



<b>City of Delray Beach</b>  	<b>ADMINISTRATIVE POLICIES AND PROCEDURES MANUAL</b>		<b>SUBJECT: Complete Streets Policy</b>	
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	<b>SUPERSEDES</b>		<b>APPROVED BY:</b>  Donald B. Cooper, City Manager	

**PURPOSE:**

**VISION AND INTENT**

Complete Streets are necessary for Delray Beach to advance the goals adopted in the Strategic Plan and Delray Beach Comprehensive Plan. Complete Streets will enhance Delray Beach’s quality of life over the long-term by advancing mobility, economically-sound compact and connected development patterns, public health and safety, livability, environmental protection and enhancement, sustainability, neighborhood equitability, affordability, economic activity, climate resiliency, and excellence in urban design and community character while taking into consideration context-sensitive design. As public space, streets should be designed to a higher standard for the common good of all people, in keeping with the Delray Beach vision:

Delray Beach is a “Charming Village by the Sea,” with a World Class Beach, a Vibrant Downtown, a Diverse Local Economy and a Community of Quality Neighborhoods and Schools. Recreational and Cultural Opportunities Abound. People Embrace Cultural Diversity.

Specifically, this Complete Streets Policy is integral to achieving the City of Delray Beach’s short and long term goals and requires a shift in how we define the role of roadways: They are public spaces that serve people first. Therefore, the City of Delray Beach commits to improvements that support safe, efficient, and convenient mobility for all roadway users - pedestrians, bicyclists, transit riders, and motorists - regardless of age or ability. Complete Streets are necessary to support compact development patterns and they expand everyone's mobility choices for safe and convenient travel by different modes between destinations throughout Delray Beach. Following a context-sensitive approach, they are designed to balance safety and convenience for everyone using the road.

Safety, including a reduction in hazards for pedestrians and bicyclists on Delray Beach roadways, is a fundamental consideration of this Complete Streets Policy. Complete Streets also encourage people to make active transportation choices (powered by human energy), which are associated with improved health outcomes for people at all stages of life. To improve community health, Delray Beach seeks to transform its street network from a barrier to an asset for regular walking and biking. The City also recognizes the multiple public health benefits of reducing the air pollution and climate change caused by vehicle emissions.

The City of Delray Beach recognizes that the planning and design of streets and regional roadways should holistically include the entire right-of-way and public space – defined as the entire area between building fronts. A Complete Streets approach provides a unique opportunity to thoughtfully integrate and advance multiple objectives for our community, now and in the future, while delivering maximum benefits from both public and private investments.

## **POLICY AND PROCEDURE:**

### **A. COMPLETE STREETS PRINCIPLES**

#### **1. Complete Streets serve all users and modes.**

The City of Delray Beach commits to design, operate, and maintain the community's streets and right-of-way so as to promote safe, comfortable and convenient access and travel for people of all ages and abilities. This is the core intent of the Delray Beach Complete Streets Policy. All streets and roadways within the city shall provide basic safe access and crossings for all allowed categories of users - people traveling as pedestrians and by bicycle, transit riders, motorists, and others. City streets and/or right-of-way networks shall accommodate emergency responders and freight needs as well, in a manner consistent with this policy. The City recognizes that children, seniors, and persons with disabilities may require inclusive accommodations.

#### **2. Complete Streets require connected travel networks.**

The City of Delray Beach shall prioritize opportunities to create a complete transportation network that provides connected facilities to serve all people and modes of travel, now and in the future. Streets shall be connected to create complete street networks that provide travelers with multiple choices of travel routes and transportation modes to help reduce congestion on major roadways. This network includes off-street hard-surface trails for biking and walking. Not all roadways and routes need to be optimized for all modes as appropriate to their context; however, people using each mode require a network of safe and convenient travel routes and crossings throughout the City.

#### **3. Complete Streets are beautiful, interesting and comfortable places for people.**

The design of cities begins with the design of streets, as community places where people want to be. As part of Delray Beach's public space, streets shall be held to a higher standard for urban design at a human scale. Multi-modal accommodations and all City projects in the right-of-way shall be approached as opportunities to enhance the aesthetic qualities of Delray Beach and its public space through the thoughtful creation of place. Wherever feasible, streetscapes shall protect and include street trees and native plants, and incorporate landscape architecture, public art, pedestrian amenities and way-finding signage, sidewalk cafes and street-facing retail, and other elements that enhance the charm and attractiveness of Delray Beach to foster sustainable economic development. Streetscapes shall be designed with temperature extremes in mind, sheltering bicyclists and pedestrians from urban heat islands, and creating comfortable microclimates.

#### **4. Complete Streets require best-practice design criteria and context-sensitive approaches.**

The City of Delray Beach will align land use and transportation goals, objectives, policies, and code provisions to create Complete Streets context-sensitive design solutions that best serve the needs of all people using streets and the right-of-way, and that support the policies of the Delray Beach Comprehensive Plan. Context-sensitive design allows roadway design decisions to be more flexible and sensitive to community values, and to better balance economic, social, and environmental objectives. The City of Delray Beach will take a flexible, innovative, and objective approach to creating context-sensitive Complete Streets that meet or exceed national best-practice design guidelines. This includes a shift toward designing at a human scale for the needs and comfort of all people and travelers, in considering issues such as street design and

width, desired operating speed, hierarchy of streets, mode balance, and connectivity. Design criteria shall not be purely prescriptive but shall be based on the thoughtful application of engineering, architectural, and urban design principles.

**5. Complete Streets protect Delray Beach's environment and promote sustainability.**

By reducing automobile dependence, Complete Streets will help Delray Beach advance its "green" and sustainability initiatives. In the design, operation, and maintenance of its transportation system, the City of Delray Beach shall seek opportunities to integrate best-practice "Green Street" principles, including features and metrics adapted for the climate variations of the area. These may include stormwater management, tree canopy, shade structures, landscaping, climate protection and resiliency, urban heat island mitigation, sidewalk and subsurface design to accommodate and protect roots, accessible and integrated parks and natural areas, and other measures. Projects in the public right-of-way and their landscape elements shall seek to advance sustainable management and conservation practices for water, energy, materials and other resources, balanced with other goals.

**6. Complete Streets are the work of all City Departments.**

The City of Delray Beach shall approach every public or private project, program, and practice that affects the transportation network or occurs in the right-of-way, as an opportunity to improve street conditions and travel routes for everyone. City Departments shall work in coordination and collaborate with other entities, including adjacent local governments, State, and Federal agencies, to maximize current and future opportunities for Complete Streets, enhancement of the public space, street connectivity, and complementary design for streets crossing political boundaries.

**7. Complete Streets include all roadways and all projects and phases.**

The City of Delray Beach shall apply this policy in a context-sensitive manner to all private and public routes and roadways. It applies to both new streets and retrofit projects, including the construction, reconstruction, retrofit, resurfacing, alteration, and major repair of streets. It shall provide guidance to the budget development process for all City capital improvement projects and ongoing street maintenance. It includes parking facilities, alleys, bridges, frontage roads, private drives or streets and internal circulation routes, temporary traffic zones, off-street multi-use pathways, park roads, and other elements of the transportation system.

**8. Complete Streets require appropriate performance measures.**

The City of Delray Beach will track and report performance measures for the transportation system that measure how well the City is conforming to this policy. Indicators shall reflect safe and efficient mobility for all users - pedestrians, bicyclists, transit riders, motorists, and freight. A system of "Green Streets" metrics will be adopted and reported as well. For multimodal mobility, performance indicators shall be utilized and weighted in a manner that reflects context and community values.

**B. APPLICABILITY AND JURISDICTION**

This policy is applicable to all development and redevelopment in the public domain within the City of Delray Beach. It applies to the work of all City Departments and entities. It is intended to guide all private development that affects streets, the transportation system, and the public space. Where new streets and subdivisions are subject to the City of Delray Beach Land Development Regulations, the City of Delray Beach shall fully and consistently refer to this

policy for guidance. In the City's extra-territorial jurisdiction, applicability to specific projects shall be reviewed, determined, and overseen with Palm Beach County and adjacent cities.

In existing developed areas of the City, roadway improvements that implement this policy shall be achieved as individual projects advance, as sites and corridors are developed and improved, and as needs and travel-mode balance evolve over time. For activity centers and corridors identified in the Delray Beach Comprehensive Plan and areas with high levels of pedestrian activity, the City shall seek and prioritize funding sources for strategic Complete Streets improvements.

The City of Delray Beach requires all agencies and authorities over which it has permitting authority to comply with this policy. At a minimum, they should not adversely affect multimodal travel conditions and future opportunities as are appropriate in context. These include, but are not limited to, water agencies, electric utilities, gas and petroleum utilities, communications utilities, and service contractors. Provisions that support this Complete Streets policy shall be added to new franchise agreements affecting the City right-of-way.

For all transportation projects designed by other agencies or entities that require funding, approval, or coordination by or with the City, the Planning, Zoning and Building and Environmental Services Departments shall, in advance of finalizing funding or approval: (1) evaluate the proposed project for compliance with this Complete Streets Policy, and (2) where needed, recommend measures and require appropriate changes to bring it into compliance.

The City of Delray Beach encourages entities not under its jurisdiction to satisfy this policy, including the Palm Beach County School District, Palm Beach County, and State of Florida agencies with facilities in the City of Delray Beach. Partner agencies and organizations are encouraged to adopt this Complete Streets Policy or an equivalent.

For regional transportation projects, the City will promote compliance with this Complete Streets Policy by its partners, including Palm Beach County Metropolitan Planning Organization, Palm Beach County, Florida Department of Transportation, Treasure Coast Regional Planning Council, adjacent cities, and other agencies as applicable.

### **C. EXCEPTIONS**

The City of Delray Beach expects full compliance with this policy. A context-sensitive exception for a specific project may be requested and granted when:

- Use of the roadway is prohibited by law for a specified category of users;
- The costs of providing accommodation are excessively disproportionate to the need or probable use;
- The application of Complete Streets principles would be contrary to public safety;
- An absence of current and future need to serve a category of users is documented. In determining future need, applicants and City review staff shall consult relevant City and regional long range plans for land use and transportation, including the Delray Beach Comprehensive Plan.

A request for an exception should be submitted to the Director of the Planning, Zoning and Building Department at the earliest project phase (e.g. during initial project planning and

budgeting). The request submitted must include a detailed narrative, site photography, project site map and drawings if available, and supporting data. The request shall be jointly considered by the Directors of Planning, Zoning and Building and Environmental Services Departments with input from the Green Implementation Advancement Board. In the City's extraterritorial jurisdiction, exceptions also shall be considered by Palm Beach County, which may have final authority.

For all project elements constructed in the City right-of-way, final determination and approval of exceptions shall reside with the City Commission. Exceptions granted shall be publicly reported on the City's website. Reports shall include the applicant's documentation as backup and indicate the basis for the decision. Where exceptions are granted, parallel accommodations for the category of users excluded shall be sought on alternate routes within the City's transportation system.

#### **D. CODE AMENDMENTS**

The City of Delray Beach Land Development Regulations shall be revised to incorporate the principles and provisions of this Complete Streets Policy. This policy in itself does not change the Land Development Regulations.

All City of Delray Beach administrative rules and criteria manuals referenced in the City Code that affect the design of roadways and facilities sited in the right-of-way, which affect the implementation of this policy, shall be reviewed and updated to make them consistent with its goals and support the implementation. To facilitate near-term compliance with this policy, an interim advisory on the design of streets and subdivisions, that references national guidelines and manuals, shall be issued in the City of Delray Beach Engineering Standards for Roadway and Traffic Details, within 120 days of approval of this policy.

One year after Commission approval of this Complete Streets Policy, the City Manager shall report to Delray Beach City Commission on any future code amendments needed to support implementation of this policy. The report also will address the applicability of this policy to private development.

#### **E. IMPLEMENTATION**

The City of Delray Beach shall make Complete Streets practices a routine part of everyday operations and procedures, as appropriate to their context. The Complete Streets principles of this policy shall inform all transportation planning, design, maintenance, and funding decisions. In addition, they shall inform the early scoping phase of all City capital improvement projects that include or affect roadway elements and the right-of-way.

As needed to ensure robust implementation of this policy, the City shall develop or update City design policies, guides, standards, and manuals across disciplines. It also shall reference the most up-to-date national standards, design guides, and best practices supportive of Complete Streets. Guidance on implementation is provided in "Exhibit A," attached to this policy. Complete Streets Policy Implementation Guidelines shall be developed, to provide more detailed and context-sensitive direction. These Guidelines shall be adopted as a separate document. The Guidelines shall be provided to all City Departments, regional transportation agencies, and the public within two years after Commission approval of the policy. The City will actively seek sources of funding to implement this policy.

## **EXHIBIT A: GUIDANCE ON IMPLEMENTATION**

### **1. Application to City Projects**

All City capital improvement projects, including roadways, initiated subsequent to the adoption of this Policy shall fully integrate its Complete Street goals and principles from the earliest project scoping and budgeting phases. As this Complete Streets Policy establishes higher and more comprehensive goals and criteria than current policy, this policy shall supersede it for roadway projects with a context-sensitive approach. All projects shall be initially defined such that the overall project budget is sufficient to assure conformance with this policy. In keeping with this Complete Streets Policy, available budget may be allocated to address the needs of transit users; integrate “Green Street” practices, including street trees and landscape elements; and/or provide other amenities that invite walking and create a sense of place.

### **2. Capital Improvement Projects**

Consideration of this Complete Streets Policy and its long-range goals shall be incorporated into the planning, scoping, budgeting, funding, design, approval and implementation process for all City facilities, roadways, and right-of-way infrastructure. The Engineering Division shall provide coordination and support. Departments shall consult the Strategic Plan, Delray Beach Comprehensive Plan, Capital Improvement Plan, Bike-Ped Master Plan, and other relevant City master plans for guidance in planning and designing City projects that include or impact roadways. City Departments shall consult City master plans and policies related to pedestrian, bicycle, transit, and vehicle transportation as appropriate to context. All projects shall strive to advance and integrate multiple goals, including a high-quality public space, place-making, “Green Streets”, expansive tree canopy, landscaping, and sustainable economic development. City projects shall seek cost-saving opportunities through such integration. Projects shall anticipate opportunities to incrementally achieve fully complete streets and networks over time, and in future phases of work. Departments shall take care that their work does not adversely affect the pedestrian space and opportunities for multimodal travel and facilities.

Projects should anticipate funding needs and seek resources to acquire necessary right-of-way and/or easements. If the costs of acquiring right-of-way to provide separate accommodations for each mode of travel are cost-prohibitive, then innovative or multi-use facilities within the existing right-of-way that accommodate both pedestrians and bicyclists should be considered if appropriate for the roadway and its context. The need for amenities and landscaping that provide comfort for users of alternative transportation modes should be factored into funding needs.

For City parks projects, park land may be used for bicycle/pedestrian trails and other elements of the transportation system that provide connectivity and support people's access to parks and recreational/outdoor activities.

City utilities will provide guidance on ensuring that Complete Streets Policy implementation does not create public safety hazards or reductions in levels of utility service unacceptable to utility customers. Utility projects will seek to support and advance implementation of this policy and related right-of-way conditions.

### **3. Project Budgets**

It is the responsibility of each project to budget appropriately for implementation of this policy, in a context-sensitive manner. This includes budgeting for right-of-way and/or easement acquisition. Where primary funding sources for City projects are narrowly constrained (e.g.

restricted to utility, affordable housing, or other purposes), the City will actively pursue additional funding sources to allow implementation of this policy to a high standard.

#### **4. Private Projects**

In reviewing zoning, site plans, subdivision plans, planned unit developments, and other projects that include streets or private drives or other internal circulation routes, City staff shall seek full compliance with the intent of this Complete Streets Policy as appropriate to context. To ensure that its goals and principles are fully incorporated into the City of Delray Beach zoning and development review process, City zoning and development review staff across departments shall receive appropriate training. The Planning, Zoning and Building Department shall also provide appropriate information and education to applicable review and advisory boards and committees, the development community, and applicants. If City staff recommends additional measures regarding private projects, that process will include public review and input.

#### **5. Complete Streets Program**

The City will implement this policy through a Complete Streets Program based in the Environmental Services Department. The Program will be developed and implemented in consultation with the Environmental Services Department and other departments, applicable review and advisory boards and committees, and partners (including but not limited to the Community Redevelopment Agency and the Downtown Development Authority). It will be appropriately staffed to provide multimodal transportation planning; it will be coordinated with City programs and initiatives for bicycling, pedestrians, transit and on trails. Program staff will facilitate update of the City's Bicycle/Pedestrian Master Plan. The Complete Streets Program will be incorporated into the Transportation Element of the Delray Beach Comprehensive Plan and be inclusive of all relevant City Departments. The Program shall facilitate city-wide staff training, public education, document development and/or updates, departmental Complete Street efforts, and other actions as necessary to fully implement this Complete Streets policy. An interim report on the development and progress of this program shall be delivered to the City Commission within 24 months of policy adoption.

#### **6. Modal Networks**

The City shall advance projects that are needed to close gaps and to complete priority transportation networks and routes for people using each individual travel mode in a context-sensitive manner.

#### **7. Street Design Standards**

The City shall refer to the following national guidelines, recognized by the Delray Beach City Commission:

- a. Designing Workable Urban Thoroughfares: A context sensitive approach (Institute of Transportation Engineers/Congress for the New Urbanism)
- b. Urban Street Design Guide, and Urban Bikeway Design Guide (National Association of City Transportation Officials)

Flexible and innovative context-sensitive design solutions that conform to these guidelines are encouraged for both public and private projects. Updated street design standards and criteria that reflect these national guides will be developed in the course of revising the City's Transportation Criteria and Engineering Standards for Roadway and Traffic Details. The design of roadway water quality controls, stormwater management infrastructure, permeable surfaces, energy efficient street lighting and signalization, and traffic calming devices shall be incorporated into this approach.

## **8. “Green Streets” Guidelines**

A multi-disciplinary City staff team shall develop specific Green Streets principles, guidelines, and metrics. The guidelines shall reflect national best practices as well as green infrastructure goals, objectives, and policies in the Delray Beach Comprehensive Plan. They shall address roadway-design related stormwater infrastructure and management, for both water quality and runoff volume; the linking of trails and greenbelts with roadway networks; the most appropriate surface/paving materials, and other relevant sustainability, environmental and ecosystem goals. The integration of Green Streets principles and metrics shall be overseen by the Development Services Management Group. Green Streets principles and metrics shall be administered as an integral part of street design and project reviews.

## **9. Safety**

Design criteria for complete streets will recognize and utilize best practices to protect all travelers, but especially bicyclists and pedestrians. Criteria specifically included, with safety in mind, narrow travel lanes, reasonably wide bike and pedestrian paths, protected lanes, speed reductions, pedestrian safety islands (medians), and adequate lighting.

## **10. Staff Training**

The City will provide information and training on this Complete Streets policy and its principles, and best practices for implementation, to relevant City staff across departments within 180 days of policy adoption. Continuing education inclusive of all aspects of this policy shall be provided on an annual basis. The training materials shall be offered to applicable review and advisory boards and committees, regional and City partner agencies.

## **11. Outreach and Education**

The City and partner organizations will provide ongoing public information and education about Complete Streets to Delray Beach residents; community groups and leaders; transportation, planning, design and engineering professionals; and the private development community. Delray Beach will promote the use of bicycle and pedestrian transportation as well as transit connectivity to encourage the community to reduce dependence on automobiles. The City will meet at least annually with representatives of Palm Beach Metropolitan Planning Organization, Palm Beach County, the Treasure Coast Regional Planning Council, and the Florida Department of Transportation to review best practices in Complete Streets implementation and evaluate cross-agency efforts.

## **12. Metrics for Evaluation**

Complete Streets Policy metrics will be tracked and reported in coordination with metrics and monitoring established for the Delray Beach Comprehensive Plan and Strategic Plan. For mobility goals, they include miles of new and improved sidewalks and bicycle facilities, pedestrian and vehicle crash data, pedestrian and bicycle trip data, and number of accessible transit stops. Additional metrics that reflect the comprehensive goals of the policy will be developed within 18 months of policy adoption.

## **13. Code Amendments**

City staff will conduct an analysis to identify: 1) what, if any, provisions in current code or criteria are in conflict with implementation of this Complete Streets Policy, or otherwise present impediments, and 2) what code and criteria amendments are needed, if any, to address impediments or to otherwise advance the implementation of the Complete Streets Policy. Upon adoption of a major revision to the Land Development Regulations by the Delray Beach City



Commission, necessary updates on this policy shall be issued to create consistency with all Land Development Regulation provisions and language related to roadways, right-of-way, street classifications, character districts, neighborhood traffic calming, and other applicable context-sensitive elements.

#### **14. Roles and Responsibilities**

The City's Principal Transportation Professional in the Environmental Services Department, as the administrator of the Complete Streets Program, shall have lead responsibility for implementation of this policy. Final authority for the construction of elements in the City right-of-way, as well as reporting responsibility for exceptions granted to this policy, resides with the Environmental Services Department.

The Director of the Environmental Services Department is responsible for the functionality of streets as defined by their utility, durability, condition and serviceability, and has final authority over related decisions. The Principal Transportation Professional is responsible for the design and functionality of streets and the roadway network as it relates to providing safe, efficient, and comfortable travel for roadway users. The Public Works Division, Construction Division, and Engineering Division shall jointly and collaboratively address these goals for the community's roadways, coordinating with other City departments and partner agencies as needed.

#### **15. Exceptions Reporting**

The Development Services Director shall report each exception granted through the mechanism established in this policy, including for City projects, and shall oversee the timely public posting of such reports on the City of Delray Beach website.

Quarterly, a summary report on exceptions granted shall be provided to the Development Services Management Group which is responsible for guiding Complete Streets implementation. Annually, a report shall be provided to the City Manager.