

# LOUISIANA

Complete Streets Legislative Update

March 2016

**DOTD** LOUISIANA DEPARTMENT OF  
TRANSPORTATION & DEVELOPMENT



# Louisiana

Complete Streets Legislative Update  
March 2016





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## Purpose of the Report

The purpose of this report is to provide an update to the Louisiana State Legislature and Complete Streets Advisory Council (CSAC) on the actions taken to address the requirements of Act 470 of the 2014 state legislative session (RS 48:22.1). This act mandated engagement of stakeholders in the Department of Transportation and Development (DOTD)'s Complete Streets Policy implementation process. It created new reporting requirements to show progress made towards achieving the goals of the Complete Streets Policy.

The Act specified the following actions:

- Adopt and maintain a Complete Streets Policy.
- Engage stakeholders through an advisory council known as the Complete Streets Advisory Council.
- Establish goals to be incorporated into practical projects within the highway priority program and track progress by the DOTD Districts.
- Submit a written progress report annually in conjunction with the submission of the Highway Priority Program.
- Adopt performance measures to evaluate the effectiveness of the Complete Streets Policy. The performance measures shall include both process and outcome oriented indicators as determined by DOTD in conjunction with the Complete Streets Advisory Council.

To that end, DOTD has made significant progress towards the first four bullet points listed above, which is documented below. This document also provides a consistent foundation upon which to base the ongoing efforts to fulfill the fifth bullet point noted above.

## Complete Streets Policy

### About Complete Streets

Complete Streets are designed and operated to enable safe access for all users. Pedestrians, bicyclists, motorists and transit riders of all ages and abilities must be able to safely move along and across a complete street.

A Complete Street might include sidewalks, bike lanes, paved shoulders, special bus lanes, comfortable and accessible transit stops, frequent and well-maintained crossing opportunities, median islands, accessible pedestrian signals, curb extensions, and more. Complete Streets are designed to balance safety and convenience for everyone using the road.

A Complete Streets Policy ensures that projects are evaluated and designed to meet the needs of every person, regardless of their age, ability, or how they travel.

### Louisiana's Complete Streets Policy Background

In 2010, DOTD adopted a Complete Streets Policy. This policy was adopted with the intention to create a comprehensive, integrated, and connected transportation network for Louisiana that balances the access, mobility, and safety needs of motorists, transit users, bicyclists and pedestrians of all ages and abilities.



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Louisiana's Complete Streets Policy was recognized by the National Complete Streets Coalition in 2011 as being one of the best in the nation for its comprehensiveness and strength. This means that it addresses ten critical elements:

1. Sets a Vision
2. Includes All Users
3. Applies to New and Retrofit Projects
4. Makes exceptions specific and clear
5. Encourages connectivity
6. Covers all roads
7. Directs the use of design criteria while recognizing the need for flexibility
8. Recognizes that solutions must complement the context of the area
9. Establishes performance measures
10. Includes specific next steps for the implementation of the policy.

The policy was awarded the "Innovation for Sustaining Places Award: Best Practices" in 2011 for the inclusive engagement process used to develop the Policy through the Complete Streets Work Group.

### Louisiana Complete Streets Policy Statement

*This policy will create a comprehensive, integrated, connected transportation network for Louisiana that balances access, mobility, health and safety needs of motorists, transit users, bicyclists, and pedestrians of all ages and abilities, which includes users of wheelchairs and mobility aids. It ensures a fully integrated transportation system, by planning, funding, designing, constructing, managing, and maintaining a complete and multi-modal network that achieves and sustains mobility, while encouraging and safely accommodating pedestrians, bicyclists, and transit users.*

*The Louisiana Department of Transportation and Development (DOTD) will provide the leadership to implement this policy on all transportation projects that involve federal or state funding or approval. DOTD recognizes the need for interdisciplinary coordination to effectively develop, operate, and maintain bicycle and pedestrian networks. DOTD will work with Metropolitan Planning Organizations (MPOs), transit agencies, parishes, municipalities and other stakeholders to do the same. This includes early coordination to identify whether a reconstruction or new construction project will impact a route identified on a local plan. DOTD will offer internal and external training opportunities and other resource tools in the following areas: engineering, education, enforcement, encouragement, and evaluation.*

*Provisions for all users will be integrated into the project development process for the entirety of all projects through design features, using Context Sensitive Solutions (CSS).*

- *On all new and reconstruction roadway projects that serve adjacent areas with existing or reasonably foreseeable future development or transit service, DOTD will plan, fund and design sidewalks and other pedestrian facilities. The appropriate facility type will be determined by the context of the roadway.*



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- *On all new and reconstruction roadway projects, DOTD will provide bicycle accommodations appropriate to the context of the roadway - in urban and suburban areas, bicycle lanes are the preferred bikeway facility type on arterials and collectors. The provision of a paved shoulder of sufficient width, a shared use trail or a marked shared lane may also suffice, depending on context.*

*All projects shall consider the impact that improvements will have on safety for all users and make all reasonable attempts to mitigate negative impacts on non-motorized modes. Restricting non-motorized access should not be considered as an appropriate strategy with the exception of those limited access facilities where pedestrians and bicyclists are prohibited. DOTD will strive to ensure projects do not become barriers to pedestrians, bicyclists, and transit users by providing appropriate safe crossings, providing corridor continuity, and ensuring transportation projects comply with the current accessibility guidelines.*

*There are conditions where it is generally inappropriate to provide bicycle and pedestrian facilities. These instances include:*

- 1. Facilities, such as interstates, where bicyclists and pedestrians are prohibited by law from using the roadway. In this instance, a greater effort may be necessary to accommodate bicyclists and pedestrians elsewhere within the same transportation corridor.*
- 2. The cost of providing bicycle and pedestrian facilities would be excessively disproportionate to the need or probable use. Excessively disproportionate is defined as exceeding twenty percent (20%) of the cost of the project.*
- 3. Other factors where there is a demonstrated absence of need or prudence. For example, in rural areas or undeveloped areas where future development is not anticipated, sidewalks and designated bikeways will generally not be provided.*
- 4. On projects that are preservation only, DOTD will only consider improvements that do not require right-of-way acquisition, utility relocation, or major construction to provide bicycle or pedestrian accommodations, such as relocating or enclosing roadside drainage. Retrofits such as narrowing lanes, restriping and other means of providing improved bicycle and pedestrian access shall be considered on preservation projects. When an identified need or candidate requires right-of-way acquisition, utility relocation, or major construction, DOTD will work with local government to identify funding for the identified need as a separate project.*
- 5. Maintenance for sidewalks and bicycle paths outside the limits of the curb or shoulder will be the responsibility of the local jurisdiction. Maintenance agreements will be required as a provision of the entire project.*



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*Exceptions for not accommodating bicyclists, pedestrians and transit users in accordance with this policy will require the approval of the DOTD Chief Engineer. For exceptions on Federal-aid highway projects, concurrence from the Federal Highway Administration (FHWA) must also be obtained. For exceptions in an urbanized area, concurrence from the MPO must also be obtained.*

*When an MPO or local jurisdiction is not in agreement with DOTD's accommodation for bicyclists or pedestrians, they can introduce a formal appeal by means of a resolution adopted by the local governing body or board. The resolution must be submitted to the Chief Engineer for review and consideration prior to the final design approval.*

*Facilities will be designed and constructed in accordance with current applicable laws and regulations, using best practices and guidance from the following, but not limited to: DOTD guidelines and manuals, American Association of State Highway and Transportation Officials (AASHTO) publications, the Manual on Uniform Traffic Control Devices (MUTCD), the Americans with Disabilities Act Accessibility Guidelines (ADAAG) and the Public Rights-of-Ways Accessibility Guidelines (PROWAG).*

*DOTD recognizes that a well-planned and designed transportation system that is responsive to its context and meets the needs of its users is the result of thoughtful planning and engineering. DOTD further recognizes the need to provide a framework for evaluation and a targeted strategy for the implementation steps identified. To this end, DOTD will work with a diverse group of stakeholders, including transportation professionals, advocates, and others, as appropriate, to continue to support and steer the implementation efforts both internal and external to DOTD.*

### Implementation

Adoption of the policy, however, is just the first step towards achieving its goals. The last paragraph notes the need for an evaluation framework and targeted strategy for implementation. Implementation of the policy includes both formalized strategic activities as well as informal activities that DOTD engages in to further the goals of the Policy. Because the Complete Streets Policy applies to "all projects" and all stages of the project delivery process, the responsibility for implementation falls to many individuals within the Department. Some individuals may recognize changes that can be made to further the goals of the policy on an ad hoc basis, while other activities to implement the policy are identified through a more formalized implementation planning process. Formal roles can also be created to oversee implementation planning or activities.

### Implementation Activities

The Louisiana Complete Streets Work Group Final Report (2010) identified four areas main areas of implementation activities. These are the steps taken with the intent of furthering the goals of the Complete Streets Policy.

- (1) Changing Procedures and Processes
- (2) Offering Training and Educational Opportunities
- (3) Reviewing and Updating Design Guidance
- (4) Measuring Performance



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A number of efforts have been made since that time to accomplish several of the tasks identified in each of the categories noted above. Some of these efforts are currently underway.

### Roles and Responsibilities

#### Complete Streets Advisory Council (CSAC)

In accordance with Act 470 of the 2014 state legislature (RS 48:22.1), DOTD developed a mechanism for engaging interested stakeholders in the implementation process through the creation of the Complete Streets Advisory Council (CSAC). The CSAC consists of those organizations specifically named in the Act. These include DOTD, AARP Louisiana, Louisiana Center for Planning Excellence (CPEX), the Federal Highway Administration (FHWA), research centers based at a University, a member appointed by a majority of Metropolitan Planning Organizations) and successful applicants representing other Complete Streets Advocacy Groups. An application process occurred in October and November of 2014, and the CSAC met six times throughout 2015 and twice in 2016.

The mission statement of the Complete Streets Advisory Council, as adopted and included in their bylaws is:

- Work with the Department to adopt and maintain an up to date Complete Streets Policy that balances the access, mobility, health and safety needs of all users of the transportation system.
- Assist with the implementation of the Complete Streets policy by identifying opportunities for institutional change, including the development of performance measures and by monitoring progress through review of the annual progress report.
- Educate and engage interested citizens and stakeholders about the Complete Streets Policy.

CSAC meetings are open to the public. An agenda is posted in advance on the DOTD website, and members of the public can sign up to receive notifications of meetings. Throughout 2015, CSAC members met regularly. The meetings included representatives of various DOTD departments who presented information about their programs to the CSAC. Members of the CSAC worked in committees on developing drafts of recommendations for Goals, Objectives and Performance Measures to assist DOTD on Complete Streets Best Practices for their consideration and in fulfillment of Act 470. Their recommendations prompted internal meetings in November and December of 2015. This led to the creation of an internal body, the Complete Streets Steering Committee (CSSC). The main function of the CSSC is to develop the Complete Streets Best Practices.

#### Complete Streets Steering Committee (CSSC)

In December 2015, DOTD executive staff formed an internal Complete Streets Steering Committee (CSSC), comprised of representatives from the following sections:

- Deputy Chief Engineer (Chair)
- Bicycle and Pedestrian Program Manager
- Highway Safety
- Traffic Engineering
- Transportation Planning



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- Data Collection and Management Systems
- Road Design
- Project Management
- Public Transportation
- Local Public Agency Programs

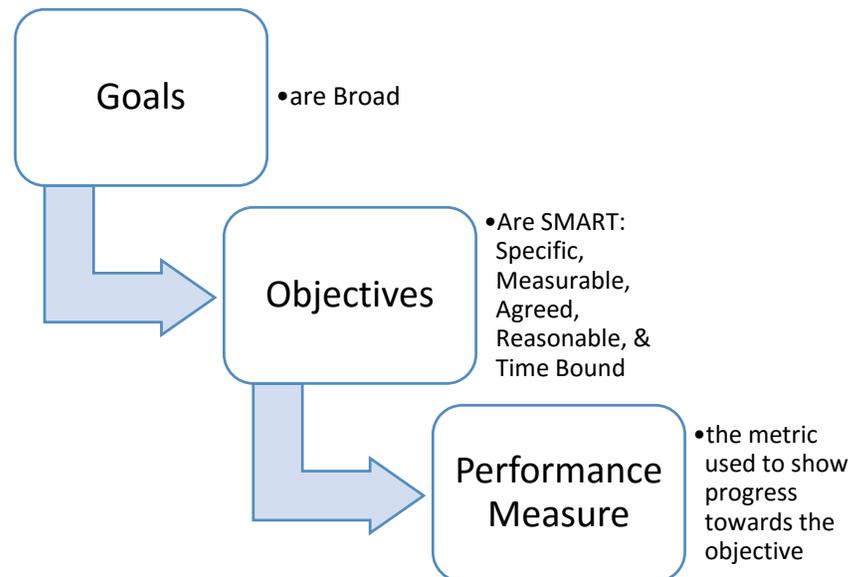
The CSSC is tasked to accomplish the following:

- Review the Goals provided by the CSAC and modified by the Executive Staff;
- Develop SMART Objectives and Performance Measures;
- Review the draft Engineering Directives and Standards Manual on Complete Streets;
- Review the Long Range Bicycle Tool and determine an appropriate implementation process;
- Develop an Implementation Plan; and
- Coordinate with the Complete Streets Advisory Council.

### Performance Measurement Framework

In order to adopt Goals and develop process and outcome-oriented Performance Measures, as directed in Act 470, the following background information has been prepared for the CSAC and CSSC about the relationship between these various elements in a “Performance Measurement Framework” or performance based planning.

Performance based planning provides quantitative evaluation of decision making to see how well it is aligned with established goals.



Performance Measures are metrics that agencies monitor, and they generally fall into two categories:

**Process Oriented Performance Measures** track efforts made towards the achievement of goals. They track the steps taken to change institutional processes, such as rewriting design guides, changing procedures, and providing training and education so that the individuals involved with the development of projects understand their new responsibilities.

**Outcome Oriented Performance Measures** track salient physical features or things that are experienced by people that come about as a result of those changes being made. While process-oriented performance measures are usually available right away, sometimes it takes years for outcomes to be visible.

### Performance Measurement Definitions

***Vision:** A concise expression of what the policy is expected to accomplish*

***Goal:** A broad statement that describes a desired end state*

***Objective:** A specific and measurable statement that supports achievement of a goal*

***Performance Measure:** A metric used to assess progress towards meeting an objective*

***Target:** A specific level of performance that an agency hopes to achieve in a certain timeframe; the target year is when the level of performance is intended to be achieved by*

***Benchmark:** A metric that is a standard against which an agency can compare its performance; an annual benchmark is a yearly indication of progress towards the target/target year*

### Goals

The following goals were developed through an iterative process initiated by the CSAC, modified by the Executive Staff at DOTD, confirmed by the CSSC and reviewed in final form by the CSAC.

The Complete Streets Goals are:

1. Safely and efficiently accommodate all road users (motorists and non-motorists such as but not limited to pedestrians, transit users, bicyclists of all ages and abilities).
2. Create a network that balances integration, context sensitivity, access and mobility for all road users.
3. Provide leadership and establish exceptional partnerships with local public agencies on implementation of Louisiana's Complete Streets policy.

### Accomplishments to Date

DOTD has developed a draft revised Complete Streets Policy and a draft EDSM (Engineering Directive and Standards Manual) that will outline the formal implementation process for the policy. DOTD has also been working on revising the DOTD Design Guidelines to include a multimodal approach to the design process. The CSSC has been established with the goal of developing, in conjunction with the CSAC, measurable objectives and performance measures and has formally adopted the complete streets goals that will serve as the backdrop for all measurable objectives and performance measures. DOTD continues to provide education and training opportunities to both internal and external stakeholders on designing



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for pedestrian, bicycle and transit users. In January, 2015, DOTD provided Complete Streets training to 75 DOTD planners, project managers, and engineers.

### Developing SMART Objectives and Performance Measures

As of the writing of this report, the responsibility of developing SMART objectives is a task for the CSSC. Though a timeline for development was not available as of the writing of this report, it is anticipated that this will follow an iterative process that will engage and consider the feedback of the CSAC.

Once SMART objectives are agreed upon, the two bodies will again work through an iterative process to identify reasonable Outcome and Process Oriented Performance Measures. It is anticipated that objectives and performance measures will be agreed upon in advance of the 2017 legislative session.

### What to Expect in the Coming Year

Implementation of the Complete Streets Policy is and will continue to be an ongoing process with DOTD. Implementation is a combination of formal and informal steps – some of which will become formal documented processes that can be included in future reports to the state legislature. Full complete streets implementation also involves intangibles, including the “cultural change” that inevitably takes place as an agency adjusts to a new approach to the project development process.

It is anticipated that over the coming year:

- The CSAC will be convened at least four times and applications will be taken for new members prior to January 2017;
- SMART Objectives will be developed internally and the CSAC will have an opportunity to provide input;
- Performance Measures will be developed by the CSSC and the CSAC will have an opportunity to provide input;
- The CSAC and CSSC will work collaboratively on the development of an implementation plan; and
- The 2017 Complete Streets Legislative Update will contain the Objectives, Performance Measures and an Implementation Plan.

## Appendix A:

### Iterative process to develop Goals, Objectives and Performance Measures

February 2015-October 2015: Complete Streets Advisory Council working in two committees – outcomes and process - to develop draft recommendations of Goals, Objectives, and Performance Measures. Draft recommendations in October 2015 were as follows (in summary form):

#### **Goals 1: Safely accommodate people walking and biking throughout Louisiana**

Objective 1.1: By (YEAR), reduce pedestrian and bicycle injuries and fatalities by 50%.

*[PMs: #s of pedestrian injuries, fatalities, # of bicycle injuries, fatalities].*

#### **Goal 2: Create a Network that Balances Access and Mobility**

Objective 2.1: Increase the network of bicycle facilities on urban state roads to (NUMBER) by (YEAR).

*[PMs: # of miles of bicycle lanes, # of miles of sidewalks, in urban and urbanized areas].*

Objective 2.2: Increase the number of miles of rural roads with paved shoulders to (NUMBER) by (YEAR)

*[PMs: miles of paved shoulders at least four feet wide].*

Objective 2.3: All projects safely accommodate walking and bicycling trips by including context appropriate facilities

*[PMs: # of projects in Highway Priority Program (Construction Letting Section) including bicycle lanes, shoulders, sidewalks].*

#### **Goal 3: Encourage Walking, Bicycling and Transit Use**

Objective 3.1: Double the percentage of bicycling and walking trips by 2040

*PM 3.1.a: Develop bicycle/pedestrian counting program to establish baseline data. Note data is needed regardless to develop exposure information for crash data analysis.*

#### **Strategy A: Make our Everyday Approach to doing business a multi-modal approach**

Objective A.1: Update Highway Priority Program reporting process to be consistent with HB 742 of the 2015 Legislative Session

*PMs: # of projects/% of funding focused on specific identified goals*

Objective A.2: Develop and implement a programmatic approach to reduce bicycle and pedestrian crashes both on and off the state highway network and to provide educational and enforcement programming targeted.

*PMs: undefined, researching vulnerable user emphasis areas within regional safety coalitions*

Objective A.3: Develop and implement a programmatic approach to target needed transit stop infrastructure and crossing improvements on transit routes

Objective A.4: By 2020, update all program manuals, design manuals, EDSMs and associated forms and checklists to be consistent with the 2009 Complete Streets policy

*PMs: updating internal documents and guidance*

**Strategy B: Research, Educate, Train and Empower DOTD staff and those engaged in project delivery how to plan and design for all users of the transportation system**



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Objective B.1: Utilize Louisiana Transportation Research Center (LTRC) research opportunities to ensure the best available information is available to DOTD personnel as regards active transportation issues.

*[PMs: # of Bicycle, pedestrian, transit research projects proposed/completed].*

Objective B.2: By YEAR, implement complete streets training requirement for all consultants on non-interstate planning and design projects.

*[PMs: tasks completed associated with putting requirement in place].*

Objectives B.4: By (YEAR) train all planning and engineering staff in Complete Streets.

*[PMs: # of training opportunities provided, # of staff members completing training].*

Objective B.5: By (YEAR) assign complete streets liaison at district level.

*[PMs: # of districts with Complete Streets liaison].*

### **Strategy C: Be an exceptional partner to local and regional agencies, non-profit organizations, advocacy groups and constituents/customers/individuals.**

Objective C.1: Convene Complete Streets Advisory Council to provide recommendations and feedback on an ongoing basis.

*[PMs: # of CSAC meetings held]*

Objective C.2: Annually identify and actively support partner organizations and their Complete Streets efforts to 1. encourage bicycling and walking 2. provide education on walking and bicycling safety (and driver responsibilities), 3. Promote benefits of walking and bicycling to health, environment, older Americans quality of life, and land use principles that contribute to a safe and comfortable walking and bicycling environment, and 4. Develop partnerships with law enforcement to ensure that traffic laws are being obeyed.

*[PMs: # of programs funded to address Education, Encouragement, and Enforcement activities, # of CS policies adopted following training workshops provided].*

An internal staff meeting occurred in October 2015 and after reviewing the language in Act 470, the process for creating a Performance Measure Framework was modified. An agreement was reached that DOTD would develop the objectives and performance measures internally and then submit to CSAC for their review. The two main reasons for this decision are that Act 470 indicates DOTD has this responsibility and DOTD has the background knowledge on what data is and could be collected.

At the November 18, 2015 CSAC meeting, the Council adopted the following Goals for submission to the executive staff of DOTD:

1. Safely and efficiently accommodate all road users (motorists and non-motorists such as but not limited to pedestrians, transit users, bicyclists of all ages and abilities)
2. Create a network that balances integration, context sensitivity, access and mobility for all road users
3. Encourage walking, bicycling and transit use
4. Make our everyday approach to doing business a multi-modal approach



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The Executive Staff made the following revisions to the Goals in December 2015, which the CSSC did not modify and the CSAC reviewed in final form. These are the Goals that appear in this report.

1. Safely and efficiently accommodate all road users (motorists and non-motorists such as but not limited to pedestrians, transit users, bicyclists of all ages and abilities).
2. Create a network that balances integration, context sensitivity, access and mobility for all road users.
3. Provide leadership and establish exceptional partnerships with local public agencies on implementation of Louisiana's Complete Streets policy.

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