

ORDINANCE NO. 1024

AN ORDINANCE ESTABLISHING A "COMPLETE STREETS" POLICY FOR THE CITY OF ROELAND PARK, KANSAS AS CHAPTER XIII, ARTICLE 9, SECTION 13-901, *et seq.* IN THE ROELAND PARK MUNICIPAL CODE.

WHEREAS, for purposes of this Ordinance, "Complete Streets" are defined as public rights-of-way that are designed and operated to provide safety and accessibility for all users of roadways and trail systems, including pedestrians, bicyclists, transit users, motorists, emergency vehicles, freight and commercial vehicles, and people of all ages and abilities; and

WHEREAS, the City of Roeland Park, Kansas (the "City") has long pursued provisions for pedestrians, bicyclists, persons of all ages and abilities, in addition to vehicular traffic, within its public rights-of-way; and

WHEREAS, Complete Streets contribute toward the safety, health, equity, economic viability, and quality of life in a community by providing accessible and efficient connections between home, school, work, recreation, and retail destinations by improving the transportation environments throughout; and

WHEREAS, the livability of neighborhoods and the economic development of the City and surrounding areas are greatly enhanced by implementing certain Complete Streets principles that address a variety of social and community issues such as traffic congestion, quality of life, public health; and

WHEREAS, the City recognizes that all projects, new or reconstruction, are opportunities to apply Complete Streets design principals. While any such Complete Streets projects are being constructed, the City should ensure that appropriate accommodations are provided to support the safe, reliable movement of all road users within the project area, regardless of their preferred mode of transportation; and

WHEREAS, it is desirable that the City establish a policy with respect to Complete Streets, so that those principles can be incorporated into the public street project design, development and construction process.

NOW, THEREFORE, BE IT RESOLVED BY THE GOVERNING BODY OF THE CITY OF ROELAND PARK, KANSAS:

SECTION 1. The following policies and procedures regarding Complete Streets (this "Policy") are hereby established in the Roeland Park Municipal Code Chapter XIII, Article 9, Section 13-901, *et seq.*:

Sec. 13-901. Purpose (Vision and Intent).

The City of Roeland Park, Kansas shall utilize a Complete Streets approach to developing, improving, and maintaining a complete, connected transportation network of streets, sidewalks, shared use paths, and public transit facilities. This shall provide connection and transportation mode choice options for residents and visitors of all ages and abilities. This will be accomplished through the enhancement of City policies, infrastructure and community development practices, and decision

making for City operations and public expenditures. The City's Complete Streets policy shall lead to an institutional approach to City operations and shall result in the following outcomes and benefits to the Roeland Park community and adjacent communities:

- (a) A complete, connected transportation network, for all ages and abilities, provided along roadways with an emphasis on an overall travel network to commercial destinations, to community spaces and to residential neighborhoods.
- (b) Equitable mobility choices, for all residents, regardless of age, income level, color, race, or ethnicity, to facilitate walking, biking, rolling, driving, public transit, and ridesharing on City streets and within the overall transportation network.
- (c) Maintenance of a transportation network that focuses on delivery and connection of goods and services to residents, that accommodates each individual and allows for efficient emergency response to all parts of the City.
- (d) Efficient and effective connectivity between existing residential neighborhoods, and City service operations to maximize potential growth for existing businesses, and foster future economic development
- (e) Efficient and effective use of City funds in public works and City services to reconstruct, rehabilitate, maintain, and improve the transportation network.
- (f) Preservation and conservation of environmental resources such as greenspaces, habitats, tree canopies, and effective stormwater systems along and adjacent to the transportation network.
- (g) Establish dialog and effective education, communications, and interactions between City staff, residents, commercial enterprises, and elected officials, regarding the balance of priorities in the planning, design, construction, and operations of Complete Streets.

The City of Roeland Park acknowledges Complete Streets must play an active role in the development, operations, and management of the transportation network to achieve high quality City services, quality of life, and administrative leadership, for its community.

Sec. 13-902. Definitions

For purposes of this Article the following words and phrases shall have the meaning given herein:

- (a) *Complete Streets* - Designed and operated to enable safe accessible travel for all users – including pedestrians, bicyclists, and public transit users - with a goal towards creating a complete, connected network of streets. Transportation improvements, facilities and amenities that shall contribute to Complete Streets and that are considered as elements of Complete Streets are: Americans with Disabilities Act (ADA) compliant pedestrian access routes, street and sidewalk lighting, pedestrian and bicycle facilities; access management; ADA compliant public transit stops and stations; context sensitive landscaping, utility relocations and street amenities allowing for efficient levels of service.
- (b) *Pedestrian and Bicycle Implementation Strategy* – The Pedestrian and Bicycle Implementation Strategy is defined as the Complete Streets network implementation plan for the purposes of providing the direction and prioritization of developing a walking and biking network, in the City of Roeland Park. This strategy was adopted by the City Council in August of 2017.
- (c) *Connectivity* - Connectivity refers to the density of connections in path or road networks, and the directness of links. A well-connected network has many short links, numerous intersections, and minimal dead-ends (cul-de-sacs). As connectivity increases, travel distances decrease and route options increase, allowing more direct travel between destinations, creating a more accessible and

resilient system that reflects Complete Streets principles. Connectivity can apply both internally (streets within that area) and externally (connections with arterials and other neighborhoods).

(d) *Pedestrian* - A pedestrian can be a person who is on foot; using any means of conveyance propelled by human power other than a bicycle; using an electrical personal assistive mobility device; or operating a self-propelled wheelchair, motorized tricycle, or motorized quadricycle by reason of physical disability.

(e) *Curb Extensions* - Curb extensions visually and physically narrow the roadway, providing multiple benefits. The primary benefit they create are safer and shorter crossings for pedestrians. Secondly, the added space can be used to place street furniture, benches, plantings, and street trees. Curb extensions can be successfully implemented at all types of intersections. They may be implemented on downtown, neighborhood, and residential streets; large and small.

(f) *Vertical speed control elements* - Manage traffic speeds and reinforce pedestrian-friendly speeds. They may be appropriate on a range of street types, however, are typically applied along neighborhood, residential, or low-speed streets, where freight traffic is minimal. They can be placed individually or supplemented with other traffic calming measures, like curb extensions or chicanes.

(1) *Speed Hump* - Speed humps are parabolic, vertical traffic calming devices intended to slow traffic speeds on low volume, low speed roads. Speed humps are 3–4 inches high and 12–14 feet wide, with a ramp length of 3–6 feet, depending on the target speed.

(2) *Speed Table* - Speed tables are midblock traffic calming devices that raise the entire wheelbase of a vehicle to reduce its traffic speed. Speed tables are longer than speed humps and flat-topped, with a height of 3–3.5 inches and a length of 22 feet. Vehicle operating speeds for streets with speed tables range from 25–45 mph, depending on the spacing.

(g) *Shared streets* – A shared street is often referred to as a “pedestrian-priority street,” or, in residential areas, as a “home zone.” It is an integrated space used to better balance the needs of pedestrians, bicyclists, and low-speed motor vehicles. These are streets without delineation between spaces for pedestrians, cyclists, or cars – there are no sidewalks, crosswalks, or lane markings. This allows each user to safely navigate the street and share the right-of-way.

(h) *Traffic mini-circles* – Mini-circles are raised circular islands constructed in the center of residential street intersections. They reduce vehicle speeds by forcing motorists to maneuver around them and are sometimes used instead of stop signs.

(i) *Modern Roundabout* - A roundabout is a type of circular intersection, or junction, in which road traffic is permitted to flow in one direction around a central island and priority is typically given to traffic already in the junction.

(j) *Calm Streets/Neighborhood Greenways* – Also called “neighborhood greenways” or “bike boulevards”, these are streets that are low-speed and low-volume where neighborhood residents walking or bicycling are given priority. Designing streets as Calm Streets reduces automobile speeds and cut-through traffic which provides safer, more attractive bicycling and walking links. Components of a proper Calm Street include special signage, speed control elements, and volume management elements. Additionally, Calm Streets are opportunities for creative landscaping, public art, and community spaces.

(k) *Angled head-out parking* – On-street parking where drivers back into angled parking spaces, placing the rear of the car closest to the curb. This strategy improves safety for occupants of the

car, as well as passing vehicles and bicyclists. Angled, head-out parking provides drivers entering traffic with greater visibility, decreasing the likelihood of crashes. By changing the orientation of the car, with the trunk close to the curb, angled head-out parking improves safety for children getting out of vehicles and people loading items in their trunks. This treatment often needs clear, instructional signage to avoid confusion in how it is to be used.

(l) *Protected Bike Lanes/Cycle tracks* - On-street bicycle facilities separated from vehicular travel lanes and sidewalks by parked cars, medians, bollards, and pavement markings. Cycle tracks combine the user experience of a separated path with the on-street convenience of a conventional bike lane. In separating bicyclists from automobile traffic, cycle tracks' low stress infrastructure treatments attract bicyclists of all ages and abilities. They also clarify expected behavior for bicyclists and automobiles, decreasing the risk of bicyclists being hit by open car doors.

(m) *Advisory bike lanes* - Also known as "non-compulsory bike lanes" or "suggestion lanes", these are a more recent style of treatment, where cars and trucks can legally use the lane if there are no people riding on bicycles. Advisory bike lanes are characterized by dashed lane demarcation, and in tandem with the removal of a centerline on streets. They are useful on streets that are too narrow for mandatory bicycle lanes, and on streets that see high bicycle volume and vehicle traffic that is above the average residential street, but still low. Parking should not be permitted in the lane.

(n) *Exemption* - The process of freeing or state of being free from an obligation or liability imposed by a policy.

(o) *Priority Sidewalk Network* - Important street segments for construction of future sidewalks within the City.

(p) *Priority Bicycle Network* - Type and location of bicycle facilities that together provide safe and comfortable cycling conditions throughout the City.

(q) *Priority Intersections* - Intersections that are deemed a priority to enhance safety for those walking or biking.

Section 13-903. Policy

(a) Diverse Users

- (1) The Roeland Park Complete Streets Policy, in coordination with transportation improvements, will prioritize and benefit vulnerable users from school age to adults who walk, bicycle, use public transit, or use mobility devices for travel within the transportation network other than traditional motor vehicles. The consideration of these users applies to the design of transportation modes; specific details of new project development; and design that supports safe interactions between all applicable transportation modes in project development.
- (2) While most City streets are accompanied by sidewalks or side paths providing significant connectivity to some areas of the City, the Pedestrian and Bicycle Infrastructure Strategy will serve as the Complete Streets implementation plan and provide a coordinated network that serves all parts of the City. Areas with documented low automobile ownership shall be prioritized and benefit from equitable solutions implemented and tracked by the City. (Based on recent U.S. Census information Wards 1 and 2 currently have the highest percentages of households lacking access to an automobile.)

(b) Commitment to all projects and phases

- (1) The City shall incorporate Complete Streets elements into City transportation projects, using the opportunities to create a safer, more accessible transportation network for all users. The focus of the walking and biking networks is established in the Pedestrian and Bicycle Infrastructure Strategy (August 2017 or as updated) or as defined in addition to the strategy to provide appropriate accommodation and connectivity for bicyclists, pedestrians, public transit users, motorists, and persons of all abilities, regardless of age. In addition, promoting safe operation for all users, in a coordinated manner consistent with, context sensitive to and supportive of the Pedestrian and Bicycle Infrastructure Strategy network. All development projects that are directly impacted by the transportation network and that are funded by the City or require approval from the City to complete, shall be subject to this policy. Specific types of projects that shall consider users of all modes and all abilities, include capital improvement projects that impact a travel way or public right of way and public's access to it, retrofits of existing travel ways for access to developments, multi-modal transportation connections for first mile/last mile improvements, and roadway construction or reconstruction.

Some examples of Complete Streets project locations include:

- a. Along public streets, include provisions for crossing public streets and private drives or streets, where appropriate
 - b. Across interchanges with freeways and other highways, where appropriate
 - c. To interconnect activity centers and residential areas with parks, trails and open space
- (2) The City shall consider users of all modes and all abilities in maintenance activities and operations. Maintenance operations opportunities that are included in this requirement are signal operations; striping; signing; paving operations; minor rehabilitation activities, as part of the annual maintenance budget and maintenance in the travel way due to utility maintenance activities that are completed by the City or by utility providers to the City.
 - (3) During construction, repair, rehabilitation, or maintenance in the transportation network in the travel way; maintenance of travel along established paths of travel for walking, biking, or rolling shall be maintained for safety of users of all abilities, and any detours that are necessary; consider reasonable delays and impacts based on engagement of the public during the planning of any improvements.

(c) Clear, accountable exceptions

- (1) Complete Streets construction may be excluded where documentation and data indicate that the costs or impacts of accommodation are excessively disproportionate to the need or probable use or future use. Such instances are:
 - a. Normal maintenance activities, including mowing, sidewalk cleaning, street sweeping, pothole repair, surface treatments or overlay operations focused on preservation of the asset, and other limited repairs to maintain

- an asset.
 - b. There is a documented absence of need for a mode of travel or where a mode can be accessed in a reasonable manner on an adjacent parallel street.
 - c. Where costs of providing an accommodation is excessively disproportionate to the use, meaning right-of-way costs; construction costs of improvements beyond a mode of travel such as curbs or drainage facilities, environmental costs such as removal of mature trees or habitats; and removal of parking that has a presently or historically documented need in a neighborhood.
 - d. Projects involving a public street where bicyclists and pedestrians are expressly prohibited by law. In such cases, the City will consider alternate provisions, where appropriate and feasible.
 - e. Areas where extreme topographic or natural resource constraints prevent the installation of some facilities. In such cases, the City will consider alternate corridors, where appropriate and feasible.
 - f. In cases where the project is a public or private street, under the control of another entity.
- (2) The exception process for this policy and the responsibilities of the City Administrator and Director of Public Works will be as follows:
- a. The checklist for the type of project or operation is completed for review by the Director of Public Works. An attachment to the checklist for the exception to the Complete Streets policy is developed that requests an exemption that includes background on reasons for the exception, which may include qualitative reasoning and quantitative data.
 - b. A project manager submits an exemption for review by the Director of Public Works, who reviews the request for an exemption. If approved the exemption is provided to the Complete Streets Advisory Committee (City Council Public Works Committee). If not approved the project is returned to the project manager for inclusion of appropriate Complete Streets (CS) elements.
 - c. The Complete Streets Advisory Committee reviews the project checklists and the exemption requested. If the exemption is approved the request is submitted to the City Administrator for final approval, with documentation of the approval. If the exception is not approved, the project and exemption is returned to the Public Works Director for further assessment with the project manager.
 - d. The City administrator will review the exemption and provide approval or denial. The City Administrator may include a report or presentation to the City Council, as necessary, for discussion and to provide explanation of the approval or denial of the exemption.
 - e. The exemption request is added to the project file and is cataloged for inclusion in the annual CS report.
- (3) The Complete Streets Advisory Committee shall serve as the group that will oversee the implementation and tracking of the Complete Streets policy and offer the public a forum for participation and/or comment on the implementation of the CS Policy and the exception process.

(d) Jurisdiction

- (1) The Complete Streets policy shall apply to private development projects that are the subject to review and approval through the planning and zoning process. A checklist will be completed for all development relative to the policy and submitted to the Director of Public Works for approval. Should exemptions be requested, the exemption form shall be added to the checklist and processed through the exemption process, as outlined above.
- (2) In the implementation of the Complete Streets policy the City shall coordinate, plan, and facilitate interagency discussions and coordination between all departments in the City, with the county, county public health organizations and adjacent communities, as deemed necessary. Specific initiatives are as follows:
 - a. Working with Johnson County Transit, KCATA, Ride KC or other similar agency, to identify existing and potential locations for transit stops and working to ensure that pedestrians and bicyclists can conveniently and safely access transit vehicles at those locations.
 - b. Working with adjacent jurisdictions (cities and counties).
 - c. Working with Regional organizations such as the Mid-America Regional Council.

(e) Design

- (1) The Complete Streets policy shall utilize current versions of best practice for guidance and standards for inclusion of Complete Streets elements including, but not limited to, the following:
 - a. NACTO Bikeway Design Guide
 - b. NACTO Urban Street Design Guideline
 - c. NACTO Don't Give Up the Intersection
 - d. NACTO Transit Street Design Guide
 - e. Small Town and Rural Design Guide, Federal Highway Administration
 - f. Manual of Uniform Traffic Control Devices (MUTCD)
 - g. FHWA Bikeway Design Guide
 - h. FHWA Separated Bike Lane Planning and Design Guide
 - i. FHWA Bikeway Selection Guide
 - j. Roeland Park Traffic Calming Policy
 - k. Roeland Park Pedestrian and Bicycle Infrastructure Strategy
- (2) The above best practices are formally adopted through approval of this Complete Streets policy including current versions of these documents, as well as updated versions.
- (3) The timeframe for implementation of the design guidance related to Complete Streets is defined as the date the policy is approved by the City Council as the effective date for these guidelines.

(f) Land Use and context sensitivity

- (1) Moving Forward 2040, the Comprehensive Plan Document, includes several items that directly reference actions correlated between community

development and Complete Streets. These elements are as follows:

- a. Dynamic community spaces shall include the ability to walk, bike, drive and use transit for access and circulation.
 - b. Walkability is suggested for commercial areas, as well as for neighborhoods.
 - c. Residential standards and universal design are suggested as an action for all users and all abilities.
 - d. Universal design is where the Complete Streets policy can be impactful to meet the mobility needs for all users and all abilities.
 - e. Ensuring that street and pedestrian connections are made between new and existing developments.
 - f. Traffic calming is noted, which is a Complete Streets strategy and investment in infrastructure associated with development in neighborhoods.
 - g. Strengthening community character by encouraging the right development that integrates pedestrian and bicycle friendly amenities and infrastructure.
- (2) Zoning code related provisions incorporating the Complete Streets Policy into new development:
- a. In Sec. 4-103 – plan review to include a complete street review and completion of a complete streets checklist.
 - b. In Sec. 4-106 – site plans to include a complete street element in the submittal.
 - c. In Sec. 4-111 – Under (b) Purpose, pertinent complete street elements provided to support access in residential areas as a compliment to the other items in this section.
 - d. In Sec. 4-111 (f) – the Planning Commission can recommend to the City Engineer that an exemption to the Complete Streets policy be granted and a waiver approved for a development.
- (3) The context of each street, for new or revised land use, in the City shall be a consideration in implementation of the Complete Streets policy, such that full consideration is being given to the City’s physical, economic, and social setting, Complete Streets principals, in both development and implementation, shall include community context as a factor in decision making. The context-sensitive approach shall include a range of goals and consider stakeholder and community values, for the land use. The overall goal of this approach is to preserve and enhance scenic, aesthetic, historic, and environmental resources while improving or maintaining safety, mobility, and infrastructure conditions.
- (4) It is critical that all impacts related to the application of Complete Streets best practices, in the design, implementation or maintenance of improvements are required to mitigate unintended consequences, such as impacts on right of way, tree preservation, parking or other environmental considerations, for the land use. Based on the project and context of a project, these land use impacts shall be considered as costs of a project or be considered as grounds for an exemption to application of the policy.

- (1) At the onset of the Complete Streets implementation process in Roeland Park, the following performance measures shall be monitored and reported on an annual basis:
 - a. Complete Streets process
 - i. Number of projects that utilized the complete street checklist (City Projects and Development Projects).
 - ii. Number of exemptions approved per the number requested.
 - b. Complete Streets implementation
 - i. Miles of bikeways implemented from the Infrastructure Strategy.
 - ii. Block of sidewalks implemented (segments) or repaired (segments)
 - iii. Number of curb ramps updated to current ADA guidance.
 - iv. Number of bus stops enhanced or connected that were not connected to the sidewalk network.
 - v. Number of development projects that implemented at least one Complete Streets element, in the approved site plan.
 - vi. Number of complete street trainings completed by staff, elected officials and Complete Streets committee members annually.
 - c. Safety
 - i. Number of vehicular crashes.
 - ii. Number of pedestrian involved crashes.
 - iii. Number of bicycle involved crashes.
 - d. Before and after studies, for larger projects, that includes usage as well as crash history before a project is completed and a follow up study after the project is implemented. In order to determine results of the improvement on crashes and usage.
 - e. Usage
 - i. Annual screen line count program (priority biking and walking segments that count people walking and people biking).

Note: Based on coordination of the Director of Public Works and the Complete Streets Advisory Committee, performance measures can be revised based on relevant results and measurements as agreed to in defining the performance of the policy and relevance to the City.

- (2) The Director of Public Works will prepare an annual report, in coordination with the Public Work Committee on the above noted performance measures at minimum to the City Council. This report will include input from the Public Works Committee and be publicly available.

(h) Project selection criteria

The Complete Streets Policy will be integrated into the current project scoring process which evaluates Condition/Opportunity and Importance. The following factors will be added as a third set of

scoring criteria:

- (1) Connectivity – The project connects to existing infrastructure and creates additional connections to community assets (including, but not limited to, businesses, schools, community centers, city hall, medical facilities, parks, voting locations, or libraries). Yes (.2) or No (0)
- (2) Multimodality – Implementing the project expands infrastructure for modes of transportation other than the car. Yes (.2) or No (0)
- (3) Economic Development – Proposed project supports broader efforts to enhance economic development. Yes (.2) or No (0)
- (4) Natural Resources – Impact of a project in the natural environment such as the removal of mature trees or other environmental impacts. (Negative Impact (-.2), No (0), or Positive Impact (.2))
- (5) Equity – The project will broaden transportation options for neighborhoods with limited connectivity to community assets. Yes (.2) or No (0)
- (6) Constructability – Impact of the project on the built environment Negative Impact (-.2), None (0), or Positive Impact (.2)
- (7) Consistency with Existing Plans - Prioritization will consider how well a project carries out the following approved planning documents Yes (.2) or No (0):
 - a. Pedestrian + Bicycle Infrastructure Strategy
 - b. Roeland Park Moving Forward 2040: Comprehensive Plan

Projects proposed will use this supplemental evaluation to document preference to projects that add value by way of considering Complete Streets in the project scope and results. However, the order of street projects to be completed is not determined purely upon the total score awarded to a project, other variables such as availability of local funds, ability to leverage local funds with grants, coordination with other street projects to manage disruption to the flow of traffic as well as coordination with other utility work within a corridor all impact the planned order of street projects.

(i) Implementation Steps

- (1) The Complete Streets policy shall be implemented at the direction of the Director of Public Works and the City Administrator in a manner that is consistent with project development, community development and annual operations of the City. It is within the City Administrator's discretion if projects will be assessed retroactively, with checklists and requirements of the policy, or begin immediately as projects are developed and community development projects are initiated in the City. At a minimum the following schedule shall be pursued:
 - a. City projects will begin using the Complete Streets Checklist upon the adoption of the policy.
 - b. Development projects will begin using the Complete Streets Checklist at the adoption of the policy.
 - c. The exemption process will begin upon the approval of the policy.
 - d. A Public Works Committee shall be appointed by the City Council as soon as practical, following approval of the policy and shall begin meeting at the direction of the Director of Public Works.
 - e. Best practices identified in the policy will be considered approved and use will begin immediately following the approval of the policy by the City Council.

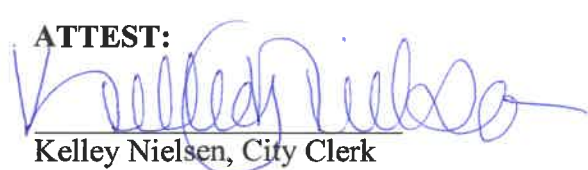
- f. The annual Complete Streets report will be presented to the City Council at the end of the City fiscal year beginning in the year the policy is approved.
- (2) Annual training will be provided to staff, elected officials, and appointed committee members on best practices for Complete Streets, given there is adequate funding and time available for such training. Training activities shall be reported in the annual report to the City Council.
- (3) The Director of Public Works shall oversee the Complete Streets policy, in coordination with the Complete Streets Advisory Committee. This includes actions to implement the policy, as well as reviews of checklists and exemptions to the policy. Work of the Director of Public Works and Committee shall be in coordination with the City Administrator and City Council.
- (4) The City shall develop a communications plan for the Complete Streets policy that provides information to residents, local businesses, adjacent cities, regional entities, developers, and consultants to make all parties aware of the policy and roles of all interested parties, including underinvested and vulnerable communities. The annual report may be provided in an infographic and posted on the City webpage at the discretion of the City Administrator. In addition, a page on the City website may be developed for use in communication of actions and resources used to implement the policy and report on results as well as solicit public feedback through the Public Works Committee.

ADOPTED by the Governing Body this 7th day of February, ²⁰²²~~2021~~.

SIGNED by the Mayor this 7th day of February, ²⁰²²~~2021~~.


Mike Kelly, Mayor

ATTEST:


Kelley Nielsen, City Clerk

(SEAL)

APPROVED AS TO FORM:


Steven E. Mauer, City Attorney