



Smart Growth America
Making Neighborhoods Great Together

Complete Streets Implementation: Workshop #5

Draft Technical Memorandum

Multimodal Development and Delivery (M2D2)

August 26, 2015

Orlando, Florida

The background image shows a vibrant street scene. In the foreground, several pedestrians are walking on a sidewalk. To the left, there's a storefront with a red awning and a sign that says "SULTRE". Further back, a yellow awning for "BRIARPATCH" is visible. A sign for "TIMOTHY'S" is also partially seen. The scene is filled with trees and a clear sky, suggesting a sunny day.

Purpose: Complete Streets Implementation

Project Mission: Determine what modifications to FDOT policies, guidance, manuals, procedures and general practices are needed to put the FDOT Complete Streets Policy into action, and develop a Work Plan to accomplish identified document modifications.

Multimodal Development and Delivery (M2D2) approach

Designed to help build internal agency capacity regarding best practices in **context-sensitive, multimodal transportation decision-making** and identify ways to update practices to meet and **balance the needs of all modes of transportation**.





M2D2 Objectives

- To explore the needs and expectations for **each transportation mode** and identify ways to balance those needs and modes collectively.
- To understand **barriers, gaps, and opportunities** that exist in current practices, standards and guidance to address the needs of all modes **in a variety of contexts**.

Workshops To-Date



| | |
|-----------|--|
| Feb. 16 | Complete Streets kick-off meeting |
| March 10 | Workshop #1: Land Use and transportation |
| April 7-8 | Workshop #2: Active Transportation: Walking, Biking, and Transit |
| May 13-14 | Workshop #3: Intelligent Transportation Systems (ITS) Transportation Demand Management (TDM) Freight Logistics |
| June 1-2 | Workshop #4: Multimodal Integration and Tradeoffs |



Today's Workshop Objectives

- Review the draft Complete Streets Technical Memorandum
- Discuss the recommendations in the memo, and identify:
 - Any necessary modifications to the general approach
 - Additional detail that can/should be added to each recommendation
- Discuss next steps for developing the Complete Streets Implementation Plan



Agenda

- Overview of the Complete Streets draft technical memorandum
- Detailed overview of the recommendations - presentation and discussion
- Small group breakouts
- Lunch
- Report out and group discussion
- Next steps





Purpose of the technical memorandum

1. Lay the groundwork for the Complete Streets Implementation Plan
2. Provide an overview of the Complete Streets Implementation effort to-date
3. Summarize the findings of previous workshops, including barriers to and opportunities for aligning policies, approaches and practices with the Complete Streets Policy



Process for developing the draft technical memo

Since the Multimodal Integration workshop on June 1-2, 2015:

- Reviewed and compiled findings from workshops 1-4
- Conducted an evaluation of FDOT documents, and developed a proposed short list of documents to revise
- Developed a draft technical memorandum outlining a five-part framework for Complete Streets Implementation
- Reviewed the draft technical memo with the Central Office core team

Next:

- **Receive feedback from the Complete Streets Implementation Team**
- Develop detailed draft Complete Streets Implementation Plan – by early October, 2015
- Review the draft Plan with the Complete Streets Implementation Team
- Finalize the Plan – by early November, 2015
- Implementation!

Detailed overview of the recommendations

9:00 am – 10:00 am

Tech Memo: Overview

1. Executive summary (p2)
2. Project purpose (p4)
3. Background (p4)
4. M2D2 workshop series overview (p6)
5. Findings from the M2D2 workshop series (p7)
- 6. Implementing the Complete Streets Policy:
preliminary recommendations (p12)**
7. Next steps (p23)

Findings from the M2D2 workshops (p7)

Categories of findings:

- 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 background of the slide is a photograph of a city street. In the foreground, several people are walking across a crosswalk. There are palm trees and other greenery on the sides of the street. A traffic light is visible in the distance. The overall scene is bright and sunny.

Implementing the Complete Streets Policy: preliminary recommendations (p12)

Five-part implementation framework:

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

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

Process for prioritizing documents for revision

- SGA compiled a list of **>130 documents** based on a survey of FDOT's website
- Discussed of **barriers, gaps, and opportunities** within current practices during workshops #1-4
- Detailed **discussions about documents to revise** during Workshop #4 (Multimodal Integration)



Process for prioritizing documents for revision (cont.)

- Based on prior discussions, SGA project team conducted an evaluation and developed a short list based on:
 - Overall significance of the document
 - Anticipated impact in enabling, or removing barriers to, Department-wide adoption of a Complete Streets approach
 - Anticipated impact in addressing specific issues raised previous workshops



Proposed list of priority documents to revise

Table I (p 13)

| Document | Responsible lead office | Primary suggested revisions |
|-----------------------------------|--------------------------|---|
| 1. Plans Preparation Manual (PPM) | Office of Roadway Design | <ul style="list-style-type: none">• Incorporate Complete Streets framework throughout• Incorporate context-sensitive design criteria throughout• Update existing design criteria for specific modes as necessary to align with national CS best practices• Provide guidance on designing Complete Streets within the scope of 3R projects |

Table I (CONT)

| Document | Responsible lead office | Primary suggested revisions |
|---|--------------------------|---|
| 2. Florida Greenbook Note: Further discussion needed | Office of Roadway Design | <ul style="list-style-type: none"> • Incorporate Complete Streets framework throughout • Incorporate context-sensitive design criteria throughout • Update existing design criteria for specific modes to align with national CS best practices • Expand discussion of achieving broad coordination across partners during project planning • Expand discussion of the relationship between land use and transportation • Provide guidance on and encourage the use of ITS, TDM, and other system management strategies |

Table I (CONT)

| Document | Responsible lead office | Primary suggested revisions |
|---|---------------------------------|---|
| 3. Efficient Transportation Decision Making Manual | Environmental Management Office | <ul style="list-style-type: none"> • Update discussion of Alternative Corridor Evaluation, Planning Screen, and Programming Screen processes to integrate Complete Streets • Include descriptions and consideration of contexts as described in the PPM • Expand discussion of working with local/regional partners during planning & programming screens |

Table I (CONT)

| Document | Responsible lead office | Primary suggested revisions |
|---|---------------------------------|--|
| 4. Project Development and Environment (PD&E) Manual | Environmental Management Office | <ul style="list-style-type: none"> • Expand discussion of working with local and regional partners during PD&E • Outline a framework for identifying project context • Update discussion of Project Description, Purpose and Need, and Alternatives to encourage innovative alternatives development • Add discussion of engineering decisions that should be considered during PD&E • Describe transition process from PD&E into design |

Table I (CONT)

| Document | Responsible lead office | Primary suggested revisions |
|--|---|--|
| 5. Traffic Engineering Manual (TEM) | Traffic Engineering and Operations Office | <ul style="list-style-type: none"> • Update guidance on signalization, signage, and pavement markings to incorporate current national CS best practices • Update criteria for installation of pedestrian crossings and signalization • Consider adding guidance on and criteria for installing transit and bicycle signals |
| 6. LOS Standards for the State Highway System Note: Further discussion needed | Systems Planning Office | <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 contexts |

Table I (CONT)

| Document | Responsible lead office | Primary suggested revisions |
|---|--------------------------|---|
| 7. Quality/Level of Service Handbook | Systems Planning Office | <ul style="list-style-type: none"> • Evaluate existing Q/LOS measures 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 | <ul style="list-style-type: none"> • Incorporate national best practices and guidance in designing intersections for all transportation system users • Incorporate context-based design criteria |

Table I (CONT)

| Document | Responsible lead office | Primary suggested revisions |
|---|-------------------------|--|
| 9. SIS Highway Component Standards and Criteria | Systems Planning Office | <ul style="list-style-type: none"> • Update discussion of developing SIS Corridor Plans to incorporate consideration of Complete Streets upfront • Incorporate context-sensitive design standards and criteria • Reduce minimum design speeds for urban areas and/or recommend/require lower design speed based on context |

Table I (CONT)

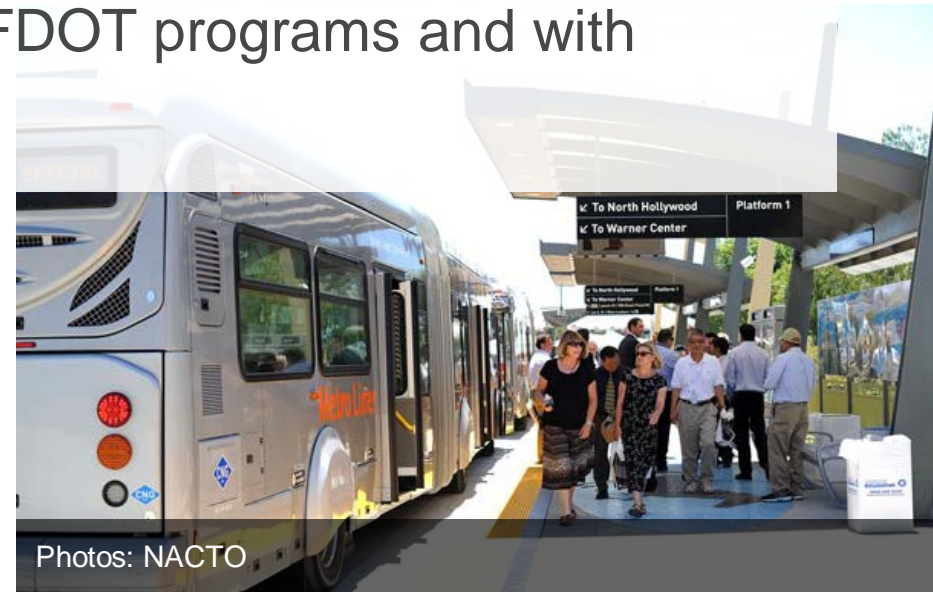
| Document | Responsible lead office | Primary suggested revisions |
|---|--|---|
| 10. Practical Design Handbook | Office of Design | <ul style="list-style-type: none"> • Update practical design framing to articulate how Complete Streets objectives fit within the approach • Revise Practical Design checklist to remove prescriptive language |
| 11. Freight Roadway Design Considerations (NEW document and/or document section) | Office of Freight Logistics and Passenger Operations | <ul style="list-style-type: none"> • Update and expand District 7 draft Freight Roadway Design Considerations for statewide use, OR • Integrate content directly into the PPM, PD&E manual, and other documents where appropriate |



II. Updating decision-making processes

Four strategies:

1. Align decision-making criteria with a Complete Streets approach
2. Change decision-making culture
3. Expand FDOT's role as a transportation provider and leader
4. Improve coordination across FDOT programs and with external partners



1. Align decision-making criteria with a Complete Streets approach

Evaluate whether the **criteria and measures** currently being **used to inform decision-making at all levels** are supporting or hindering the objectives of the Complete Streets Policy.



Photos: Dallas Business Journal, NACTO



Photos: Eric E. Johnson, via Flickr



2. Change decision-making culture

- **Engage a broad cross-section** of staff, consultants, and other partners during the implementation process
- Provide ongoing **education and training** to staff, consultants, and other external partners
- Create an **internal culture that rewards innovation**, and connect measures of staff and consultant job performance to Complete Streets outcomes
- **Build leadership within the Department** to carry the Complete Streets approach forward.

3. Expand FDOT's role as a transportation provider and leader

- Take **leadership role in promoting transit system development** as an approach for expanding capacity
- Reframe FDOT's core responsibilities to **include consideration of local travel** as well as statewide and regional trips
- Take **proactive role in initiating road diets** and other Complete Streets **pilot projects** with willing communities

4. Improve coordination across FDOT programs and with external partners

- Engage a broad cross-section of staff early during project planning, and communicate with MPOs earlier so that they can coordinate their own investments
- Collaborate more proactively with local governments in land use decision-making
- Develop and maintain Complete Streets network plans





III. Modify approaches for measuring performance

Aligning performance measures and criteria with the Complete Streets Policy

Including measures used to evaluate:

- Proposed future investments
- The performance of individual projects
- The performance of the system as a whole
- The general effectiveness of FDOT's programs



Photos: Dallas Business Journal, Fort Collins Pedestrian LOS

| Target Levels of Service by Pedestrian Facilities Plan Areas | | | | | |
|--|------------|------------|------------------|-----------------------------|----------|
| | Directness | Continuity | Street Crossings | Visual Interest and Amenity | Security |
| Pedestrian Districts | A | A | B | A | A |
| Activity Corridors and Centers | B | B | C | B | B |
| School Walking Areas | B | B | B | C | B |
| Transit Corridors | B | C | C | C | B |
| Other Areas within City | C | C | C | C | C |

Incorporating Complete Streets performance measures that evaluate:

- 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

| Social | Economic | Environmental |
|---|---|---|
| <ul style="list-style-type: none">• Safety• Bicycle/Pedestrian Health Effects• Noise  | <ul style="list-style-type: none">• Travel Time• Travel Time Reliability• Vehicle Operating Costs• Life Cycle Costs• Loss of Agricultural Land  | <ul style="list-style-type: none">• Emission (CO₂ + Criteria Pollutants)• Wetland Effects• Runoff  |



IV. Managing internal and external communication and collaboration during implementation

Categories of partners to engage

- FDOT staff
- Federal agencies
- Other state agencies
- Visit Florida
- Cities and counties, incl. elected officials
- RPCs
- MPOs and TPOs
- Developers
- Transit agencies
- Bike share providers
- Freight handlers
- Other modal partners
- Law enforcement
- Emergency management
- Utilities
- Major employers
- CAP Managers
- Businesses
- AARP
- Other non-profits
- Transportation system users

Tiers of stakeholders involved in implementation

Table II (p 20)

| 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 |

Table II (CONT)

| Tier of involvement | Participants | Role |
|---|---|--|
| 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 | <ul style="list-style-type: none"> • Meet periodically to provide feedback on overall direction • Provide diverse expertise and perspectives • Represent and communicate back to constituents |
| 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 level of participation based on interest and availability | <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 |

Table II (CONT)

| Tier of involvement | Participants | Role |
|-----------------------------------|--|--|
| 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

Who should participate in training?

- 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 + pedestrian coordinators
- District bicycle + pedestrian safety specialists
- District MPO and local government liaisons
- Consultants engaged regularly
- External partners
- Others?



How to provide training

Current approaches to build on:

- Incorporate into Central Office training plans as they are updated
- Build Complete Streets curriculum into regular Design Update Training and the Engineering Academy webinars
- Include basic education on the Complete Streets approach during regular check-ins with consultants
- Use the Mobility Review Guide training course to educate local governments about Complete Streets
- Others?

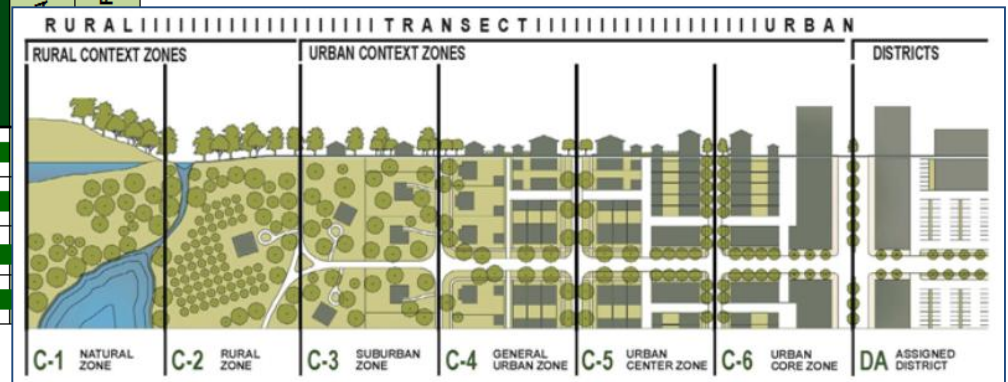


What topics to cover?

- Complete Streets 101
- Training on context-sensitive design
- Best practices in designing to meet the needs of specific modes
- Training in the use of specific documents that have been updated during the Implementation process

- Training on partnering with regional and local agencies to implement Complete Streets

| Functional Classification | Thoroughfare Types | | | | | |
|---------------------------|---------------------|---------------|-------------------|-----------|--------|--------|
| | FREWAY / EXPRESSWAY | RURAL HIGHWAY | SUBURBAN ARTERIAL | BOULEVARD | AVENUE | STREET |
| PRINCIPAL ARTERIAL | | | | | | |
| MINOR ARTERIAL | | | | | | |
| COLLECTOR | | | | | | |
| LOCAL | | | | | | |



Next steps

Timeline moving forward

- **By Friday, September 4:** send any comments on the draft tech memo
- **Early October:** Draft Complete Streets Implementation Plan ready for internal review
- **Early November:** Final Complete Streets Implementation Plan
- **Starting in late 2015: Implementation!**



Questions?

Break

10:00 am – 10:15 am

Small group breakouts

10:15 am – 11:45 am

Group 1: Revising documents

List of documents:

1. Are the documents in Table 1 (p 13) the right documents that should be prioritized for revision?
2. Are any crucial documents missing from this list? Should anything be removed?
3. Should some of these documents be given greater or lower priority? Should certain documents be revised first to inform the revision of others?

Group 1: Revising documents (cont.)

For each document:

4. Do the proposed revisions make sense and seem like the right revisions?
5. Is anything major missing from the recommended revision framework for this document?
6. Are there any specific revisions to this document that the team should be sure to include in the detailed Complete Streets Implementation Plan (if possible/applicable, provide specific document section and page number)?
7. What is the approximate appropriate timeframe for revision of this document?

Group 1: Revising documents (cont.)

Specific documents:

8. The **Florida Greenbook** is statutorily established, and FDOT does not have direct authority over updates. Given this, should the Florida Greenbook be included in the list of documents to revise? If so, what additional considerations will need to be taken in to account?
9. FDOT's **LOS Policy** may soon be rescinded. How should the policy be addressed in the Complete Streets Implementation Plan?

Other observations/recommendations?

Group 2: Updating decision-making processes

1. Does the overall four-strategy framework work and seem appropriate for the Implementation Plan?
2. Is anything major missing that should be added in the Implementation Plan?
3. Should anything be removed?
4. In addition to education and training, how can FDOT encourage or incentivize adoption of a Complete Streets approach internally among leadership, staff, and consultants?
5. In addition to education and outreach, how can FDOT encourage or incentivize local and regional agencies and other partners to adopt practices and approaches that support Complete Streets?

Group 2: Updating decision-making processes (cont.)

6. What role should FDOT play in transit moving forward?
7. What role should FDOT play in working with other modal partners?
8. What role should FDOT play in collaborating on local land use decisions and regulations?

Other observations/recommendations?

Group 3: Modifying approaches for measuring performance

1. Does the overall framework for this task work and seem appropriate for the Implementation Plan?
2. Is anything major missing that should be added in the Implementation Plan?
3. Should anything be removed?
4. What will successful implementation of the Complete Streets Policy look like? What information will be necessary to measure success?

Group 3: Modifying approaches for measuring performance (cont.)

4. Are there new measures FDOT can adopt to supplement existing measures to assess how well individual facilities and the full system are **meeting the needs of all users** in terms of:
 - Transportation goals, including:
 - Safety
 - A comfortable travel experience
 - A convenient travel experience
 - Network connectivity and completeness
 - Access to destinations
 - Broader Complete Streets goals such as:
 - Economic competitiveness
 - Environmental sustainability
 - Community livability and vitality
 - Social equity
 - Public health

Group 3: Modifying approaches for measuring performance (cont.)

6. Are there other types of measures that would be useful in making a compelling case for Complete Streets projects and investments to skeptical audiences?

Other observations/recommendations?

Group 4: Managing internal and external communication and collaboration during implementation

General recommended approach to communication and collaboration:

1. Does the overall framework for this task work and seem appropriate for the Implementation Plan?
2. Is anything major missing that should be added in the Implementation Plan?
3. Should anything be removed?
4. Are the types of stakeholders listed on p 19 the right groups to include in the Implementation process? Are any major groups of stakeholders missing from this list?
5. In addition to the bullets listed at the top of p 20, are there other existing outreach structures, committees, standing meetings, etc. that FDOT can use to inform partners and stakeholders about the update process and collect feedback as appropriate?

Group 4: Managing internal and external communication (cont.)

6. Does the general proposed framework for a Complete Streets Engagement Plan in Table II (p 20) make sense? Is there anything that should be changed?
7. How would the general proposed engagement framework be adjusted for each of the documents listed in Table I, p 13:
 - Who typically **leads** the process of updating this document?
 - What staff and external partners are typically **engaged** to provide feedback during updates/revisions to this document? How/at what stages?
 - What staff and external partners are typically **informed** that updates or revisions to this document are happening? How/at what stages?
 - In addition to the partners and stakeholders typically engaged, are there others who should be engaged in or informed during the Complete Streets Implementation process?

Other observations/recommendations?

Group 5: Providing ongoing education and training

General recommended training approach and framework:

1. Does the overall framework for this task work and seem appropriate for the Implementation Plan?
2. Is anything major missing that should be added in the Implementation Plan?
3. Should anything be removed?

Who should participate in Complete Streets training?

4. In addition to the categories of FDOT staff and consultants listed at the top of p 22, are there other people (including external partners) who should participate in Complete Streets training?
5. Are there specific types of training that would be especially beneficial to specific types of stakeholders?

Group 5: Providing ongoing education and training (cont.)

Process for delivering Complete Streets training:

6. Are the existing training processes listed in the bulleted list at the top of p 22 appropriate venues for providing Complete Streets education and training?
7. Are there other existing training processes and structures that should be used in the Complete Streets Implementation Process?
8. Will using existing training structures and processes be sufficient, or should the Implementation Plan include a framework for a new Complete Streets training program?

Training topics:

9. Are the Complete Streets training topics listed at the top of p 23 the right topics?
10. Are there other types of training that should be included in the Implementation Plan?

Other observations/recommendations?

Lunch

11:45 am – 12:45 pm

Report out and group discussion

12:45 pm – 2:15 pm



Smart Growth America
Making Neighborhoods Great Together

Multimodal Development and Delivery (M2D2) is a partnership between the Florida Department of Transportation (FDOT) and Smart Growth America to identify modifications to FDOT policies, guidance, manuals, procedures and general practices needed to implement FDOT's Complete Streets policy in order to promote safety, quality of life, and economic development in Florida.

www.smartgrowthamerica.org