



July 22, 2015

TO: Florida Department of Transportation Complete Streets Implementation Team

FROM: Roger Millar and Rayla Bellis, Smart Growth America

SUBJECT: Multimodal Development and Delivery (M2D2) – Technical Memorandum in Response to June 1-2, 2015 Workshop

The purpose of this technical memorandum is to:

- (1) Provide an initial framework for updating FDOT decision-making processes and documents to align them with the Complete Streets Policy. This framework will serve as the foundation for a more detailed Implementation Plan, to be developed in the fall of 2015;
- (2) Provide a brief overview of the FDOT Complete Streets Implementation effort and progress to-date; and
- (3) Summarize barriers to and opportunities for aligning FDOT's policies, approaches and practices with the Department's recently passed Complete Streets Policy, as identified by stakeholders during the M2D2 stakeholder workshop series in spring of 2015.

This memo contains the following sections:

Executive summary.....	2
Project purpose	4
Background	4
M2D2 workshop series overview.....	6
Findings from the M2D2 workshop series	7
Implementing the Complete Streets Policy: preliminary recommendations	12
Next steps	23

Executive summary

This Complete Streets technical memorandum lays the groundwork for FDOT's Complete Streets Implementation Plan by outlining a recommended **five-part framework for implementation** based on findings from a series of interactive workshops conducted for FDOT's Complete Streets Implementation Team. This memorandum will serve as a tool in collecting feedback from the Implementation Team and will be used to develop the detailed Implementation Plan in fall of 2015.

Detailed descriptions of the recommendations summarized below begin on **page 12** of this memorandum. For more information about the process used to develop these recommendations, please review pages 4-11.

I. Revising guidance, standards, manuals, policies, and other documents: Integrating a Complete Streets approach into the core documents used to guide daily decisions across programs will be a crucial step in successfully aligning FDOT's practices with the objectives of the Complete Streets Policy. The memorandum recommends a preliminary list of eleven documents that should be prioritized for revision to align with a Complete Streets approach and suggests general revisions for each document. Integrating a context-sensitive approach into planning, design, and operations is a common theme across these recommendations.

II. Updating decision-making processes: Implementing the Complete Streets Policy successfully will involve a shift in FDOT's core decision-making approaches. In addition to updating written guidance and procedures, this will mean changing how staff throughout the agency approach their jobs on a daily basis and shifting perceptions about the parameters of FDOT's role as a transportation provider. This memorandum recommends four strategies for modifying decision-making approaches: **1)** align decision-making criteria at all levels with a Complete Streets approach; **2)** change decision-making culture to support Complete Streets objectives; **3)** expand FDOT's role as a transportation provider and leader to meet the needs of a broader range of travelers; and **4)** improve communication across FDOT programs and with external partners.

III. Modifying approaches for measuring performance: This memorandum recommends aligning FDOT's performance measurement approaches at a variety of scales with the objectives of the Complete Streets Policy. This includes measures used to evaluate proposed future investments, the performance of individual transportation facilities, the performance of the full network, and the general effectiveness of FDOT's programs. The Complete Streets Implementation Plan will provide specific recommendations for incorporating measures that assess whether people and goods can reach destinations safely, comfortably, and conveniently while also reflecting the broader role of the transportation network in regional competitiveness, quality of life, and quality of place.

IV. Managing internal and external communication and collaboration during implementation: FDOT staff, consultants, and other partners will more readily embrace a Complete Streets approach and interpret it correctly if they are meaningfully engaged in the implementation process. This memorandum identifies types of stakeholders to engage in implementation and includes a broad framework for an engagement plan, grouping stakeholders into those that should be directly involved in updating documents, those that should be engaged in the process, and those that should be informed or updated periodically throughout the initiative.

V. Providing ongoing education and training: Once FDOT has updated documents and procedures to align with the Complete Streets Policy, the Department will need to provide ongoing education and training for staff and consultants working on FDOT projects. This will help create an internal culture in which considering and meeting the needs of all transportation system users is a core part of the Department's mission, while also ensuring that the changes to specific documents are interpreted correctly and the documents are used effectively throughout the agency. This memorandum recommends an initial framework for a Complete Streets training plan.

DRAFT

Project purpose

This initiative facilitates implementation of the Florida Department of Transportation (FDOT)'s recently passed Complete Streets Policy to promote safety, quality of life, and economic development in Florida.

FDOT recognizes that to carry out its mission in the context of 21st Century economic and demographic reality, the Department's standards and approaches for planning, designing, constructing, reconstructing, and operating transportation facilities must address the needs and interactions of all users of the transportation network across many contexts. A *Complete Streets* approach with a focus on integrating people and place in the transportation decision-making process will help FDOT achieve these goals. To do so, FDOT will need to implement policies and professional practices to ensure streets are safe for people of all ages and abilities, balance the needs of different modes of travel, and support local land uses, economies, cultures, and natural environments.

To implement FDOT's Complete Streets Policy successfully, transportation and land use professionals within FDOT and other state, regional, and local agencies will need knowledge and tools to guide them in planning, designing, building, and operating safe, context-sensitive transportation facilities for all users. FDOT's practices and measures of effectiveness will need to be aligned with the intent of the Complete Streets Policy at a variety of scales and levels within the Department.

To address this compelling need, FDOT and Smart Growth America (SGA) have partnered to identify necessary updates to FDOT policies, standards, guidance, manuals, procedures and general practices to put the FDOT Complete Streets Policy into action and develop a Complete Streets Implementation Plan outlining a work program for making the necessary changes.

This technical memorandum lays the groundwork for FDOT's Complete Streets Implementation Plan and identifies initial recommendations based on the results of a series of interactive workshops conducted for a Complete Streets Implementation Team of FDOT staff and external partners. This memo will serve as a tool in collecting feedback on the recommended approach from members of the Implementation Team and will be used to develop the detailed Complete Streets Implementation Plan in the fall of 2015.

Background

FDOT Complete Streets Policy

For many years, state and national organizations used federal datasets to highlight the disproportionately high rates of pedestrian fatalities in Florida. A 2011 report issued by Transportation for America, a program of Smart Growth America, again found that Florida's streets were among the most dangerous in the nation for pedestrians.¹

¹ Transportation for America. (2011). *Dangerous by Design*. <http://www.smartgrowthamerica.org/dangerous-by-design-2011>.

In response, FDOT launched a broad effort to proactively address the safety needs of all users of the transportation system. Former Secretary Ananth Prasad created Florida's Bicycle/Pedestrian Focused Initiative and tasked District One Secretary Billy Hattaway with championing it. Current FDOT Secretary Jim Boxold has pledged to continue and expand these efforts. Under Hattaway's leadership, FDOT and a coalition of partners from around the state are using a multidisciplinary approach to improve walking and bicycling safety that includes changing how streets are designed and built in Florida, updating policy and process, providing public education and outreach, and partnering with law enforcement.

As a component of this broad effort, in September of 2014, the Department adopted a Complete Streets Policy to ensure that Florida's transportation network supports safe and convenient travel for all transportation system users. The policy states that:

"...the Department will routinely plan, design, construct, reconstruct and operate a context-sensitive system of 'Complete Streets.' While maintaining safety and mobility, Complete Streets shall serve the transportation needs of transportation system users of all ages and abilities, including but not limited to: cyclists, freight handlers, motorists, pedestrians, and transit riders."

The policy also states that FDOT will integrate a Complete Streets approach into the Department's internal manuals, guidelines and related documents governing the planning, design, construction, and operation of transportation facilities.²

Working with SGA on implementation

FDOT partnered with SGA in late 2014 to launch a process to help implement the new Complete Streets Policy by aligning FDOT's documents and practices with the policy's intent. SGA's program, the National Complete Streets Coalition, has led the nationwide Complete Streets movement since 2004 by developing and promoting policies, decision-making approaches, and design practices that ensure streets are safe, convenient, and comfortable for all users.

With the help of a newly engaged Complete Streets Implementation Team, SGA is assisting FDOT in identifying a comprehensive set of changes to the Department's processes, procedures, and documents that will help institutionalize a Complete Streets approach. The Complete Streets Implementation Team includes representation from a cross-section of divisions within FDOT's Central Office and the seven District Offices, as well as several external partners chosen for specific perspectives on relevant topics such as local and regional land use planning in Florida and national best practices in creating transportation systems for all types of travelers.

This initiative incorporates an approach and process SGA initially developed with the Michigan Department of Transportation. Known as Multimodal Development and Delivery (M2D2), this process helps transportation agencies build internal capacity regarding best practices in context-sensitive, multimodal transportation decision-making and identify ways to update their practices to meet and balance the needs of all modes of transportation. FDOT's Complete Streets Implementation effort includes the following major phases:

² Florida Department of Transportation. (2014, September 17). *Complete Streets Policy*. <http://www.dot.state.fl.us/rddesign/CSI/000-625-017-a.pdf>.

1. **M2D2 workshops (spring 2015):** A series of training workshops on meeting and balancing the needs of all modes of travel provided to the Complete Streets Implementation Team by SGA to facilitate discussions about how to modify current FDOT practices;
2. **Complete Streets Implementation Plan (summer/fall 2015):** Development of an implementation program for updating FDOT's documents and practices to align with the new Complete Streets Policy through broad stakeholder engagement; and
3. **Implementation (late 2015-ongoing):** Modifying the identified FDOT documents and procedures and providing ongoing training to FDOT staff and other partners.

M2D2 workshop series overview

In spring of 2015, SGA facilitated a series of four workshops led by national experts on multimodal development and delivery to the Complete Streets Implementation Team. The primary goals of these workshops were to educate project stakeholders on the national state of the practice in implementing a Complete Streets approach, provide a common vocabulary, and facilitate discussion about barriers, gaps, and opportunities in current FDOT practices and documents—as well as the practices of FDOT's external partners—to supporting and balancing the needs of all users of the state transportation network.

The workshops in this series addressed the following topics:

Workshop #1: Land Use and Transportation (March 10, 2015)

- Introduction to planning
- Zoning and subdivisions
- Land use planning in the Florida context
- Planning for economic and fiscal health
- Integrating land use and transportation

Workshop #2: Active Transportation: Walking, Bicycling, and Transit (April 7-8, 2015)

- Active transportation at FDOT
- The state role in active transportation
- Active transportation, land use, and successful transit-oriented development
- Transit fundamentals
- Designing for active transportation, and understanding and overcoming challenges
- Implementing a decision-making process to routinely create great environments for active transportation
- Performance measures for active transportation, and making the case for Complete Streets

Workshop #3: Intelligent Transportation Systems (ITS), Transportation Demand Management (TDM), and Freight Logistics (May 13-14, 2015)

ITS

- Overview of ITS
- State of the ITS practice in Florida
- ITS strategies and applications for all modes
- Establishing a multimodal ITS vision for FDOT

TDM

- Overview of TDM
- TDM in Florida
- Typical and atypical tools for TDM and implementation
- The state role in TDM
- Incorporating TDM into FDOT project development and design

Freight Logistics:

- Overview of freight at FDOT
- Overview of supply chain management
- Role of supply chain decisions in firm strategy
- How firms make supply chain decisions
- Integrating supply chain management considerations into FDOT planning and design practices

Workshop #4: Multimodal Integration and Tradeoffs (June 1-2, 2015)

- Summary of findings from past workshops
- Implementing design flexibility
- Discussion of FDOT internal and external decision-making practices that could be modified to support Complete Streets
- Discussion of FDOT policies and guidance to update
- Discussion of how to structure a process to update FDOT documents and practices

Findings from the M2D2 workshop series

During the M2D2 workshop series, the Complete Streets Implementation Team identified a variety of barriers and gaps within FDOT's and its partners' practices that hinder Complete Streets outcomes, as well as considerations for addressing those challenges. Stakeholders also identified other opportunities to better meet the needs of all users of the transportation network.

SGA presented a summary of the considerations identified by the group during the two-day Multimodal Integration and Tradeoffs workshop on June 1-2. Discussions during the June workshop led to the identification of several additional considerations and opportunities. A categorized version of this list is outlined below, grouped as follows:

- I. FDOT organizational structure
- II. Planning, programming, and project scoping
- III. Design practices
- IV. Management and operations
- V. Funding
- VI. Performance measurement
- VII. Defining FDOT's role in implementing Complete Streets and working with partners
- VIII. Changing the culture, communicating about Complete Streets, and building leadership

The comments provided below reflect the content of the discussions and indicate the range and depth of recommendations, and do not necessarily reflect current or future Department policies or positions. Some comments may not be within FDOT's ability or may be longer-term issues, but they are provided here as a record of the discussions and their outcomes.

I. FDOT organizational structure

Considerations and opportunities

- Reduce silos across FDOT programs to improve communication and enable working toward a common Complete Streets vision
- Find the right balance between a centralized and decentralized approach to implementation across the seven districts – encourage sensitivity to context, but reduce variation in interpretation of policies
- Build on existing FDOT stakeholder engagement processes used during regular document updates to ensure broad buy-in during the implementation effort
- Build on existing training processes to educate internal staff and external partners about a Complete Streets approach

II. Planning, programming, and project scoping

Considerations and opportunities

- Revisit measures of effectiveness and goals used to prioritize projects in the Long Range Transportation Plan (ex. economic development needs rather than capacity needs)
- Engage in integrated corridor planning in partnership with local and regional governments
- Get broad stakeholder buy-in during planning to help sustain corridor visions through changes in political leadership
- Take a network approach to Complete Streets – design individual projects to fit the context, but make the network work for all users
- Consider solutions outside the project corridor to meet identified needs that cannot be addressed on the facility in question
- Educate FDOT staff about the programming process for greater transparency
- Identify stakeholder needs/concerns earlier in and throughout the project development process
- Engage design engineers during initial project development
- Identify ways to address the needs of all users within 3R project scopes
- Incorporate consideration of ITS and TDM strategies into project development and related documents
- Look beyond peak period travel conditions to make project decisions
- Investigate whether forecasting models used in decision-making are overestimating demand

III. Design practices

Considerations and opportunities

- Incorporate a more context-sensitive approach into design practices, and provide guidance on considering context (ex. transects for land use, freight activity, etc.)
- Build more flexibility into FDOT design standards
- Improve staff awareness of the flexibility already available in FDOT and national standards
- Create design standards that respond to context, such that narrower lane widths (11' and 10') meet the standards in the appropriate contexts
- Create a culture that encourages the use of design variations to meet context-appropriate design goals, and incorporate commonly-processed design variations into the standards themselves
- Discourage use of FDOT standards in inappropriate contexts (ex. for local roads)
- Modify standards for SIS facilities to allow more design flexibility when facilities are located in urban areas.
- Choose design and control vehicles to fit individual project contexts
- Implement the concept of target speed, where the design speed is selected to match the desired travel speed for the corridor
- Develop guidance on accommodating the last mile of freight deliveries in urban/main street contexts while preserving walkability and quality of the built environment.
- Design from the outside in to make the best use of limited right-of-way
- Develop more guidance for choosing the right bicycle facility for the context
- Look at low-cost, temporary improvements like re-striping
- Change "lane elimination" terminology to reduce negative connotations
- Clarify how Complete Streets objectives fit within the "practical design" approach for 3R projects to discourage misinterpretations of the concept
- Consider modifying bus stop placement guidance to prevent or discourage transit riders from crossing the street mid-block

IV. Management and operations

Considerations and opportunities

- Build on current approaches and identify new strategies for using ITS applications on FDOT's arterial network to improve safety for all users
- Update FDOT policies on the use of multimodal ITS
- Proactively provide FDOT data to third party mobile phone application developers
- Establish partnerships to implement multimodal ITS (ex. with transit agencies, bike share, etc.)
- Collect better real-time and historic data to inform multimodal system management
- Promote TDM more actively as an option during project planning and construction

V. Funding

Considerations and opportunities

- Evaluate FDOT's work program for opportunities to better support all users
- Align criteria used to allocate funding with the Complete Streets Policy
- Look at the return on investment of Complete Streets projects to help make the case
- Explore public/private partnerships and joint funding

VI. Performance measurement

Considerations and opportunities

- Evaluate the role of current measures of performance (ex. LOS) that encourage prioritization of vehicle capacity and speed
- Give performance measures for other travel modes an explicit role in decision-making
- Consider incorporating measures of person throughput and/or access to destinations
- Make the case for Complete Streets in terms that FDOT management, staff, and other partners statewide care about; tie the goals of Complete Streets to FDOT's Mission and Vision, and develop performance measures for assessing impacts on economic development, public health, livability, etc.

VII. Defining FDOT's role and working with partners

Considerations and opportunities

- Incorporate a Complete Streets approach throughout the Florida Green Book – the Traditional Neighborhood Development chapter currently feels like the exception
- Work with local governments, MPOs, transit agencies, etc. to ensure that their decisions do not work at odds with Complete Streets objectives
- Take a leadership role in promoting transit network development as a tool for building capacity, and consider becoming a long-term operator of transit
- Find local governments willing to partner on Complete Streets pilot projects and use those partnerships to demonstrate success
- Provide education to local and regional decision-makers as plans get developed
- Participate collaboratively in local land use planning, zoning, and development processes
- Communicate with MPOs earlier as they develop priorities, and partner to deliver projects
- Engage stakeholders earlier in 3R projects so they have time to coordinate their own related improvements. Consider extending the 3R project development timeline
- Use FDOT policies and investments to incentivize local development decisions that support Complete Streets
- Address pressures to quickly approve new development at the local level, which can pose barriers to consideration of long-term regional implications
- Proactively communicate with a variety of local partners during project development – local agencies often contain silos, and representatives working with FDOT don't always speak effectively for all stakeholders
- Host "Planning Listening Sessions" to bring planning agencies together to discuss their wish lists and generate a project list everyone can work from (D6 model)
- Build comprehensive GIS layer(s) of corridor plans, town plans, redevelopment plans, etc. to inform planning and project decisions (D4 model)

VIII. Changing the culture, communicating about Complete Streets, and building leadership

Considerations and opportunities

- Cultivate Complete Streets champions among FDOT leadership and project managers, and promote Complete Streets in working with other partners throughout the state.
- Emphasize that Complete Streets is an approach for meeting the needs of all users, including bicycles and pedestrians, but also freight, transit, motorists, etc.
- Be a convener and facilitator in bringing in all stakeholders during decision-making
- Address the perception that FDOT's primary role is to provide for statewide travel only, and that Complete Streets is a "local issue"
- Provide Complete Streets workshops and training for the FDOT districts
- Make sure FDOT's Complete Streets goals are conveyed to consultants
- Discourage interpretation of Complete Streets as a one-size-fits-all approach among staff and consultants – encourage context-sensitivity
- Share the economic benefits of Complete Streets and success stories from other places
- Publicize FDOT's work on Complete Streets; tell the story
- Help FDOT staff experience biking and walking firsthand to build awareness
- Work with engineering schools to modify curriculum to include Complete Streets and context-sensitive design
- Address the perception among some partners in local and regional agencies that FDOT is the "Department of No"

Implementing the Complete Streets Policy: preliminary recommendations

This technical memorandum is an interim deliverable in the development of FDOT's Complete Streets Implementation Plan, which will provide a detailed framework for integrating a Complete Streets approach into the Department's practices at all levels through a comprehensive stakeholder engagement process. This memorandum provides a foundation for the Implementation Plan by outlining initial recommendations in the following pages based on findings from the M2D2 workshop series, and will serve as a tool in collecting feedback from members of the Implementation Team. Recommendations in this memorandum fall within the following categories:

- I. Revising guidance, standards, manuals, policies, and other documents
- II. Updating decision-making processes
- III. Modifying approaches for measuring performance
- IV. Managing internal and external communication and collaboration
- V. Providing ongoing education and training

These preliminary recommendations will be discussed with the Complete Streets Implementation Team and revised and expanded for inclusion in the Implementation Plan. The plan will also recommend an implementation timeline and assign more specific leadership responsibilities.

I. Revising guidance, standards, manuals, policies, and other documents

One of the primary purposes of the forthcoming Complete Streets Implementation Plan will be to identify and prioritize a set of documents for revision to align with the Complete Streets Policy and outline specific recommended updates for each document. FDOT has a wealth of guidance and research in place already that can support the Complete Streets Implementation effort, but much of it is not integrated directly into decision-making on a large scale because the core documents that influence planning, project development, design, and operations on a daily basis do not reflect the findings. In many cases staff and consultants are unaware of the existence of resources relevant to Complete Streets Implementation or do not know how to use them effectively.

Integrating a Complete Streets approach into the core documents used to guide daily decisions across programs is a primary objective of the Complete Streets Implementation effort. The implementation process should include a review of FDOT's existing resources to identify guidance that can be integrated directly in to the Department's core documents. The implementation process will also provide an opportunity to review the latest national guidance on Complete Streets planning and design to incorporate best practices in to FDOT's standards and guidance as appropriate.

This memorandum recommends a preliminary list of core FDOT documents that should be prioritized for revision below and suggests general revisions for each document. This list of documents will be discussed with the Implementation Team and revised as necessary. The Complete Streets Implementation Plan will include more detailed recommended revisions for each document.

Prioritizing documents for revision

SGA surveyed FDOT's website following the launch of the Complete Streets Implementation initiative and compiled a list of more than 130 standards, manuals, procedures, policies, guidance, reports and other documents available online. This list (available as an attachment) served as a starting point for identifying the most important FDOT documents to revise to implement the Complete Streets Policy. During the M2D2 workshop series, participants discussed a variety of barriers and gaps posed by existing documents and opportunities to modify those documents to enable Complete Streets outcomes. At the final Multimodal Integration and Tradeoffs workshop on June 1-2, Implementation Team members began to identify a smaller subset of documents that should be prioritized for revision.

Following the workshops, the SGA project team conducted an evaluation of the documents and identified a short list of recommended standards, guidance, policies and procedures to prioritize for revision based on the workshop discussions, as well as the following considerations:

- The overall significance of the document in FDOT's planning and project development decision-making;
- The anticipated impact updating the document would have in enabling, or removing barriers to, Department-wide adoption of a Complete Streets approach; and
- The anticipated impact updating the document would have in addressing specific issues raised by the Implementation Team during the workshop series, as listed above within the "Findings from the M2D2 workshop series" section of this memorandum.

Table I lists the recommended documents and suggested revisions for each. These documents have been identified as a high priority, but a number of additional documents may need to be updated for consistency with these priority documents.

Table I: Proposed list of priority documents to revise

Document	Responsible lead office	Primary suggested revision(s)
1. Plans Preparation Manual (PPM)	Office of Roadway Design	<u>Revisions:</u> <ul style="list-style-type: none">• Incorporate a Complete Streets framework throughout and clarify that it should be the standard approach, not the exception• Incorporate context-sensitive design criteria throughout:<ul style="list-style-type: none">○ Identify and provide guidance on selecting appropriate context descriptions (e.g. transects or context zones – consider modeling after D7 Freight Roadway Design Considerations process.)○ Provide guidance on choosing a design and control vehicle to fit the context○ Modify overall approach for selecting design speed; Use a target speed○ Add guidance on balancing and prioritizing the needs of different system users based on context• Add language encouraging flexibility, and incorporate commonly processed design variations directly into the standards; reduce or remove the need for design variations by

		<p>modifying criteria to respond to context</p> <ul style="list-style-type: none"> • Update existing design standards and criteria for specific modes of travel as necessary to align with national Complete Streets best practices • Provide guidance on designing Complete Streets within the scope of 3R projects (Chapter 25)
2. Uniform Standards for Design, Construction and Maintenance for Streets and Highways (Florida Greenbook)	Office of Roadway Design	<p><u>Revisions:</u></p> <p>Note: The Florida Greenbook is statutorily established, so the proposed revisions below will need to be considered and discussed within that context. FDOT also does not have direct authority over the Greenbook and would need to share any revisions with the Greenbook Committee for review and approval.</p> <ul style="list-style-type: none"> • Incorporate a Complete Streets framework throughout and clarify that it should be the standard approach, not the exception • Expand discussion of achieving broad coordination and collaboration across partners during transportation project planning • Expand discussion of the relationship between land use and transportation, including the role land development decisions play in supporting or hindering Complete Streets • Address the importance of network connectivity • Incorporate context-sensitive design criteria throughout: <ul style="list-style-type: none"> ◦ Provide guidance on choosing a design and control vehicle to fit the context ◦ Update Project Development Chapter to discuss the PD&E process and the points at which the local governments and public are involved in determining the multimodal improvements which meet the needs of their community and address the specific travel characteristics of the area ◦ Modify overall approach for selecting design speed; consider using target speed ◦ Add guidance on balancing and prioritizing the needs of different system users based on context • Update existing design standards and criteria for specific modes of travel as necessary to align with national Complete Streets best practices • Provide guidance on and encourage the use of ITS, TDM, and other system management strategies
3. Efficient Transportation Decision Making Manual	Environmental Management Office	<p><u>Revisions</u></p> <ul style="list-style-type: none"> • Update discussion of the Alternative Corridor Evaluation, Planning Screen, and Programming Screen processes to include consideration of Complete Streets objectives • Include descriptions and consideration of contexts as described in the PPM. • Expand discussion of working with local and regional agencies and other partners during planning and programming screenings

4. Project Development and Environment (PD&E) Manual	Environmental Management Office	<u>Revisions</u> <ul style="list-style-type: none"> Expand discussion of working with local and regional agencies and other partners during PD&E Update discussion of Project Description, Purpose and Need, and Alternatives to discourage overly prescriptive definitions of project need and encourage innovative alternatives development Outline a framework for identifying project context (potentially modeled after District 7 draft Freight Roadway Design Considerations document) Add discussion of engineering decisions that should be considered during PD&E, such as identification of an initial target speed based on context Describe the transition process from PD&E into design
5. Traffic Engineering Manual (TEM)	Traffic Engineering and Operations Office	<u>Revisions</u> <ul style="list-style-type: none"> Update guidance on signalization, signage, and pavement markings as appropriate to incorporate current national Complete Streets best practices Update criteria for installation of pedestrian crossings and signalization as necessary to support Complete Streets objectives, including context-based guidance. Consider adding guidance on and criteria for installing transit and bicycle signals
6. LOS Standards for the State Highway System	Systems Planning Office	<u>Revisions</u> <ul style="list-style-type: none"> Clarify that LOS should be one consideration of many during design decisions Incorporate more flexibility and/or provide a framework for applying different LOS standards based on a broader variety of contexts
7. Quality/Level of Service Handbook	Systems Planning Office	<u>Revisions</u> <ul style="list-style-type: none"> Clarify that LOS should be one consideration of many during design decisions Evaluate existing Q/LOS measures recommended for each travel mode and update/expand to align with Complete Streets objectives and national best practices as appropriate Consider expanding into a broader Complete Streets Performance Measurement Handbook
8. Intersection Design Guide	Office of Roadway Design	<u>Revisions</u> <ul style="list-style-type: none"> Incorporate national best practices and guidance in designing intersections for all transportation system users Incorporate consideration of context into design criteria
9. SIS Highway Component Standards and Criteria	Systems Planning Office	<u>Revisions</u> <ul style="list-style-type: none"> Update discussion of developing SIS Corridor Plans to incorporate consideration of Complete Streets objectives upfront Update design standards to include sensitivity to context Reduce minimum design speeds for urban areas and/or recommend (or require) lower design speeds for certain land use contexts

10. Practical Design Handbook	Office of Design	<u>Revisions</u> <ul style="list-style-type: none"> Update practical design framing to articulate how Complete Streets objectives fit within the approach Revise Practical Design checklist to remove prescriptive language. Consider removing checklist altogether
11. Freight Roadway Design Considerations (NEW document and/or document section)	Office of Freight Logistics and Passenger Operations	<u>Recommended new guidance</u> <ul style="list-style-type: none"> Update and expand District 7 draft Freight Roadway Design Considerations for statewide use, OR <ul style="list-style-type: none"> Integrate content (inc. the approach for identifying project context as well as specific freight design considerations) directly into the PPM, PD&E manual, and other documents where appropriate

II. Updating decision-making processes

Implementing the Complete Streets Policy successfully through the revisions outlined in Task I will involve a shift in FDOT's core decision-making processes and approaches. In addition to updating written guidance and procedures to align with the intent of the policy, this will mean changing how staff throughout the agency approach their jobs on a daily basis and shifting common perceptions about the parameters of FDOT's role as a transportation provider. While this type of Department-wide shift is challenging to achieve, it will be essential to ensuring that the updates made to FDOT's standards and manuals lead to meaningful changes in how the transportation system is planned, designed, built and operated.

Based on discussions during the M2D2 workshop series, this memorandum outlines four recommended strategies below for evaluating and modifying FDOT's current processes and decision-making approaches at a broad level to implement the Complete Streets Policy. These recommendations will be developed further based on feedback from the Complete Streets Implementation Team and incorporated into the process for revision of FDOT guidance, standards, manuals, policies, and other documents.

Align decision-making criteria with a Complete Streets approach

In order to internalize a Complete Streets approach within FDOT's practices, the Department will need to evaluate whether the criteria and measures currently being used to inform decision-making at all levels – from strategic planning and visioning, to programming and project selection, to traffic engineering decisions and evaluation – are supporting or hindering the objectives of the Complete Streets Policy. To do this, FDOT will need to:

- Articulate goals and objectives for the transportation system within the context of the Complete Streets Policy and other priorities;
- Identify the criteria and measures used to make decisions across the Department at all levels; and
- Examine whether the existing criteria and measures align with desired Complete Streets goals and modifying those criteria and measures as necessary.

Change decision-making culture

In addition to examining formal decision-making criteria, the Department will also need to achieve a fundamental shift in decision-making culture across programs to successfully implement the Complete Streets Policy. This will require:

- Engaging a broad cross-section of staff, consultants, and appropriate external partners during the implementation process to ensure that they buy in to the approach and contribute their own expertise and perspectives to the process (as described in greater detail in section IV below);
- Providing ongoing education and training to staff, consultants, and other external partners, (as described in greater detail in section V below);
- Creating an internal culture that rewards innovation, and potentially connecting measures of staff and consultant job performance to Complete Streets outcomes; and
- Building leadership within the Department to carry the Complete Streets approach forward.

Expand FDOT's role as a transportation provider and leader

Implementing a Complete Streets approach on a statewide level will require coordination and sustained leadership, and M2D2 workshop participants discussed the need to evaluate and potentially expand FDOT's core role as a transportation provider to meet the needs of a broader range of travelers. One major theme that emerged from these discussions was the question of whether FDOT should take on a more proactive rather than reactionary role in working with other agencies and organizations at the state, regional, and local levels to implement Complete Streets. The following specific strategies raised by workshop participants should be considered during implementation:

- Take a leadership role in promoting transit system development as an approach for expanding capacity, and consider becoming a long-term operator of transit;
- Reframe FDOT's core responsibilities to include consideration of local travel as well as statewide and regional trips, recognizing that many automobile trips currently taken on state facilities are three miles or fewer; and
- Take a proactive role in initiating road diets and other Complete Streets pilot projects in partnership with willing communities across the state.

Improving communication across FDOT programs and with external partners

During the M2D2 workshop series, participants pointed to decision-making 'silos' across FDOT programs and between FDOT and other agencies as a significant barrier to Complete Streets Implementation. Many partners play a role in implementing Complete Streets, and without good communication these players will end up working independently and even at odds with one another, rather than toward a common vision. Workshop participants discussed a number of strategies for improving coordination across relevant stakeholders, including:

- Engaging a broader cross-section of staff early during project planning, and communicating with MPOs and other local and regional agencies earlier so that they can coordinate their own related investments;
- Collaborating more proactively with local governments in land use decision-making; and

- Developing and maintaining Complete Streets network plans and GIS layers that compile information from existing land use and transportation plans to identify gaps in network connectivity and aid coordination across programs and with other agencies.

III. Modifying approaches for measuring performance

During the M2D2 workshop series, members of the Complete Streets Implementation Team discussed the importance of aligning FDOT's approaches for measuring performance at a variety of scales with the objectives of the Complete Streets Policy. This includes measures and criteria used to evaluate proposed future investments, the performance of individual transportation facilities, the performance of the network as a whole, and the general effectiveness of FDOT's programs.

Implementing FDOT's Complete Streets Policy successfully will require incorporating criteria into decision-making that assess whether people and goods can reach destinations safely, comfortably, and conveniently while also reflecting the broader role of the transportation network in contributing to regional competitiveness, quality of life, and quality of place. These types of measures can also help make the case for transportation investments in terms that decision-makers and the public care about, including:

- Safety for all travelers
- Access to jobs, services, and other destinations
- State, regional, and local economic development
- Environmental sustainability
- Community livability and vitality
- Social equity
- Public health

Participants in the M2D2 workshop series pointed to several barriers to Complete Streets Implementation posed by FDOT's current performance measurement approaches and criteria:

- FDOT's LOS standards and other performance measures place an implicit priority on vehicle capacity and speed during planning, project prioritization, design, and operations, impacting decisions made at the network, corridor, intersection, and project scales;
- While the Department does recommend and provide guidance on quality and level of service measures for other modes of transportation, these measures are advisory and do not play an explicit role in decision-making;
- Performance requirements for routine maintenance, highway pavement, and bridge conditions guide a large portion of the Department's budget, but do not fully account for the needs of all modes of travel; and
- Programs within FDOT are generally evaluated based on the efficiency of project delivery, which creates pressures to move projects forward quickly and on budget. This can perpetuate a one-size-fits-all approach to decision-making rather than rewarding innovation, creative problem solving, and context-sensitivity.

The forthcoming Complete Streets Implementation Plan will include recommendations for incorporating Complete Streets performance measures into the Department's decision-making at a

variety of levels, as well as using those measures to help make a case for and build support for Complete Streets investments.

IV. Managing internal and external communication and collaboration during implementation

FDOT staff, consultants, and other partners will more readily embrace a Complete Streets approach and interpret it correctly if they are meaningfully engaged in the implementation process. Inviting a variety of internal and external stakeholders to participate will also help ensure that the updated documents address the diverse needs of these partners, while breaking down barriers in communication across FDOT programs and between FDOT and other stakeholders who may currently be interpreting the Complete Streets Policy differently or failing to consider it altogether.

During the M2D2 workshop series, participants identified a variety of categories of partners and stakeholders to engage during the Complete Streets Implementation process. These stakeholders included:

- FDOT staff
- Federal agencies
- Other state agencies
- Visit Florida
- Cities and counties, including elected officials
- Regional Planning Councils (RPCs)
- Metropolitan Planning Organizations (MPOs) and Transportation Planning Organizations (TPOs)
- Developers
- Transit agencies
- Bike share providers
- Freight handlers
- Other modal partners
- Law enforcement
- Emergency management
- Utilities
- Major employers
- Commuter Assistance Program Managers
- Businesses
- AARP
- Other non-profits
- Transportation system users

It will be important for FDOT to develop a comprehensive outreach and communication plan for engaging these stakeholders during the document update process. In addition to outreach about the Complete Streets Implementation process as a whole, each document identified as a priority for revision will likely require its own outreach approach based on existing processes for making updates. Likewise, different types of stakeholders will need to be engaged at different levels and different points throughout the process, and in some cases the right stakeholders to engage will vary from district to district.

Table II below outlines a broad potential framework for a Complete Streets engagement plan, grouping stakeholders into those directly involved in the document updates, those that should be engaged, and those that should be informed. This framework will be revised and developed further in the Complete Streets Implementation Plan based on feedback from the Complete Streets Implementation Team. It could also be expanded to include sub-plans for each document or specific plans developed by each district.

Given the scale of this effort, participants in the M2D2 workshop series discussed building on FDOT's existing outreach structures and processes for getting buy-in during document updates to ensure that the engagement process is comprehensive and efficient. This could include:

- Continuing to engage the existing Complete Streets Implementation Team in providing feedback and direction throughout the update process;
- Using and expanding the existing outreach approaches for documents that are already updated regularly, such as the Plans Preparation Manual and Florida Greenbook;
- Using the broad stakeholder engagement approach applied during the Florida Transportation Plan visioning process as a model;
- Using existing committees and coalitions focused on issues related to Complete Streets to collect feedback from key stakeholders and disseminate updates about the process to broader groups of constituents;
- Using quarterly cross-district functional team meetings and other standing meetings as venues for providing updates on the process and soliciting feedback; and
- Enlisting the help of RPCs, MPOs, or the League of Cities to provide updates to and collect feedback from cities and counties.

Table II. Tiers for stakeholder involvement during Complete Streets Implementation

Tier of involvement	Participants	Role
Tier 1: Conducting updates to FDOT documents		
Complete Streets Implementation Management Team	Core group of FDOT staff representing a cross-section of appropriate offices	<ul style="list-style-type: none"> • Oversee the process for revising the identified documents • Manage revision teams for each document and coordinate across teams
Document revision teams	Teams of FDOT staff within the appropriate office for each identified document	<ul style="list-style-type: none"> • Conduct the necessary updates to each document under leadership of the Management Team
Tier 2: Engaged		
Complete Streets Partner Steering Committee	Group of internal and external stakeholders representing relevant agencies and organizations – could evolve from the existing Complete Streets Implementation Team, potentially including broader external representation	<ul style="list-style-type: none"> • Meet periodically throughout the Complete Streets Implementation process to discuss progress and provide feedback on the overall direction of the initiative • Provide diverse expertise and perspectives • Represent and communicate back to constituents about the initiative
Internal review committees for each document	Broad representation of relevant staff from the District and Central Offices, possibly including consultants	<ul style="list-style-type: none"> • Provide direction and feedback at key points throughout the update processes for each document

External advisory committees for each document	Representatives from relevant agencies and organizations invited by FDOT to provide feedback – would choose whether or not to participate (or at what level to participate) based on interest and time commitment involved	<ul style="list-style-type: none"> • Provide direction and feedback at key points throughout the update processes for each document • Represent and communicate back to constituents about the update
Tier 3: Informed		
FDOT executive oversight	Appropriate representation from FDOT leadership	<ul style="list-style-type: none"> • Receive periodic updates on progress and make course-corrections as needed • Approve the revised documents
Broad stakeholder outreach	Comprehensive representation from the categories of internal and external stakeholders listed above, and others as appropriate	<ul style="list-style-type: none"> • Receive periodic updates on the initiative and/or individual document revisions and provide feedback as appropriate • Could be reached through a combination of presentations and webinars, targeted outreach, and updates during standing meetings

V. Providing ongoing education and training

Incorporating a Complete Streets approach into FDOT's practices will require a broad culture change within the Department. Once FDOT has updated the identified documents and procedures, the Department will need to provide ongoing education and training for staff, as well as consultants working on FDOT projects. This will help create an internal culture in which considering and meeting the needs of all transportation system users is a core part of the Department's mission, while also ensuring that the changes to specific documents are interpreted correctly and the documents are used effectively throughout the agency. Regular training will also help prevent a "one-size-fits-all" interpretation of the Complete Streets approach in which project designers rely on a standard set of design features for each mode of travel from project to project regardless of differences in context.

This technical memo outlines initial considerations for training below based on discussions during the M2D2 workshop series. The Complete Streets Implementation Plan will include an expanded framework for providing training to FDOT's staff, consultants and other partners based on feedback from the Complete Streets Implementation Team.

Who should participate in training?

Implementing the Complete Streets Policy will require a change in the decision-making culture at a variety of scales and levels within the Department, so the Complete Streets training program should be designed to have a broad reach within the seven District Offices, the Turnpike Enterprise, and the Central Office.

While the appropriate people to include in training will likely vary from program to program and district to district, it may be useful to provide tailored training to specific tiers and groupings, such as:

- Directors in the seven District Offices and the Turnpike Enterprise
- Project managers and administrators (staff and consultants)
- Planners and EMO staff
- Design engineers
- Traffic operations
- District bicycle and pedestrian coordinators
- District bicycle and pedestrian safety specialists
- District MPO and local government liaisons
- Other consultants engaged regularly

In addition, FDOT can also provide training and education to other stakeholders who partner with the Department in planning and designing transportation projects, rely on FDOT standards and manuals in their own practices, or make local and regional land use decisions. These stakeholders might include MPOs, TPOs, and city and county governments, among others.

How to provide training

FDOT can deliver training on Complete Streets in a combination of formats, including in-person workshops, webinars, and on-demand training modules available online. During the Multimodal Integration and Tradeoffs workshop held on June 1-2, 2015, participants discussed developing a tiered approach to training, relying primarily on FDOT's existing training processes and other existing structures to educate staff and consultants. This could include:

- Incorporating new Complete Streets training sessions for the FDOT districts into Central Office training plans as they are updated;
- Building Complete Streets-related curriculum into the Office of Roadway Design's regular Design Update Training, and the Engineering Academy webinar series;
- Including basic education on the Complete Streets approach during existing processes for checking in with consultants, such as the quarterly consultant management meetings; and
- Using the existing Mobility Review Guide training course to educate local governments about Complete Streets.

What topics to cover

In order to successfully integrate a Complete Streets approach into FDOT's decision-making, it may be appropriate for FDOT to develop a set of Complete Streets training courses covering a variety of related topics. These courses could be conducted as a series, or individually as needed. Topics for new Complete Streets-related training could include:

- A Complete Streets 101 course to introduce the concept and summarize how the approach fits within all levels of decision-making;
- A training course on using a context-sensitive approach and exercising flexibility in design;
- Training courses on best practices in designing to meet the needs of specific modes and types of transportation system users, potentially modeled on the M2D2 curriculum;
- Training in the use of specific manuals, guidelines, standards and procedures that have been updated during the Complete Streets Implementation process; and
- Training on partnering with regional and local agencies to implement Complete Streets, potentially also open to external stakeholders.

Next steps

This technical memorandum will be discussed in August of 2015 with the Complete Streets Implementation Team. Based on the outcomes of those discussions, the SGA project team will work with FDOT staff to develop a more detailed Complete Streets Implementation Plan to guide updating the identified FDOT processes and documents through a broad stakeholder engagement process and conducting ongoing education and training. This plan will outline a more detailed set of recommended actions, process, timelines and responsibilities.

An initial draft of the Complete Streets Implementation Plan will be shared with the Implementation Team for review in early fall 2015 and revised based on feedback received.