

\*\*\*DRAFT\*\*\*

**AN ORDINANCE ADOPTING THE CITY OF PITTSBURGH COMPLETE STREETS POLICY**

BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF PITTSBURGH THAT:

WHEREAS the Mayor's 2015 Executive Order, Southwestern Pennsylvania Commission's Long Range Plan and Allegheny County's Active Allegheny Plan all reference or call for a Complete Streets network to connect the city;

WHEREAS the City of Pittsburgh aims to be a livable community with enhanced mobility, equity and vitality in all neighborhoods through the design, maintenance, and use of Pittsburgh's public rights-of-way AND WHEREAS a robust, efficiently operated and well-connected transit, pedestrian and bicycle system is essential for the improvement of public health, safety, economic growth, and quality of life for residents;

WHEREAS streets form nearly half of Pittsburgh's public space and therefore the City must consider the impact of right-of-way design on the public realm, given that many lack access to quality open space<sup>1</sup>;

WHEREAS building Complete Streets has the opportunity to facilitate daily physical activity through active transportation, given that 62% of all adults in Allegheny County were obese or overweight in 2010<sup>2</sup> and encouraging regular physical activity reduces the risk of obesity, coronary heart disease, stroke, hypertension, diabetes, and some types of cancer;

WHEREAS, the proportion of fatal traffic crashes in Pittsburgh involving a person walking or biking has doubled in the last five years<sup>3</sup> AND WHEREAS worldwide, many crashes are preventable<sup>4</sup> through a combination of strategic road design, traffic safety education, and traffic violation enforcement;

WHEREAS, Pittsburgh workers are highly multi-modal and comprise one of the largest non-auto-commuting workforces in the country<sup>5</sup>;

WHEREAS, nearly one-fifth of older residents in Allegheny County do not drive regularly<sup>6</sup> AND WHEREAS greater mobility choices promote equity, accessibility and independence to all residents, especially children and the elderly;

WHEREAS, private automobile ownership can add thousands of dollars to an average resident's annual household costs AND WHEREAS Complete Streets create an opportunity for transportation equity for Pittsburgh's most financially vulnerable households, a quarter of whom do not have access to an automobile<sup>5</sup>;

---

<sup>1</sup> City of Pittsburgh Department of City Planning (2013) *Open Space PGH: Optimizing Pittsburgh's Open Space, Parks, and Recreation System*. Map 3: Walksheds and Underserved Areas.

<sup>2</sup> Documét PI, Bear TM, Green HH (2012) *Results from the 2009-2010 Allegheny County Health Survey (ACHS): Measuring the Health of Adult Residents*. Pittsburgh: Allegheny County Health Department, The Evaluation Institute.

<sup>3</sup> PennDOT Crash Data 2011-2015 for the City of Pittsburgh

<sup>4</sup> World Health Organization (2004) *World Report on Road Traffic Injury Prevention: Summary*.

<sup>5</sup> Bike Pittsburgh (2015) *Commuting Trends in Pittsburgh and Beyond - A Decade of the American Community Survey Original dataset from the U.S. Census* (2014 American Community Survey)

<sup>6</sup> University of Pittsburgh (2014) *State of Aging in Allegheny County*

<http://ucsur.pitt.edu/wp-content/uploads/2014/11/State-of-Aging-in-Allegheny-County.pdf>

\*\*\*DRAFT\*\*\*

WHEREAS, those who travel on foot, bicycle and on transit are significant users of the right-of-way and deserving of safe and adequate transportation infrastructure for travel needs;

WHEREAS, Complete Streets are a sound financial investment in our community that, with sufficient planning and design, be incorporated into existing capital projects, provide long-term savings and reduce infrastructure costs in comparison to increasing road capacity for motor vehicles alone;

WHEREAS, Complete Streets promote increased use of sustainable modes of transportation (e.g., walking, cycling, and transit), which are associated with environmental benefits related to greenhouse gas emissions, impervious coverage, stormwater runoff, and air/water quality;

WHEREAS, our streets serve as important channels for stormwater flowing to the sewer system and the rivers, and therefore are important assets to combat issues with Pittsburgh's ongoing challenges with combined sewer overflows, and are also conduits for utilities such as electricity, gas and drinking water;

WHEREAS, as a member of the National Association of City Transportation Officials (NACTO) and The Green Lane Project, a participant in the U.S. Department of Transportation Mayor's Challenge, a finalist for the U.S. Department of Transportation Smart Cities Challenge, and the largest municipality in the Southwestern Pennsylvania region, the City of Pittsburgh values innovation in transportation planning and strives to be a regional leader in policy-making;

THEREFORE, THE CITY OF PITTSBURGH SHALL ADOPT A COMPLETE STREETS POLICY TO DEVELOP A SAFE AND ACCESSIBLE MULTI-MODAL TRANSPORTATION SYSTEM THAT WILL PROMOTE ENHANCED MOBILITY FOR ALL USERS REGARDLESS OF MODE OF TRAVEL, INCLUDING PEOPLE OF ALL AGES AND ABILITIES.

### **Background**

'Complete Streets' is a term coined by [Smart Growth America](#) in the early 2000s to describe a road network designed for everyone - including pedestrians, bicyclists, transit riders, motorists and freight carriers. Since Smart Growth America's creation of the [National Complete Streets Coalition](#) in 2004, over 900 municipalities across the United States have adopted Complete Streets policies to reflect a change of thinking in the planning of their transportation systems. A Complete Streets network in Pittsburgh furthers the City's land use, transportation, livability, economic, sustainability, equity and innovation goals by increasing workforce mobility options, encouraging compact development patterns, spurring improved health and safety for residents, encouraging local economic activity, enhancing neighborhood character and improving the environment, while also incorporating emerging technology. As the most utilized portions of the public realm, Pittsburgh's streets should be designed to a high standard that serves multiple purposes and becomes a model for the region.

This represents a shift in the way that the City defines the role of its streets, particularly after decades of inequitable transportation decisions that have disproportionately impacted low income communities and neighborhoods of color in Pittsburgh. Enacting a Complete Streets policy can work to reverse this harm by

**\*\*\*DRAFT\*\*\***

deliberately investing in infrastructure that benefits the most disadvantaged in our city. A street should be seen first as a public space that serves people and the environment *in addition* to moving traffic; it is the intent of this policy to formalize the planning, design, operation and maintenance of Pittsburgh's street network so that it accommodates all anticipated users, including pedestrians, bicyclists, transit users, motorists, and freight carriers -- especially vulnerable populations such as people with disabilities, senior citizens, and children, regardless of age, ability, socioeconomic status or mode of travel. This initiative directs the City to consistently consider, plan, design, fund and construct projects that put pedestrians, bicyclists and transit users on equal standing with motor vehicles. Thus, this policy calls for designing safer infrastructure for all of Pittsburgh's road users, many of whom are disproportionately represented in the number of traffic fatalities in the city over the last five years<sup>7</sup>. The Complete Streets Policy also aims to increase the number of people walking, biking and taking transit in the city by creating safe, comfortable spaces to travel via these modes, which are important and essential pieces of our transportation infrastructure.

The City of Pittsburgh recognizes that the planning and design of streets and corridors includes the whole right of way, defined as the entire area between building fronts or property lines on both sides of the street. A Complete Streets approach in Pittsburgh shall look holistically at the needs of people using this space. It shall also consider how streets can address the region's environmental needs through the inclusion of green infrastructure and the air quality improvements that come from encouraging active transportation. In addition, this policy shall encourage innovation in mobility, including infrastructure elements which encourage the efficient use of our streets, such as smart infrastructure (i.e. sensors that allow for connected vehicle communication, transit signal priority, and pedestrian and bicycle detection). The quality of design and maintenance of projects is of utmost importance as the City takes on a 'do it once, do it right' mindset in regards to street improvements.

The desire for a Complete Streets approach stems from the need for greater safety for people walking and biking in Pittsburgh's compact, dense neighborhoods, as well as a desire to build upon the city's strong transit culture and walkable downtown and business districts. A Complete Streets approach can also improve quality of life for residents through stronger development standards, better public spaces, access to open space, stormwater management, economic vitality, equity of investment among neighborhoods, and affordable, viable, and equitable transportation choices for residents and employees. As the city grows, it must ensure that the built environment is responsive to multiple generations; Complete Streets encourage existing residents to age in place, while also creating a hospitable environment for new residents, workers and visitors.

**Vision**

The City of Pittsburgh's Complete Streets Policy shall create a safe, accessible, and livable mobility network for users of all ages and abilities including, but not limited to, pedestrians, bicyclists, motorists, transit riders and freight carriers. The City must consider all transportation improvement projects within the City's public realm as opportunities for multi-modal infrastructure that will enhance mobility, equity and livability for all people, integrating strategies from a palette of multi-modal street improvements such as, but not limited to, crosswalks, bike lanes, green infrastructure, sidewalks, signage, sensors, pedestrian countdowns, street trees, exclusive bus lanes, enhanced transit stops, stations and wayfinding, Americans with Disabilities (ADA)-compliant curb cuts, and/or other streetscape and traffic calming elements, into ongoing transportation improvements as a matter of routine.

---

<sup>7</sup> PennDOT Crash Data 2011-2015 for the City of Pittsburgh

**Principles**

The Complete Streets Policy draws from existing categories of principles previously created for the City's mobility and urban design planning initiatives. As outlined below, these include experience, environment, economy, accessibility, and efficiency.

**1. EXPERIENCE**

- a. **Complete Streets shall provide a safe and comfortable travel experience for all roadway, street and transportation infrastructure users.**

Ensuring the safety of residents and visitors is vital to the Complete Streets approach. When designing or approving a new street or maintaining existing ones, the City must consider the safety of not only motor vehicles and freight carriers, but also the safety of those on foot, bike or waiting for transit. The vast majority of road crashes are preventable<sup>8</sup>, and research has shown that providing designated facilities in the right-of-way for people to walk and bike makes traveling via active modes safer<sup>9</sup>. Some Complete Streets designs can also have a traffic calming effect, which has the potential to greatly reduce the risk of traffic-related fatalities because drivers are moving at slower speeds<sup>10</sup>.

- b. **Complete Streets shall contribute to the vitality of the public realm, providing users with a variety of interesting sensory experiences and access to open space.**

User experience is one of the policy's core principles because the way streets are designed influence how people experience public space. While on-street facilities have not traditionally been thought of as open space, streets make up 50% of public space in the city, and thus need to be treated as an integral part of the public realm. For most residents, streets and rights-of-ways are also places to build community and interact with with public space. Complete Streets can enliven intersections, support retail, and enhance neighborhoods, as well as provide needed access to open space. They are also used to connect people to existing parks, greenways and trails.

**2. ENVIRONMENT**

- a. **Complete Streets shall preserve and protect Pittsburgh's environment.**

By encouraging walking, biking and transit use, Complete Streets aims to reduce automobile dependence and the greenhouse gas emissions that come with it. This will help advance the City's sustainability and climate goals of transportation emission reduction by 50% by 2030<sup>11</sup>. In addition, City streets are important channels for stormwater flowing to the sewer system and rivers. Incorporating street improvements such as tree plantings and green infrastructure will improve air quality and water quality, as well as help alleviate the amount of stormwater flowing through Pittsburgh's Combined Sewer system.

- b. **Complete streets improvements shall incorporate flexible design approaches and be context sensitive.**

<sup>8</sup> World Health Organization (2004) *World Report on Road Traffic Injury Prevention: Summary*.

<sup>9</sup> People for Bikes *Statistics Library: Safety Benefits*.

<http://www.peopleforbikes.org/statistics/category/protected-bike-lane-statistics#safety-benefits>

<sup>10</sup> AAA Foundation for Traffic Safety (2011) *Impact Speed and a Pedestrian's Risk of Severe Injury or Death*  
<https://www.aaafoundation.org/sites/default/files/2011PedestrianRiskVsSpeed.pdf>

<sup>11</sup> City of Pittsburgh Office of the Mayor (2015) *Mayor Part of World Coalition of Leaders in Paris to Address Climate Change*.  
<http://pittsburghpa.gov/mayor/release?id=5430>

**\*\*\*DRAFT\*\*\***

Pittsburgh is a city of unique neighborhoods, varied topography, and rich community character. Complete Streets must not take a 'one-size-fits-all' approach and provide for flexibility of design, including the development of interim or pilot projects where appropriate. In addition, a broad approach shall be taken with Complete Streets to ensure targeted, appropriate and context-sensitive solutions for the geographic area in question. Not every improvement will be appropriate for every context, nor do all streets necessitate improvements in order to be considered safe, comfortable or complete.

**c. Complete Streets shall improve the health of Pittsburgh residents.**

Being overweight or obese poses increased risks for many chronic diseases and serious health conditions (such as heart disease and diabetes, among others), the majority of which are preventable through behavior changes in nutrition and physical activity. Regular dependence on auto-commuting has also been shown to correlate negatively with Body Mass Index, blood pressure and waist circumferences<sup>12</sup>. Providing people with the option to commute using active transportation may help in reducing Allegheny County's obesity rate. Currently, two-thirds of Allegheny County residents are overweight or obese and more than a quarter report not getting adequate daily physical activity, according to the Allegheny County Health Department<sup>13</sup>. As identified in Allegheny County's Active Transportation Plan, Complete Streets provide the infrastructure for people to make the choice to easily integrate physical activity and active transportation into their daily commutes, making for a healthier, more active city. In addition to physical health benefits, Complete Streets can also create mental health benefits. Being stuck in traffic can travel time and stress to daily commutes<sup>14</sup>. In comparison, taking public transit allows commuters to relax or do other tasks, while walking or biking to work can improve concentration and psychological well-being<sup>15</sup>. By improving access to active transportation, incorporating visually pleasing streetscapes and street trees into the right-of-way<sup>16</sup>, and improving access to nature<sup>17</sup>, Complete Streets can also provide significant mental health benefits in a dense, urban environment.

### 3. ECONOMY

**a. Complete Streets shall build a stronger workforce that has access to mobility options.**

The majority of Pittsburgh residents have an average commute time of less than 25 minutes<sup>18</sup>, and more than half of workers in Pittsburgh's largest job centers commute by a mode other than driving alone<sup>19</sup>. Expanding options for mobility creates better access to not only jobs, but also to healthy food options, medical care, places of worship, cultural events,

<sup>12</sup> Hoehner, Christine M, PhD, MSPH., Carolyn E. Barlow. MS., Peg Allen, MHP., Mario Schootman, PhD. (2012) The American Journal of Preventive Medicine. *Commuting Distance, Cardiorespiratory Fitness, and Metabolic Risk* Volume 42, Issue 6, [http://www.ajpmonline.org/article/S0749-3797\(12\)00167-5/abstract](http://www.ajpmonline.org/article/S0749-3797(12)00167-5/abstract)

<sup>13</sup> Allegheny County Community Health Assessment (2015) [http://www.achd.net/cha/CHA\\_Report-Final\\_42815.pdf](http://www.achd.net/cha/CHA_Report-Final_42815.pdf)

<sup>14</sup> Hilbrecht, M., Smale, B., & Mock, S. E. (2014). *Highway to Health? Commute Time and Well-being Among Canadian Adults*. World Leisure Journal, 56(2), 151-163. doi:10.1080/16078055.2014.903723

<sup>15</sup> University of East Anglia Press Release (2014) *Walking or Cycling to Work Improves Well-Being* <https://www.uea.ac.uk/about/-/walking-or-cycling-to-work-improves-wellbeing-university-of-east-anglia-researchers-fi-1>

<sup>16</sup> Kardan, O. et al. (2015) *Neighborhood Greenspace and Health in a Large Urban Center*. Scientific Reports. 5, 11610; doi: 10.1038/srep11610

<sup>17</sup> Huynh, Q., Craig, W., Janssen, I. & Pickett, W. (2013) *Exposure to Public Natural Space as a Protective Factor for Emotional Well-being Among Young People in Canada*. BMC Public Health 13, 407.

<sup>18</sup> U.S. Census (2014) *Commuting Characteristics by Sex*. 2014 American Community Survey 1-Year Estimates.

<sup>19</sup> Green Building Alliance and Envision Downtown (2016) *2015 Make My Trip Count Commute Survey Results*. <http://www.makemytripcount.org/>

**\*\*\*DRAFT\*\*\***

friends and family, social services, and open space; it can also mean that residents spend less time traveling, particularly for people that do not own a vehicle. Many trips taken within the city are short, and could easily be made through walking, biking, or transit if adequate pedestrian and cycling infrastructure was available, or if more streets were able to facilitate the safe, effective, attractive, affordable and reliable operation of transit. Use of active transportation for short trips encourages compact development patterns and creates opportunities for a better job-housing balance. Currently, more than 80% of residents living in federally funded affordable housing units in the Pittsburgh region spend more than 15% of their income on transportation<sup>20</sup>, creating barriers for economic success. Mitigating household costs through equitable transportation and land use choices can help lift people out of poverty and bolster positive economic development. By giving people more options for getting to work, school and other daily needs, Complete Streets can, in the long term, build a stronger economy and may alter travel behavior.

b. **Complete Streets shall be implemented with fiscal responsibility.**

Large roadway improvements that solely benefit automobile traffic are expensive and can cost millions of dollars. By concentrating on pedestrian, bicycle and transit improvements that cost much less per mile but have the potential to benefit many people, the City seeks to be financially responsible with public money. Complete Streets projects do not need to cost significantly more than traditional street projects. During planning, design, and construction, projects should be coordinated with existing paving and utility work whenever possible. State, federal and/or other outside funding should be pursued for larger scale retrofit projects; City departments shall also collaborate and share resources when applicable.

#### 4. ACCESS

a. **Complete Streets serve all users and all modes.**

It is vital that Complete Streets serve the needs of people of all ages and abilities, including children, the elderly, people with disabilities, transit and paratransit users. Pittsburgh should strive to be an age-inclusive city where anyone, from children to senior citizens, can feel comfortable using public rights-of-way regardless of age, ability, socioeconomic status or mode of travel. Given Pittsburgh's aging population, it is vital that streets are designed to improve safety and mobility so that residents young and old can age in place and access services.

b. **Complete Streets are implemented equitably and inclusively throughout the city.**

Many of Pittsburgh's minority and low- to moderate-income neighborhoods rely heavily on non-auto modes of travel and have been historically left out of transportation decision-making. Complete Streets can be a social justice tool that reverses decades of auto only-oriented transportation planning and prioritizes safe, accessible, and affordable mobility in Pittsburgh's neighborhoods by providing better first mile and last mile connections to and from transit stations and improved access to local businesses and other services. Pairing geographic equity with an inclusive, proactive community engagement process around both short-term fixes and long-term policy changes is an important method for building trust in communities and can bring many benefits to neighborhoods, including greater economic prosperity, affordable transportation choices, healthier communities and

---

<sup>20</sup> Hamidi, S. (2016) *UTA Researcher Shows Affordable Housing Not So Affordable When Transportation Costs Soar*  
<https://www.uta.edu/news/releases/2016/03/Hamidi-affordable-housing-transportation.php>

**\*\*\*DRAFT\*\*\***

improved social equity.

## 5. MULTI-MODAL EFFICIENCY

### a. **Complete Streets shall be part of a larger connected network, and projects shall consider all modes in all phases.**

Mobility, regardless of mode, requires a connected network and systematic approach to function. The City of Pittsburgh will prioritize projects that contribute to a connected and complete transportation network for all modes of travel. This network includes streets, City steps and trail connections for walking and biking, as well as the connections between different neighborhoods and modes of travel. All roadways do not need to be optimized for all modes, nor are all features appropriate for every roadway. However, every City project or improvement does need to consider the network links in the entire transportation system and multiple modes of travel. Thus, the City shall plan for each mode at a network or system level in addition to the project level, integrating quantitative and qualitative data collection as much as possible during planning, including traffic, modal and parking counts, public comments, field observations, project feasibility, and space, cost and safety considerations, among others. Implementation of Complete Streets improvements shall be integrated as much as possible into existing City transportation processes, such as, but not limited to, resurfacing and utility schedules, reconstruction projects, signal upgrades, bridge replacements, development projects, and other road improvements in order to increase the efficiency of multi-modal networks. Some Complete Streets improvements may also happen at a broader neighborhood or district scale as opposed to a street scale in order to be context sensitive.

### b. **The City shall incorporate intelligent technology in Complete Streets, when appropriate, in order to improve the way intersections and streets function.**

Installing smart city infrastructure in the City's street system allows the City to apply emerging technology for the safe and efficient movement of automobiles, buses, bicycles and pedestrians. Some technologies, such as sensors for connected vehicles, can allow for communication between vehicles and traffic signals. Others, such as transit signal priority for buses and intelligent cameras to detect bicycles and pedestrians, make the street more efficient for other modes of travel. Upgrading the City's transportation infrastructure to accommodate autonomous and connected vehicles can reduce cruising and idling while searching for parking, free up capacity in the roadway network for additional users, improve safety, relieve traffic congestion, and increase capacity for all modes. Gradually incorporating elements of Intelligent Transportation Systems into the City's existing infrastructure, paired with innovations in parking policy, shall prepare Pittsburgh to be a model for mid-sized cities in the region and around the country.

### c. **Pittsburgh's Complete Streets can serve as an innovative model for the Southwestern Pennsylvania region and throughout Pennsylvania.**

By proactively integrating Complete Streets and multi-modal projects into local, regional, state and federal transportation funding opportunities, the City will set a precedent for the region and the state. The City may also provide opportunities for knowledge sharing, leadership and intergovernmental and interjurisdictional coordination with stakeholders when such opportunities arise, including forming local, state and regional partnerships.

**\*\*\*DRAFT\*\*\*****Applicability & Jurisdiction**

All transportation improvements shall be opportunities to create safer, more accessible streets for all users; even small fixes can make meaningful mobility improvements. The Complete Streets Policy shall apply to all City roads, sidewalks, bridges, trail and step connections, publicly accessible land, and all public connections in between that facilitate mobility in the City of Pittsburgh. This policy shall be applicable to the construction of new public streets, the City's annual paving program, and large-scale utility work. The Complete Streets policy shall also be applicable to the full gamut of City projects and initiatives - including all phases from writing policy to making funding requests for local, regional and federal grants, as well as through project initiation, completion and maintenance. Complete Streets are the work of all City departments and entities, as well as all private development projects or companies affecting public streets, the transportation system, and/or the public realm. In already developed areas of the City, Complete Streets principles shall be implemented incrementally over time as the streets are maintained and improved. This policy shall apply to:

1. Any street improvements initiated by or that require a permit or approval by the **Department of Public Works** that proposes **permanent changes** to the width of the sidewalk, curb line, travel lanes or intersections, including full-depth reconstruction projects, large curb cuts, signal upgrades and improvement projects that trigger traffic studies;
2. Any local, state, or federally funded project undertaken by the **City, Urban Redevelopment Authority or other local governmental or quasi-governmental agency**, including planning, improvement and maintenance projects which alter or perform work in the right-of-way **regardless of the need for a permit**;
3. **Public and private developments** subject to review by the Planning Commission, the Zoning Board of Adjustment, or Site Plan Review, where the specific review criteria include assessment of potential transportation impacts, including proposed developments that trigger Transportation Impact Studies;

This policy need not be applicable to the construction of small, single-unit private driveways or small-scale, routine maintenance projects needed to keep roadways and sidewalks in serviceable condition, including pothole repair, cleaning and sweeping, snow-removal, utility covers, street tree replacement and seal and spot repair.

For roadways and other right-of-way not under the direct control of the City, City staff shall work closely with State and County transportation officials to incorporate Complete Streets elements whenever feasible on projects that fall within Pittsburgh's public realm but are owned and managed by higher levels of government through increased and ongoing project coordination. The City shall be proactive and maintain close communication with County, State and regional transportation agencies to provide any necessary assistance or design expertise which could assist higher levels of government with projects located in the City to align as much as possible with the City's Complete Streets Policy. Such projects could include, but are not limited to, large-scale street or bridge reconstruction, other capital improvement or safety upgrades, new construction or resurfacing. The City may also advocate for and assist Allegheny County and the Pennsylvania Department of Transportation with the creation of county and state-wide policies as they relate to bicycle, pedestrian, transit and/or other Complete Streets initiatives in accordance with this policy.

**\*\*\*DRAFT\*\*\*****Exceptions**

Any exception to the Complete Streets Policy, including City projects, private development projects and projects led by the Urban Redevelopment Authority, must be approved as a Director's Exception via a publicly available written request to the Director of City Planning. The request must include supporting evidence explaining the basis for the exception. Requests for exceptions to the City of Pittsburgh's Complete Streets Policy must meet one of the following criteria to be considered:

1. Accommodation is not necessary directly on roadways **where specific users are prohibited** and would **threaten public safety** (i.e., pedestrians directly on interstate highways or busways, motor vehicles on pedestrianized streets or trails);
2. A project which, by integrating Complete Streets into it, would cause **significant hardship or add undue cost burdens** upon the City;
3. A project in which integrating Complete Streets elements into the design would be **structurally infeasible** due to challenging topography or other existing conditions;

Large scale repair and maintenance projects on primary streets (as defined by the Department of Public Works' street classification system), such as paving or utility work, shall not count towards exemption from the policy unless met with exemplary hardship, undue cost burdens or structural infeasibility as outlined above. In addition, City projects located in business districts, within or overlapping the Department of City Planning's long range mobility plans, or along Port Authority of Allegheny County's Key Corridor Routes must be considered for Complete Streets improvement. They must go through the exception request process and may not be exempt by right.

Complete Streets improvements should also align within the parameters of the design and scope of the original project; for example, a repaving project could be an opportunity to upgrade curb ramps to be ADA compliant and change lane lines, but a repaving project does not warrant installing a traffic signal. In contrast, a signal project automatically triggers curb ramp upgrades, but doesn't necessarily change lane lines. Design and operational flexibility is key. As stated in a previous section, not all features may be appropriate or feasible for every roadway. Projects should practice design flexibility and take local context into consideration, especially during the interim stage before the creation and adoption of new City street design standards.

Together, the Director of City Planning, Director of Public Works, and Assistant Director of the Bureau of Transportation and Engineering, or any of their designees, will review exceptions on a regular basis and also coordinate multi-modal improvements with the City's annual paving schedule. In instances where utility or other ongoing work aligns with the repaving process, accommodations will be made for an expedited review.

**Implementation**

The City of Pittsburgh shall integrate Complete Streets principles, practices and processes into all levels of transportation decision-making as a matter of routine. To this end:

1. The Department of City Planning shall work together with the Department of Public Works, the Mayor's Office, other City departments and quasi-governmental authorities (including, but not limited to the Urban Redevelopment Authority, Pittsburgh Water and Sewer Authority, Pittsburgh Parking Authority, Pittsburgh Housing Authority, Port Authority of Allegheny County, Allegheny County Sanitary Authority, Sports and Exhibition Authority, and Healthy Ride Bike-Share), the Southwestern Pennsylvania Commission, Pennsylvania Department of Transportation and Allegheny County to incorporate Complete Streets principles into existing plans, standards, guidelines, checklists,

**\*\*\*DRAFT\*\*\***

programs and regulations as appropriate, including, but not limited to, the City's Zoning Code, Subdivision Regulations and Standards, and Standards for Construction;

2. An advisory group shall be created from a broad range of transportation and public realm related stakeholders in the city, including policy makers and advocacy groups, among others. This group will provide feedback on the development and direction of the Complete Streets Policy as needed, and to create or review biennial progress reports. The group shall also be consulted on an as-needed basis for large planning projects related to Complete Streets, such as the creation of street design standards for Pittsburgh, or may also assist in education, outreach and advocacy efforts. Said group shall include people who are visually impaired, hearing impaired, mobility impaired and/or cognitively impaired.
3. The Department of City Planning shall lead the development of, in coordination with the Department of Public Works and other agencies as needed, a set of comprehensive design standards for the design and applicability of new streets, bicycle, pedestrian and transit infrastructure, intersections, signals and other elements of the right-of-way. These new standards shall incorporate flexible, context sensitive design approaches for Pittsburgh streets that take into account local conditions, topographical challenges, and stormwater management, but also pull from nationally recognized best practices into the City's existing standards (such as, but not limited to PennDOT, NACTO, MUTCD, AASHTO, ITE, FHWA, Greenroads, ADA, APTA, and guidelines from other cities) to allow for flexibility in design as additional professional standards are created and revised.
4. The City shall work with Pittsburgh Water and Sewer Authority, Allegheny County Sanitary Authority and other relevant agencies to specifically incorporate green infrastructure into Complete Streets projects when possible (and vice versa), particularly in priority watershed areas;
5. The City shall research ways to improve other City processes and project delivery to better align with the goals of the Complete Streets policy and changing trends in the industry, including, but not limited to, zoning code changes, transportation impact fees, parking regulations, sidewalk vending, street closure and obstruction review, sidewalk policy, steps program, and the development of guidelines for Transportation Impact Studies that include specifications for multi-modal Level of Service including bicycle, pedestrian, transit and automobile traffic;
6. The City shall partner with local institutions to test or apply innovative transportation, traffic control and environmental technologies, including, but not limited to, sensors, connected streetlights, street furniture, transit signal priority, alternative sidewalk materials, automatic bicycle/pedestrian counters and autonomous vehicles as they relate to Complete Streets;
7. The City shall partner with other agencies and stakeholders, such as, but not limited to, Port Authority of Allegheny County, Allegheny County Health Department, Department of Public Safety City of Pittsburgh Allegheny County Task Force on Disabilities, Transportation Management Associations and local non-profit organizations to create educational programming, outreach and enforcement initiatives to supplement the City's planning and policy efforts, and partner on creative planning or demonstration projects;
8. The City shall work with County and State agencies to include a Complete Streets approach on County and State projects falling within the City's public realm, as well as request such projects to

**\*\*\*DRAFT\*\*\***

be in accordance with the City's Complete Streets policy. The City may also collaborate with outside municipalities and organizations to advocate for policy changes at the State and Federal level;

9. In order to conserve financial resources and share knowledge among agencies, the City shall coordinate and streamline the way transportation processes and decisions are made in the City, including adding Complete Streets specific line items to the City's Capital Budget, as well as any departmental reorganization or staff changes as needed;
10. The City shall make a concerted effort to prioritize Complete Streets and multi-modal transportation in all transportation and project selection processes through inter-departmental and inter-agency collaboration on local, regional, state, and federal grant applications, including projects applied through quasi-governmental organizations such as, but not limited to, the Urban Redevelopment Authority, Housing Authority, Port Authority of Allegheny County, Parking Authority, and local Transportation Management Associations, as well as within the City's own capital budget projects and long-range planning initiatives;
11. Prioritization methods for each mode shall be outlined through the development of future multi-modal transportation network plans and long-range mobility plans;
12. Whenever possible and as department budgets allow, the City and/or the Advisory Group mentioned above shall work with stakeholders (including developers, agencies, university groups, neighborhood groups and non-profit organizations) to create educational material for the public regarding Complete Streets. The City shall also engage in public and stakeholder outreach efforts on Complete Streets policy development and large capital transportation projects on a per-project basis. In addition, the City shall also encourage staff professional development and training on nonmotorized transportation issues through attendance and presentation at conferences, classes, seminars, regional forums and workshops as resources allow;
13. Through the development and implementation of the Complete Streets policy, the City shall be a resource for surrounding municipalities and jurisdictions seeking regional leadership on multi-modal transportation;
14. The City shall produce a report every two years measuring the progress made on the Complete Streets policy and describing individual Complete Streets projects started or completed throughout the previous two years, including the status of projects in the planning, design or construction phases. The report shall also include performance measures for the evaluation of projects, processes and outcomes as compared to the previous report, including benchmarks that directly relate to the goals of this policy, such as, but not limited to:
  - a. **Linear miles of new bicycle infrastructure**, including bicycle connections to key destinations (business districts, high capacity transit stops and stations, schools and city parks);
  - b. **Linear feet of new pedestrian infrastructure**, including sidewalks, crosswalks and multi-use paths;
  - c. **Number of pedestrian safety improvements** within the watershed of business districts, high capacity transit stops and stations, schools and city parks;

\*\*\*DRAFT\*\*\*

- d. **Number of intersections upgraded to be ADA compliant**, including new curb ramps and detectable warning strips installed, as well as signals upgraded to include audible countdowns and pedestrian push buttons;
- e. Number of pedestrian, bicycle and vehicle **crashes & fatalities**;
- f. Before-and-after **peak hour vehicular speeds at project locations to measure speed reductions as a result of traffic calming measures**, when feasible;
- g. **Transit ridership**, including growth or decline in key corridor routes;
- h. **Street improvements** to high-capacity and high-volume transit stops and stations, including intersection upgrades and rider amenities;
- i. Improvements made to improve the **quality of transit service**, including the number of Port Authority Key Corridor routes with Transit Signal Priority installed and/or reliability in terms of variance from schedule;
- j. **Changes in travel behavior** as measured by the City's overall mode split and/or mode splits in individual neighborhoods, including commute data provided by the U.S. Census Bureau and/or potential reduction in single occupancy auto commute trips and increases in non-auto trips;
- k. **Changes in bicycle and pedestrian counts** at selected count locations through the CountPGH program;
- l. **Number of green infrastructure improvements** made, gallons of stormwater treated/diverted, and/or gallons of combined sewer overflow reduced;
- m. Number of Complete Streets improvements, planned or completed, **located in low-to-moderate income communities**, as defined by the U.S. Census Bureau;

Long term and larger system-wide performance measures relating to health, equity and environment may also be included as data become available, such as:

- a. Greenhouse gas emissions and Vehicle Miles Traveled (VMT);
- b. Hours of adequate physical activity achieved by Allegheny County residents;
- c. Obesity rates in Allegheny county
- d. Geographic distribution of Complete Streets improvements and their statuses;

The benchmarking report shall also include a discussion of partnerships, initiatives undertaken by partner agencies as they relate to Complete Streets, and any education, programming, public engagement, data collection, or enforcement initiatives undertaken by the City or partner organizations as they relate to mobility or Complete Streets.