation for balanced user and modal needs in our rural **community**. This includes a shift toward designing at the human scale for the needs and comfort of pedestrians. Street layout, width, operating speeds, hierarchy of streets and connectivity should consider all types of travelers, not just cars. Design criteria shall not be purely prescriptive but shall be based on the thoughtful application of engineering, architectural, urban and rural design principles.

At a minimum, design components should include:

- Sidewalks & crosswalks
- Bike and shared lanes
- Wide shoulders
- Refuge medians
- Bus Pullouts
- Raised Crosswalks
- Audible pedestrian signals
- Pedestrian countdown signals
- Sidewalk bump outs
- Bus priority signals
- Transit stop accommodation
- Road diets
- Access management
- Roundabout intersections
- Traffic calming strategies
- On-street parking

Other important elements to consider incorporating:

- a) **Green Streets:** In addition to providing safe and accessible streets in the City of Bedford, care shall be given to incorporate best management practices for addressing storm water runoff. Wherever possible, innovative and educational storm water infrastructure shall be integrated in to the construction, reconstruction or retrofit of a street.
- b) **Attention to Aesthetic:** Complete Streets are beautiful, interesting and comfortable places for people. The design of a city begins with the design of streets, as a community places where people want to be. As part of Bedford's public realm, streets shall be held to a higher standard for design at a human scale. Multi-modal accommodations and all City projects in the right of way shall be approached as opportunities to enhance the aesthetic qualities of Bedford through the thoughtful creation of place. Wherever feasible, streetscapes shall include:
 - trees
 - native plants
 - landscape architecture elements
 - public art
 - pedestrian amenities
 - parklets
 - wayfinding signage
 - sidewalk cafes and street-facing retail
 - bike racks
 - benches
 - trash and recycling collectors
 - decorative lamp posts
 - welcome signage
 - bricks and pavers for crossings
 - water stations
 - Any other elements that enhance the attractiveness of Bedford for healthy lifestyles and healthy economic growth.

Guiding resources shall include but not be limited to the:

- Indiana Department of Transportation
- INDOT Smart Complete Streets Guidelines
- Documents and plans created for and approved by the City of Bedford, including but not limited to the Comprehensive Plan and the Bicycle and Pedestrian Master Plan
- Title VI/Environmental Justice
- Manual on Uniform Traffic Control Devices
- American Association of State Highway Officials
- Institute of Transportation Engineers
- National Association of City Transportation Officials
- Americans with Disabilities Act
- Public Right of Way Accessibility Guidelines
- US Department of Transportation Policy Statement on Bicycle and Pedestrian Accommodation Regulations and Recommendations
- US Department of Transportation Federal Highway Administration's Manual of Uniform Traffic Design Control
- US Department of Transportation Federal Highway Administration Traffic Monitoring Guide
- National Association of City Transportation Officials Urban Street Design Guide
- National Association of City Transportation Officials Urban Bikeway Design Guide
- American Association of State Highway and Transportation Official's Policy on Geometric Design of Highways and Streets
- American Association of State Highway and Transportation Officials Guide for Planning, Designing, and Operating Pedestrian Facilities
- ITE Designing Walkable Urban Thoroughfares: A Context Sensitive Approach
- Municipal topographic map

In recognition of the various contexts and needs of many users, a flexible, innovative, and balanced approach that follows other appropriate design standards may be considered, provided that a comparable level of safety for all users is present.

J. Context Sensitivity

The City of Bedford shall implement Complete Streets solutions in a manner that is sensitive to our local context, character, and values. Transportation and land use goals should align and reflect public sentiments recorded in the Bedford Comprehensive Plan. Roadway design decisions should balance economic, social, and environmental objectives while also recognizing that the needs of users may vary by case, neighborhood, or corridor.

Outreach and involvement of the community is essential to ensuring context sensitivity. As implementation begins, community engagement and education efforts should accompany pilot projects.

To facilitate maximum community engagement and objective enforcement, a Complete Streets Task Force shall be established for the City of Bedford. The Task Force will be made up of the City of Bedford Street Commissioner and Parks & Recreation Director, three mayoral appointments of which one shall include a representative from health & wellness promoting organization (i.e. community hospitals, Purdue Cooperative Extension, Live Well Lawrence County, Friends of the Milwaukee Trail, etc.), and two City Council appointments. Up to two ex officio members may serve as facilitators. This group should include individuals representing the diversity of stakeholders utilizing the Bedford transportation system.

The Complete Streets Task Force will be responsible for promoting and advancing both the broader vision and implementation details of this Complete Streets Policy to ensure that the needs of all users and all modes are addressed throughout the planning and design process.

K. Performance Measures

The City of Bedford shall measure the success of this Complete Streets Policy using the following minimum performance measures:

1. Number of crashes, injuries, and fatalities by mode
2. Total miles of bike lanes and trails built or striped
3. Linear feet of new pedestrian accommodations
4. Number of ADA accommodations built: audible traffic signals, curb ramps, countdown signals, number of accessible transit accommodations built, miles of accessible routes, etc.
5. Number of new trees planted
6. Compliments and complaints
7. Citizen and business surveys of satisfaction with streets and sidewalks
8. Crosswalk and intersection improvements
9. Percentage of transit stops accessible via sidewalks and curb ramps
10. Number of children walking or bicycling to school
11. Vehicle miles traveled or single occupancy vehicle trip reduction
12. Number of approved exemptions
13. On-time arrivals for the TASC bus
14. Sidewalk condition ratings
15. Travel time in key corridors
16. Emergency vehicle response time
17. Access to industrial property
18. Number of bike parking spaces

19. Bike route connections to off-road trails
20. % of city that is within a 'low-stress' bike route
21. Number of bicycle friendly businesses recognized by the League of American Bicyclists
22. Number of mode users for walking, biking, and transit as indicated by the Household Travel Survey
23. Progress toward STAR Community standards: a) drive alone max 25% and bike/walk min of 5%; b) 50% of households spending less than 15% of household income on transportation; and c) bike/pedestrian fatalities—progress toward Vision Zero

The Complete Streets Task Force shall create individual numeric benchmarks for each of the measures as a means of tracking the annual performance of this policy. The Complete Streets Task Force will record these measures in collaboration with the Bedford Streets Commissioner, the Tree Board, and the Bedford Police Department. An annual report shall be posted on the City of Bedford website summarizing increases or decreases for each performance measure.

L. Implementation

The City of Bedford shall view Complete Streets as integral to everyday transportation decision-making practices and processes. Toward this end, the policy shall be implemented through the following directives:

- 1) Complete Streets Task Force. A Complete Streets Task Force will be created within six months of policy adoption to serve as an objective observer, information resource, and collaborative partner for elected officials, municipal staff, all City Boards, Committees, Commissions, and community stakeholders.
- 2) Revisions.
 - a. Plans and Policies. The City of Bedford and other relevant departments, agencies, or committees will incorporate Complete Streets principles into all existing plans, manuals, checklists, decision-trees, rules, regulations, and programs as appropriate. This should include but not be limited to, the Code of Ordinances, the Comprehensive Plan, the Transportation Plan, and the Bicycle and Pedestrian Master Plan.
 - b. Existing Design Standards. The City of Bedford and other relevant departments, agencies, or committees will review current design standards, including subdivision regulations and new roadway construction guidelines, to ensure that they reflect the best available design standards and effectively implement Complete Streets.
- 3) Inventory. The City will maintain a comprehensive inventory of the pedestrian and bicycling infrastructure and will prioritize projects to eliminate gaps in these networks.
- 4) Funding. City staff will actively seek sources of funding to implement Complete Streets.

- 5) Project Selection Criteria. City staff shall recommend improvements to existing transportation project selection criteria to better support Complete Streets creation.
- 6) Coordination. The City shall continue to utilize inter-departmental project coordination to promote the better use of fiscal resources for activities that occur within the public right of way.
- 7) Staff Training. The City shall encourage staff professional development training on non-motorized transportation issues through conferences, classes, seminars, and workshops.
- 8) Education. Every Complete Streets project shall include an educational component to ensure that all users understand and can safely utilize the Complete Street.
- 9) Reporting. An annual report will be made to the City Council showing progress made in implementing this policy. The Complete Streets Task Force and other relevant departments, agencies, or committees shall report on the annual increase or decrease for each performance measure contained in this ordinance compared to the previous years.

The implementation of Complete Streets shall begin through the consideration of the following identified projects and initiatives that will be considered starting points:

- 1) Incorporate policy into the Bedford Comprehensive Plan
- 2) Implement pilot projects identified in the 2013 Stellar Community Award, 2016 Bicycle and Pedestrian Master Plan, 2016 Active Living Workshop, and 2017 Indiana University Sustaining Hoosier Communities Complete Streets Initiative.
 - a. Opening of the Milwaukee Depot
 - b. Downtown Streetscape improvements
 - c. Develop J Street Trail
 - d. Develop Limestone Trail-Downtown Connector Loop
 - e. Complete Harp Commons Park Scaping
 - f. Install Downtown art murals
 - g. Develop North Bedford Community Garden Site
 - h. Design Milwaukee Trail connectors
 - i. Install bike lanes on I + J Streets
 - j. Install bike racks on TASC buses
 - k. Install wayfinding signs for parks and trails
 - l. Install murals on 16th Street Overpass above Milwaukee Trail
- 3) Work on connections to and between trails, including improved signage
- 4) Seek funding support through all identifiable sources
- 5) Ensure that all bridge projects include sufficient pedestrian and bicycle accommodations
- 6) Distribute this policy to INDOT, local utilities, and other key agencies
- 7) Ensure consistency in street projects to create broader community benefits

- 8) Preserve and further maximize on-street parking for both convenience and commerce
- 9) Build intersections right the first time, with a vision for the present and future, and correct existing issues whenever possible
- 10) Work with the North Lawrence Community School System to develop a Safe Routes to School Program
- 11) Participate in the US Department of Transportation Mayor's Challenge for Safer People, Safer Streets
- 12) Pursue certification as a walk friendly and bike friendly city
- 13) Begin work on a Vision Zero policy aimed at preventing all traffic injuries and fatalities

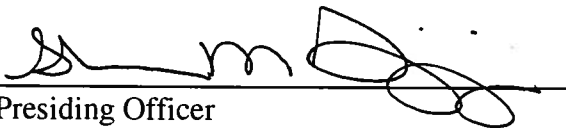
M. Sources

This policy is based on content from:

- 1) Indiana Complete Streets Coalition, Model Complete Streets Ordinance
- 2) Complete Streets Policy of Reading, Pennsylvania
- 3) Complete Streets Local Policy Workbook from Smart Growth America.
- 4) INDOT Complete Streets Guideline & Policy
- 5) Complete Streets Policy of West Hartford, Connecticut

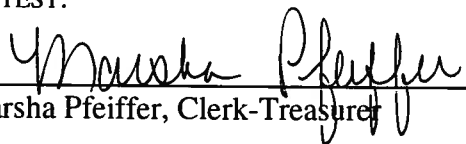
This Ordinance shall be in full force and effect from and after its passage.

DULY PASSED on this 10th day of April, 2018, by the Common Council of the City of Bedford, Indiana.



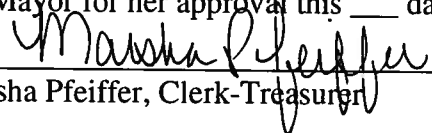
 Presiding Officer

ATTEST:



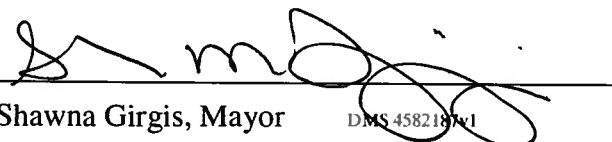
 Marsha Pfeiffer, Clerk-Treasurer

This Ordinance presented by me, the Clerk-Treasurer of the City of Bedford, Indiana, to the Mayor for her approval this ___ day of April, 2018.



 Marsha Pfeiffer, Clerk-Treasurer

This Ordinance signed and approved by me, the Mayor of the City of Bedford, Indiana, this 10th day of April, 2018.



 Shawna Girgis, Mayor DMS 458218 v1