

**CITY OF SAN ANTONIO**  
**COMPLETE STREETS POLICY**  
2024

## Complete Streets 2024 Executive Summary

In 2011, San Antonio adopted its first Complete Streets Policy that focuses on the three key factors of the Complete Streets Approach. First, to serve the different modes of travel on San Antonio streets. Second, to accommodate and make traveling accessible for all users on San Antonio streets. Third, to make sure that the City's approach to meeting these goals is flexible and accounts for the surrounding context of the street, such as land use. While the 2011 policy pushed for these three goals of a Complete Streets approach, in the following decade improvements to practice occurred at the national level. As practice has improved nationally so has the standards for policy. The City's 2011 Complete policy received a CityHealth gold medal ranking when it passed, but as these standards have continued to improve, the City no longer meets that gold medal standard for a Complete Streets policy. This emphasizes how the City's 2011 policy was cutting edge at its development, but is due for an update to improve our policy and practice.

In 2023, the City's Transportation Department began work on a phased approach to update the policy and begin work on its implementation. The first phase focuses on the update to the policy. The second phase is focused on implementation of the goals and objectives and implementation steps listed in the updated policy. The updated 2024 Complete Streets Policy revisions are designed to improve our policy to meet current street design standards and create streets that safely accommodate as many modes of transportation as possible. Building on the old policy, the new 2024 policy emphasizes:

- **All Modes, All Users:** Continuing to support cars, bikes, buses, and pedestrians, with a focus on keeping vulnerable users safe as they travel.
- **Flexibility:** Adapting to different areas and conditions.
- **New Focus Areas:** Including Vision Zero (aiming for zero traffic deaths), better stormwater management, green infrastructure, public transport, and diverse user needs.

In the new policy, every street project will now be viewed through the Complete Streets lens, meaning we'll look at how it can improve travel for everyone. We'll follow state and national design standards but also cater to San Antonio's unique needs. Our NEXT STEPS in Phase 2 to push this policy into implementation are:

- **A Technical Review Taskforce:** To ensure different city departments work together smoothly.
- **A Standing Transportation Committee:** To oversee the policy's implementation.
- **Partner with outside groups** like the Texas Department of Transportation and private developers to ensure they follow the standards.
- **A Project Prioritization Tool:** To decide which projects to do first.
- **A Design Guide:** To set clear standards.
- **Community Engagement:** To involve residents in the process.
- **Performance Metrics:** To track progress.
- **Review and update** other related policies, like the Unified Development Code and the Design Guidance Manual.
- **Educate** City staff and community on best practices
- **Try new things**, like speed management strategies and temporary infrastructure projects (quick-builds).

By prioritizing these strategies, San Antonio aims to regain its CityHealth gold medal and create streets that serve different travel modes, are accessible to all, and meet the community's needs. This updated policy is our first step towards a safer, more inclusive, and more efficient transportation network.

## TABLE OF CONTENTS

<b>Glossary</b> .....	4
<b>Acknowledgments</b> .....	5
<b>Vision and Intent</b> .....	5
The Value of Streets .....	6
Commitment to Vision Zero .....	6
Commitment to Stormwater Mitigation and Green Infrastructure .....	7
Commitment to Public Transportation.....	7
<b>Focusing on Diverse Users</b> .....	7
<b>Complete Streets in All Projects and Phases</b> .....	8
<b>Design</b> .....	8
<b>Land Use Context and Sensitivity</b> .....	9
<b>Implementation Steps</b> .....	10
Coordination and Oversight.....	10
Implementation Chart .....	12
<b>Jurisdiction</b> .....	14
Collaboration .....	14
Private Developer Compliance.....	14
<b>Performance Measures</b> .....	14
Recommended Performance Measures.....	15
<b>Project Selection Criteria</b> .....	17
<b>Exceptions</b> .....	17
<b>Appendix</b> .....	19
Appendix A: Plan Goals addressed by Complete Streets Policy Update:.....	19

## Glossary

- City: The City of San Antonio
- SA: San Antonio
- DEIA: Disability, Equity, Inclusion, Accessibility
- TXDOT: Texas Department of Transportation
- AAMPO: Alamo Area Metropolitan Planning Organization
- VIA: VIA Metropolitan Transit
- UDC: Unified Development Code
- STC: Standing Transportation Committee
- CSTF: Complete Streets Task Force
- BNP: Bike Network Plan
- Texas MUTCD: Texas Manual for Uniform Traffic Control Devices
- NACTO: National Association of City Transportation Officials
- ITE: Institute of Transportation Engineers
- SARA: San Antonio River Authority
- TAS: Texas Accessibility Standards
- PROWAG: Public Rights-of-Way Accessibility Guidelines
- AASHTO: American Association of State Highway and Transportation Officials
- ISI: Institute of Sustainable Infrastructure
- TIP: Transportation Improvement Program
- Capital Projects: a project to construct either new facilities or make significant, long-term renewal improvements to existing facilities
- Smart Technology- the use of different devices that allow for data collection. This can include street conditions, traffic volume, and crash data
- Green Infrastructure: the range of measures that use plant or soil systems, permeable pavement or other permeable surfaces or substrates, stormwater harvest and reuse, or landscaping to store, infiltrate, or evapotranspire stormwater and reduce flows to sewer systems or to surface waters
- Right-sizing: reviewing street right-of-way to make sure the best use is being deployed based on stakeholder need and physical space available. Which allows for the design of various modes of travel on our streets.
- Equity: Just and fair inclusion into a society in which all, including all racial and ethnic groups, can participate, prosper, and reach their full potential.
- Inclusion: The action or state of including or of being included within a group or structure. More than simply diversity and numerical representation, inclusion involves authentic and empowered participation and a true sense of belonging.
- Pedestrian: An individual who travels by foot or who use assistive devices, such as wheelchairs, for mobility.

## Acknowledgments

- San Antonio Complete Streets Coalition
- ActivateSA
- Development Services Department
- Public Works Department
- Transportation Department
- City of San Antonio Metropolitan Health District
- Alamo Area Metropolitan Planning Organization
- VIA Metropolitan Transit
- CityHealth
- CPS Energy
- disAbilitysa
- Real Estate Council of San Antonio
- San Antonio River Authority
- San Antonio Police Department
- San Antonio Water System
- Nature Conservancy
- TxDOT
- ULI San Antonio
- American Institute of Architects
- City Attorney's Office
- AARP
- American Heart Association
- Bexar County
- Center City Development and Operations
- Communications and Engagement Department
- Diversity, Equity, Inclusion, Accessibility Department
- Disability Access Office
- Economic Development Department
- Office of Historic Preservation
- Innovation Department
- Neighborhood and Housing Services
- Parks and Recreation Department
- Planning Department
- Office of Sustainability

## Vision and Intent

In 2011, the City of San Antonio adopted its current Complete Streets Policy, with the goals of promoting healthy living, supporting pedestrian – oriented neighborhoods, enhancing Commercial Corridors and Districts, and maximizing the benefits of investment in capital projects. Since the Complete Streets Policy has been adopted, the City of San Antonio has made amazing strides in implementing Complete Streets. As a result of the City's efforts, the 2011 Complete Streets Policy was recognized by CityHealth with a Gold Medal as recently as 2021.

However, in 2022, CityHealth updated its policy package to align with the latest national standards for Complete Streets policies and promote health and racial equity. Under the new criteria, San Antonio's 2011 Complete Streets Policy misses some key elements that are required to qualify for a medal. Now, the City seeks to build off the valiant Complete Streets efforts of the past and get back to a "gold" standard with this updated Complete Streets Policy to better meet the City's current and future needs.

An updated Complete Streets policy serves to create a connected, safe, accessible, resilient, and equitable multimodal transportation network through a shift in street design that ensures equitable access to community resources for all people. A connected multimodal transportation network will provide a directness of routes, unimpeded flow, and easy navigation for all modes of travel such as walking, rolling, and cycling. The City strives to make a transportation network that prioritizes walking, rolling, cycling, and transit options in an effort to improve modes of travel that have been historically dismissed in street design. In addition to establishing a safe and equitable transportation network, a Complete Streets approach provides additional benefits through improvements in public health and air quality, increased access to outdoor recreation

opportunities, reduced maintenance costs, increased property values, enhanced neighborhood safety, improved stormwater runoff management and stormwater quality, and improved cohesion with the surrounding neighborhood/corridor. Through this updated Complete Streets policy, the City of San Antonio confirms its commitment to integrating and prioritizing multimodal transportation options such as personal automobiles, public transit, walking, rolling, and cycling in all steps of all street projects in the development process. This commitment corresponds to goals found in the SA Tomorrow Comprehensive, Multi-Modal Transportation, EDD Strategic Framework, and Sustainability Plans which can be reviewed in Appendix A.

### **The Value of Streets**

The Complete Streets policy helps us achieve goals beyond the built environment including economic development, land use, community character, accessibility, adaptability, maintainability, public health, and equity.

The City shall consistently support, fund, plan, design, construct, and operate an interconnected street network that safely and accessibly accommodates all anticipated users and transportation modes. The safety and comfort of the most vulnerable individuals on San Antonio streets will be prioritized while still balancing the needs of those driving private, commercial, freight, and emergency vehicles.

The City recognizes that all modes cannot receive the same type of accommodation on every street; but the overarching goal is that everyone can access the transportation system and travel throughout the network in a safe, equitable, accessible, and comfortable manner. To accomplish this goal, the City is committed to rebalancing transportation investments in order to make walking, rolling, cycling, public transit, and shared mobility safe, attractive, and practical transportation alternatives in San Antonio.

Therefore, by implementing this updated Complete Streets policy, the City intends to enhance the potential of its streets to become public spaces that promote healthy, vibrant, and inviting “places to be” with amenities such as wide sidewalks, pedestrian-scale lighting, shade trees, landscaping, green infrastructure, public art, walkable destinations, seating, and other amenities. The City also recognizes that Complete Streets is not an end goal but a continuous process for improvement and adaptation to the evolving uses of San Antonio streets. The goal of this document is to provide the necessary steps, oversight, and measuring tools to implement the City of San Antonio’s Complete Streets Policy.

### **Commitment to Vision Zero**

The City of San Antonio is committed to a Vision Zero approach. The Vision Zero approach focuses on reducing the number of severe injuries and fatalities occurring on San Antonio roadways to zero. Through the implementation of this Complete Streets policy, the City will be creating effective infrastructure to improve the safety of all users on San Antonio roadways to help reach the City’s Vision Zero goal. The most vulnerable users in the City are at the highest risk of severe injuries and fatalities on roadways. The Federal Highway Administration has identified the State of Texas and the Alamo Area Metropolitan Planning Organization study area as a Pedestrian Focused Approach to Safety program area. As a result, safety improvements will specialize in reducing the number and rate of fatalities and severe injuries for all users, particularly pedestrians. Complete Streets focuses on all forms of mobility that are used in the City and on making all mobility options available, accessible, and attractive alternatives to as many users as

possible. By integrating Vision Zero into San Antonio's Complete Streets implementation, the City will be emphasizing safety for all types of users.

### **Commitment to Stormwater Mitigation and Green Infrastructure**

As one of the many cities within Flash Flood Alley, the City of San Antonio deals with flash flooding that can cause damage to private and public property and make streets unsafe to travel for all modes of transportation. For this reason, stormwater mitigation is a primary concern for the City's street infrastructure. The City will consider how stormwater mitigation tools can be implemented in collaboration with safety tools and infrastructure that will be recommended for Complete Streets. Green infrastructure can be used during Complete Streets designs and provide a level of sustainability to all projects. Green infrastructure techniques incorporated into different Complete Streets projects can be designed to improve the quality of stormwater collected from streets and can mitigate street-generated flooding. For instance, street improvements at creek and river crossings are excellent locations to prioritize the use of LID/green infrastructure. Green infrastructure provides sustainable avenues towards Complete Streets and Stormwater Mitigation and will be included in any recommendations or Design Guides developed for the City of San Antonio.

### **Commitment to Public Transportation**

The Complete Streets approach will strengthen the City's transportation network and a key component of this network is public transportation. Reliable and affordable transit options can reduce people's dependency on private vehicle transportation and can improve the quality of life of those who use it. This is especially needed for those who face transportation challenges or disadvantages, such as low-income, older adults, people with disabilities, or young populations. These groups often heavily rely on public transportation to access essential services, education, employment, and social opportunities. The City commits to identifying opportunities to invest in improvements that make public transit faster and more reliable such as dedicated transit lanes or intersection design improvements. A network that focuses on moving buses more quickly, reliably, and predictably expands the distance each user can travel and increases the number and variety of important destinations and activities they can reach. Public transportation can also foster economic development and livability in communities by connecting people to diverse destinations and supporting mixed-use and compact development patterns. These patterns can create more vibrant and walkable places that attract businesses, residents, and visitors. Therefore, Transit-Oriented Development policies and initiatives will be supported by and work in tandem with the Complete Streets Policy.

### **Focusing on Diverse Users**

The City of San Antonio is committed to advancing transportation equity through the Complete Streets approach by investing in the most underserved communities, involving the people who have historically been excluded from the transportation planning process, and prioritizing projects and street designs that serve the most vulnerable users of the transportation network.

There are populations and communities within the City that face higher than average transportation burdens and experience greater barriers to accessing resources and opportunities, as well as disenfranchised populations and communities that have traditionally been underrepresented in city planning and decision-making processes. These populations include low-income individuals, people of color, older adults, children, youth, people with disabilities, and people living in households without access to a private automobile. Each of these groups are at

a higher likelihood to walk, roll, cycle, or use shared mobility tools such as public transit than the population as a whole and are at higher risk of injury or death while walking, rolling, or cycling. This policy calls for the prioritization of these populations when improving the transportation environment to decrease the adverse impact the City's current infrastructure and practices have on them.

To begin to address these inequities, the City shall incorporate DEIA's Equity Atlas and applicable community data into the project prioritization process and develop an inclusive community engagement plan to reach our most vulnerable users and underrepresented populations. It is important to incorporate equity criteria that prioritizes underrepresented and underserved populations when evaluating maintenance as well as maintaining access for everybody, including the most vulnerable users.

## **Complete Streets in All Projects and Phases**

All transportation projects are potential opportunities to make the City's transportation network safer, more accessible, convenient, affordable, resilient, and reliable. This Complete Streets Policy shall inform decision making throughout all phases of all transportation projects, from planning through design and construction, to ensure safe and equitable access to the transportation network and to ensure that multimodal options become accessible and attractive alternatives to cars. These procedures and core principles shall apply to all transportation projects managed by the City or that go through the City review process including bond projects and projects funded by TxDOT or AAMPO dollars. This includes new construction and all maintenance such as reconstruction, resurfacing, restoration, signal upgrades, and rehabilitation. All infrastructure projects must comply with the Complete Streets Policy, as applicable (see Exceptions). In addition, all infrastructure projects must provide temporary accommodations for impacted road users during construction, regardless of department.

Construction and repair work can create a burden, especially for people walking, rolling, cycling, or using wheelchairs or other mobility devices. To ensure public safety and mobility, permits are required to operate in the City's ROW. Through permitting, the City can ensure that all construction activities are well coordinated, and impacts are mitigated to reduce public inconvenience, guarantee proper street repair, and ensure all regulations are enforced appropriately. Therefore, the City shall require that all public departments and private contractors provide temporary construction accommodations that serve all people using all modes of transportation so they can continue to use the street safely or be provided a detour route during any construction or repair work that infringes upon the right-of-way, sidewalk, bike lanes, transit stops, or accessibility infrastructure. Accommodations should be in accordance with this policy PROWAG, TAS, and the Texas Manual for Uniform Traffic Control Devices (MUTCD).

## **Design**

The City strives to use the best and latest design standards and guidelines to maximize design flexibility and innovation, and to ensure that design solutions are proactively applied to address the safety and comfort of everyone using San Antonio streets. The City shall follow established design standards that provide guidance on multimodal street design and support Complete Streets and Vision Zero goals. The transportation staff will develop a design guide that looks to cater to San Antonio's specific needs that will be reviewed and approved by the Complete Streets Technical Review Committee. The City's design guide will be grounded in, but are not limited to, the following:

- The National Association of City Transportation Officials (NACTO), Urban Street Design Guide
- The National Association of City Transportation Officials (NACTO), Urban Bikeway Design Guide
- The National Association of City Transportation Officials (NACTO), Transit Street Design Guide
- The National Association of City Transportation Officials (NACTO), Urban Street Storm Water Guide
- The Institute of Transportation Engineers (ITE), Implementing Context Sensitive Design on Multimodal Corridors: A Practitioner's Handbook
- The Institute of Transportation Engineers (ITE), Designing Walkable Urban Thoroughfares: A Context Sensitive Approach
- Public-Right-of-Way Accessibility Guidelines (PROWAG), Texas Accessibility Standards (TAS), and other legally applicable standards and guidelines for accessible design
- Universal Design Principles and Goals
- San Antonio River Authority (SARA), San Antonio River Basin Low Impact Development TECHNICAL DESIGN GUIDANCE MANUAL
- The American Association of State Highway and Transportation Officials (AASHTO) Guide for Planning, Designing and Operating Pedestrian Facilities
- Sustainable Site Certification Standards, The Sustainable Sites Initiative
- Envision Design Standards, Institute of Sustainable Infrastructure

The City of San Antonio exists in a subtropical climate that borders a semi-arid climate. To meet Complete Streets goals, the City must make different modes of transportation possible and safe in multiple types of weather including extreme heatwaves, flash floods, torrential downpours, and hailstorms that occur throughout the year. While striving to make all modes of travel safe and comfortable, the City strives to address the ways the natural and built environment can coexist and serve San Antonians. The design guide should also provide tools and recommendations that address stormwater concerns, green infrastructure, and sustainable practices. The guide should encourage incorporating nature into design which in turn will improve air and water quality, decrease heat island effect, impact public health outcomes, provide greenspace, and improve quality of life for people and wildlife. The Transportation Department will begin development of the design guide and integration into City policies within a year's time of this policy's adoption.

## **Land Use Context and Sensitivity**

The Complete Streets approach is not a "one-size-fits-all" solution. It does not mean that every street will have all elements to accommodate all modes of transportation in the same manner. Implementation of Complete Streets design elements must be done in a context-sensitive manner with respect to the surrounding community, its natural and built environments, demographics, culture, current and future land uses, on-going and future plans, and transportation needs. In addition to improving safety and mobility, this approach to process and design aims to support a range of goals—such as enhancing scenic, historic, and environmental resources, ensuring access to business, and allowing for street designs to be flexible and sensitive to community needs and values—to better balance economic, social, and environmental objectives.

There is an inextricable connection between land use and transportation. For instance, streets convey stormwater runoff to rivers and creeks and, thus, contribute pollution to these natural

resources if not mitigated. Transportation facilities and investments influence connectivity, development, and neighborhood character. In turn, land use and development patterns affect travel behavior and help determine whether walking, rolling, cycling, and public transportation are appealing, accessible, and convenient transportation options. Therefore, complementary land use policies and zoning ordinances are needed for effective Complete Streets Policy implementation to occur. This can be done by, for example, creating walkable destinations in neighborhoods and/or moderate – to – high-density mixed-use areas in urban nodes and regional centers, and transit-oriented development in appropriate locations along high-capacity and/or frequent transit corridors.

To this end:

1. The City shall continue to support coordination between its Transportation, Planning, Public Works, Neighborhood and Housing Services, Economic Development, DEIA, and Development Services departments to identify opportunities to integrate land use and transportation in plans, policies, and practices.
2. The City shall review and, in coordination with the development and real estate community, revise land use policies, plans, zoning ordinances, and/or other relevant documents and procedures to incorporate the vision of this Complete Streets Policy. This could include the SA Tomorrow Comprehensive and Multi-Modal Transportation plans, the Major Thoroughfare Plan and the Unified Development Code. After a comprehensive review of existing documents, a timeline shall be established for these revisions to be completed.
3. In revising existing or developing new transportation plans and/or design guidelines, the City shall specify how transportation projects will serve current and future land uses and shall consider developing new street typologies that consider the adjacent land uses, densities, context, and local character and culture of the surrounding neighborhoods, as well as natural environments and hydrological characteristics for integration of green stormwater infrastructure.
4. In certain instances, significant public investment in transportation infrastructure can trigger an increase in land values and housing costs. In the planning phases of large-scale transportation projects, the City shall ensure collaboration between its Transportation, Planning, Public Works, Development Services, DEIA, and Neighborhoods and Housing Services departments to thoroughly consider measures to preserve housing affordability and increase new affordable housing options to help meet community needs and mitigate unintended consequences such as involuntary displacement tied to gentrification.

## **Implementation Steps**

By implementing this Complete Streets policy, the City shall approach every transportation project as an opportunity to enhance mobility for people using all modes of transportation and to increase the attractiveness of walking, rolling, cycling, and transit relative to car travel. Below are steps that will assist the City in making the Complete Streets approach a routine and integral part of its everyday practices.

### **Coordination and Oversight**

To ensure the City is updating and meeting design standards for Complete Streets, a task force that includes City officials, multiple internal departments, development stakeholders, community stakeholders including representatives from prioritized populations, and partnering organizations

and municipalities will be utilized to review policy changes, policy updates, and determine if the City is meeting the short-term performance measures determined in this document and accompanying Complete Streets implementation tools.

The City, led by the Transportation Department, shall establish a Complete Streets Technical Review Task Force. The Technical Review Task Force shall be responsible for overseeing internal operations and ensuring inter-departmental coordination. Possible representatives or designee include:

- Transportation Director (Chair of the Committee)
- VIA Metropolitan Transit President/CEO
- Director of Planning
- Director of Development Services
- Director of Public Works
- Chief Resiliency Officer
- Director of City of San Antonio Metropolitan Health District
- Director of Parks and Recreation
- A City Manager's Office representative
- Housing and Community Development Director
- San Antonio Fire Department Chief
- San Antonio Police Department Chief
- Chief Sustainability Officer
- Director DEIA
- Disability Access Office representative
- Director of Neighborhood and Housing Services
- Director of Office of Historic Preservation/Historic Preservation Officer
- A representative from CPS
- A representative from SAWS
- A representative from a standing Transportation Committee
- External issue area experts such as representatives from academic institutions and other public entities
- Representatives from Advocacy groups
- Representatives from registered Neighborhood Associations and Community organizations
- Representatives from local and national planning and transportation organizations

The Complete Streets Technical Task Force will meet at the request of the Chair as frequently as required to perform its duties and at least once per quarter. The Task Force will coordinate the implementation of the policy and its implementation goals throughout City departments. The Task Force will play a pivotal role in the successful implementation of this policy by actively supporting initiatives put forward by the committee within their own departments and supporting changes in procedures to meet the requirements of this policy. After meeting certain benchmarks, determined by the standing Transportation Committee described below, the Task Force will dissolve.

As a critical accountability measure, the City shall rely on a standing Transportation Committee to provide oversight and assist with any issue impacting the implementation of this policy. The standing Transportation Committee will be used by multiple initiatives such as Vision Zero, Bike

Network Plan, and Transit-Oriented Development in the same capacity. To the extent possible, the standing Transportation Committee shall provide a holistic representation of San Antonio's diversity and, if possible, include representatives from these communities/populations themselves. Senior-level staff from the San Antonio Transportation Department and other appropriate City departments will participate in the standing Transportation Committee's meetings to ensure accountability, communication, and action.

The standing Transportation Committee shall have an active role in overseeing the Complete Streets Policy implementation and shall bring accountability to the process by providing input on the implementation steps identified in this policy, as well as on the review of exceptions, project prioritization and selection, funding allocation, and advocacy and engagement around Complete Streets projects.

The Transportation Department and the Complete Streets Technical Review Task Force shall take the lead on implementation of this Complete Streets Policy until its dissolution. At which time the Transportation Department will continue to lead implementation with the continued oversight of the standing Transportation Committee.

### **Implementation Chart**

The Transportation Department and the Complete Streets Technical Review Task Force shall take the lead on the implementation of this Complete Streets Policy. Below is an implementation chart that will guide the City's first steps in implementing this Complete Streets Policy and will be used as a short-term benchmark by the standing Transportation Committee in assessing the activation of this updated Complete Streets Policy. The progress on implementation shall be documented in annual reports, and timelines for completing identified tasks (such as reviews and revisions of existing documents and development of new plans, tools, or performance measures) shall be established.

#### **Implementation Chart**

##### **Staffing Needs:**

1. Hire/Reassign staff for a Complete Streets Team that will oversee all aspects of the Complete Streets Policy including its implementation.

##### **Education:**

2. Education of the general public is a key factor in overall support and use of a multimodal transportation network. Education on the Complete Streets approach is necessary to gather support of projects on and changes to San Antonio streets. As the City improves streets and introduces new interventions that change the nature of San Antonio streets, education on how to use the interventions will play a role in safety.
3. Offer training opportunities at least once per fiscal year to boost staff capacity in Complete Streets Policy implementation. Trainings can focus on Complete Streets design and implementation, community engagement, equity, smart technology, green infrastructure, or other relevant topics. Complete Streets education can be a joint effort with the Vision Zero educational efforts being conducted by the City. The general public may also be included in these trainings, whenever feasible.
4. The City shall encourage and facilitate professional development in the Complete Streets approach by sending staff to national conferences or other trainings.

### **Analysis of current policy and needed updates:**

5. Identify, review, and revise existing relevant procedures, plans, regulations, and other processes for consistency with the Complete Streets Policy. Including updating the Complete Streets checklist currently in use.

6. Review and revise street design standards currently used in the planning, designing, and implementation phases of transportation projects to ensure that they reflect the best available design guidelines for effectively implementing Complete Streets facilities and the City's Design Guide Manual.

7. Identify ways to improve other City practices to better align with the vision and intent of the Complete Streets Policy and changing trends in the industry, including smart technologies, parking regulations, universal design principles and goals, and guidelines for transportation impact studies that include multimodal metrics.

### **Tool kit development:**

8. Draft a Complete Streets Design Guide Manual based on current best practice standards. This Design Guide Manual should be updated when necessary to maintain compliance with national standards and innovative practices and be publicly available online in spaces such as SASpeakUp and other City outlets.

9. Develop a project prioritization tool as referred to in the project prioritization section.

10. Create a plan to ensure robust, meaningful, and inclusive community engagement, with a particular emphasis on engagement of communities that have traditionally been underrepresented in city planning and decision-making processes to approach public engagement in the project selection, design, and implementation process. The plan shall include specific strategies for overcoming barriers to engagement associated with race/ethnicity, income, age, disability, English language proficiency, vehicle access, non-traditional schedules, and other factors linked to historic disenfranchisement. The plan shall include an evaluation of these outreach efforts to include in the annual report, as detailed in the Performance Measures section.

11. Identify performance targets and select performance measures.

### **Project Implementation:**

12. Implement automobile speed-management strategies – such as right-sizing, striping narrower lanes, narrowing turn radii, and adding traffic-calming and or green stormwater infrastructure features like speed tables, bioswales, soil cells, neighborhood traffic circles, curb extensions, and chicanes – during planned maintenance and operations as well as retrofitting projects.

13. Where appropriate, experiment with the use of techniques, such as “quick builds” and “lighter, quicker, cheaper” techniques utilizing temporary materials – like paint, planters, and portable street furnishings – for a variety of Complete Streets enhancements (such as protected bike lanes, traffic calming and management features, plazas, parklets, and intersection and safety improvements) to test out ideas, implement pilot projects, and gather community input more quickly. Through this testing process the City can determine the viability of such enhancements for the use of service vehicles as well. Projects utilizing this technique will assist in increasing public awareness of safety infrastructure, while providing relatively cheap and quick safety enhancements. The City will include signage and host/attend community events to brief the public on the safety benefits at select project locations.

## **Jurisdiction**

### **Collaboration**

Implementing the Complete Streets Policy is the work of various City departments, as well as private partners who manage or fund projects that impact the right-of-way, the transportation network, and/or the public realm. Collaborations among multiple City departments and other entities are necessary to identify opportunities to incorporate Complete Streets elements and to implement them. Coordination is required between City departments to accomplish goals set forth in this updated Complete Street Policy.

The City shall make every effort to work with other entities such as Bexar County, TxDOT, Alamo Area Metropolitan Planning Organization, VIA Metropolitan Transit, adjacent municipalities, school districts, railroad right-of-way owners, and public utilities to develop facilities and accommodations that further the City's vision of a connected, integrated transportation network.

### **Private Developer Compliance**

The City shall work closely with relevant entities to incorporate Complete Streets elements into transportation projects located within the City boundaries but not under the City's direct control, such as state-owned roadways. In some cases, projects that impact the right-of-way are managed and funded by non-governmental partners. Therefore, to ensure consistency in the new construction or reconstruction of public streets, the City shall ensure that private development will comply with this Policy through design and development standards to be incorporated into the Unified Development Code (UDC) and other documents as applicable.

Within a year of this policy passing, the City shall begin a review of City policies, procedures, and regulations to propose updates to meet the goals of this Complete Streets Policy. Any UDC amendments proposed during this review will be submitted during the normal UDC amendment cycle. Through these changes in City policy and code, the City will advance towards the vision of San Antonio Complete Streets and our San Antonio Vision Zero goal of zero pedestrian deaths.

## **Performance Measures**

The City is committed to tracking and evaluating the progress of its Complete Streets Policy implementation. The Complete Streets Technical Review Task Force shall establish performance targets and identify performance measures under the following categories, in consultation with the Standing Transportation Committee and any additional experts, as needed.

The performance measure development process will involve considerations such as data availability and strategies for systematic collection of data over time and will include entities responsible for collecting it as well as possible partnerships with entities outside of the City, such as hospital systems, transit authorities, economic development organizations, local advocacy organizations, and regional higher education institutions.

Performance measure tracking and reporting may start with utilizing existing data, and the collection of additional important data may be phased in. Performance measures presented in the following table shall be considered as candidate performance measures. These include measures that utilize both quantitative and qualitative data collection methods (such as intercept surveys, focus groups, and interviews) that highlight the perspectives and experiences of individuals, thereby painting a more holistic picture of how Complete Streets Policy implementation impacts

people's lives. Measures of equity shall be integrated into the performance measures to track progress on inclusive community engagement and the relative share of projects implemented in low-income communities, communities of color, and low-vehicle-ownership neighborhoods, in accordance with the project prioritization tool referenced in Project Selection Criteria.

In partnership with the standing Transportation Committee, the Complete Streets Technical Review Task Force shall produce an annual report documenting the progress of Complete Streets Policy implementation— including performance targets, performance measures, exceptions granted to this Policy along with documented reasons, and an update on the items outlined in the implementation chart. The report shall be released publicly online and presented to the Mayor and Council. After the dissolution of the Task Force, City staff and the standing Transportation Committee will conduct a review of Complete Streets efforts and provide a similar report for review by Council and the public annually. The department should maintain an online repository for the documents to be accessed using SASpeakUp or other public engagement tools.

### Recommended Performance Measures

RECOMMENDED PERFORMANCE MEASURES	
Changes to the Transportation Planning Process:	
Updating Documents:	Review/revision of plans/policies/design standards, and other relevant documents and procedures to support a Complete Streets approach
Training and Hiring Staff:	Percentage of staff trained, hours and content of trainings; incorporation of "Complete Streets expertise" in Transportation Department hiring criteria
Engaging the Public:	Quality and quantity of community engagement throughout all phases of transportation projects
New Complete Streets Investments:	
Projects:	Mileage, type, and location of new or improved walking, rolling, cycling and transit facilities that increase pedestrian, cycle, and/or transit level of service
Equity:	Mileage, type, and location of improvements in targeted census blocks
Funding:	Total and percentage of transportation funding allocated to projects that improve pedestrian, cycle, and/or transit level for service
Green Infrastructure and Shade:	Amount of green stormwater infrastructure (number of features, change in pervious area, and retention volume), supported number of shade trees or artificial shade, and change in shade tree canopy incorporated in transportation projects.
Connectivity:	How many improvements filled gaps in targeted network plans

Accessibility:	Progress on construction or installation of accessible and universally designed pedestrian infrastructure.
<b>Project-Based Community Benefits:</b>	
Travel Behavior:	Changes in walking/rolling/cycling volumes and/or transit ridership and average daily traffic (ADT) as appropriate.
Safety:	Changes in the number and rate of crashes by mode and severity; changes in motor vehicle speed and travel times; number and types of citations issued and/or traffic violations observed; people's perceptions of safety, measured through intercept surveys or similar methods; changes in violent crime rates as a measure of non-traffic safety, as appropriate.
Equity:	Changes in combined costs of housing and transportation where major Complete Streets improvements are implemented in addition to the equity criteria associated with project selection, funding allocation, and community engagement, as outlined in the previous performance measures.
Quality of Life:	Changes in the perceived quality of life of residents in neighborhoods adjacent to implemented projects.
Economic Vitality:	Changes in property values, vacancy rates, retail sales, number of overall business establishments and local businesses, and associated jobs attracted to the project area; business owner and customer perceptions and travel mode choices measured through surveys; temporary construction jobs created.
<b>Long-Term Community Benefits:</b>	
Travel Behavior:	City-wide changes in mode split and vehicles miles traveled (VMT) and/or single occupancy auto commute trips over time.
Safety:	Number, rate, and location of crashes by mode and severity; injury and fatality rates by population characteristics such as race, income, gender, ability, and age.
Equity:	Percent of populations/communities identified in the project prioritization tool (referenced in Project Selection Criteria Section) that is served by and has direct access to Complete Streets facilities; changes in housing and transportation costs over time for these populations/communities.
Health:	Rates of hypertension, heart disease, diabetes, obesity, asthma, depression, and other chronic illnesses by race, age, ability, and income over time; rates of meeting physical activity recommendations by race, age, ability, and income over time.
Environment:	Annual changes in Air Quality Index levels; changes in the shade canopy coverage to mitigate urban heat island effect and heat stress of vulnerable populations. Active mitigation of stormwater runoff and no significant increase in stormwater runoff in relation to river and stream pollution.

## **Project Selection Criteria**

Allocating funding to projects with Complete Streets design elements is key to building a safe, accessible, and interconnected transportation network. To facilitate this, the Complete Streets Technical Task Force, in collaboration with Transportation Department staff, shall develop a project prioritization tool within a year of policy adoption based on a point system to prioritize projects that improve safety and increase multimodal level of service. This tool will be used during the bond selection process and will be used within other departments to improve the development of public and private streets.

Any regional or local projects already prioritized for funding in the Transportation Improvement Program (TIP) prior to developing the project prioritization tool shall automatically be included in the priority list but shall include as many Complete Streets elements as possible within the criteria set by the funding source. This prioritization tool should be used in all infrastructure-oriented projects conducted by the City but a pilot program will be developed.

The tool shall incorporate various ranking criteria including an analysis of walking/rolling bicycling/transit demand, network connectivity, existing crashes/ fatalities, multimodal level of service improvements, and inclusion of Complete Streets elements. Network connectivity is important as the City creates projects that connect key destinations such as schools, parks, employment centers and grocery stores. Transit-rich areas can also be used to help prioritize projects as transit-oriented development becomes a focus in the City. Criteria shall reference mitigation of stormwater runoff pollution to the local river and creek network. The tool shall also incorporate criteria to ensure equitable implementation of this policy, to help alleviate disparities by prioritizing geographic areas and communities that are identified by the U.S. Department of Transportation as historically disadvantaged communities. Additionally, the tool shall further prioritize projects with Complete Streets elements in neighborhoods where residents disproportionately rely on low-cost mobility options and shall, at a minimum, include criteria for direct investments in neighborhoods with higher concentrations of low-income individuals, people of color, and households without access to a private automobile.

The tool shall also include additional equity-focused criteria to prioritize projects that directly benefit other vulnerable users of the transportation system such as children, older adults, and people with disabilities. This tool shall also utilize the City of San Antonio's Equity Atlas and the ADA Sidewalk Transition Plan to help us better select projects with an emphasis on equity. Health impact assessments may also be utilized during the project decision making processes to evaluate the health effects of proposed projects and to promote health equity.

## **Exceptions**

Recognizing that transportation networks are complex and street design should be context sensitive, this policy identifies a limited number of circumstances in which exceptions may be granted. The exception process for City public infrastructure projects places an emphasis on transparency by providing public notice with the opportunity for comment and requiring clear, supportive documentation justifying the exception for each mode. All new and in-progress City

public infrastructure projects must comply with the Complete Streets Policy unless they qualify for an exception. Exceptions to the Complete Streets Policy may be granted upon review and approval under the following circumstances:

1. Accommodation is not necessary on roadways where specific users are prohibited, such as pedestrians and cyclists on interstate freeways.
2. Cost of accommodation is excessively disproportionate to the need or probable use.
3. There is a documented absence of current and future demand based on factors such as pedestrian and cyclist counts, land use, or connectivity.
4. Funding source is restricted in terms of how it can be used. There must be an analysis of other funding options to confirm that the development cannot be done in a way that meets Complete Streets requirements.
5. Project is in design or construction as of the effective date of this Policy.
6. Project involves emergency repairs that require immediate, rapid response (such as a water main leak). Temporary accommodations for all modes shall still be made whenever feasible. Depending on severity and/or length of time required to complete the repairs, opportunities to improve multimodal access shall still be considered where possible as funding allows.
7. Project involves routine maintenance that does not change the roadway geometry or operations, such as mowing, sweeping, or spot/pothole repair.

Any request for exceptions within categories 1-4 above shall be reviewed by the Complete Streets Technical Review Task Force. Once the Complete Streets Technical Review Task Force dissolves the review of public comments will be conducted by the Standing Transportation Committee.

City staff shall put into writing a request for an exception and provide supporting documentation on how the project fits into one of the exception categories. The request shall include public notice prior to review and allow for public comment that will be considered during the decision-making process conducted by the Complete Streets Technical Review Task Force.

The Transportation Department Director shall provide the final ruling on whether or not to grant the exception after receiving comments from the Technical Review Task Force/standing Transportation Committee. The decision shall be documented with supporting data that indicates the basis for the decision, and all documents shall be made publicly available.

Categories 5-7 do not require the exceptions review process as outlined above. Projects that inadvertently impact transportation and were previously exempted from the Complete Streets Policy may have the exemption reversed by the Transportation Department Director, following a review by the Complete Streets Technical Review Task Force.

As mentioned previously in this policy, private development complies with this policy through design and development standards in the Unified Development Code (UDC) and other codes and ordinances as applicable. Additionally, the UDC addresses variance and exception processes when a development application requests to vary from code requirements. Private development will continue to comply with that process.

## Appendix

### Appendix A: Plan Goals addressed by Complete Streets Policy Update:

- SA Tomorrow Comprehensive Plan Goals
  - Community health and Wellness Goal 5: San Antonio is a Vision Zero City that is committed to eliminating traffic fatalities and serious injuries.
  - Transportation and Connectivity Goal 1: San Antonio has a world class multimodal transportation system, providing safe and comfortable connectivity to residential, commercial, education, cultural, healthcare, and recreation opportunities.
  - Transportation and Connectivity Goal 2: San Antonio's transportation system supports the city's competitiveness in the regional, national, and international economy.
  - Transportation and Connectivity Goal 3: San Antonio's transportation and connectivity networks support a high quality of life and strong, healthy communities.
  - Transportation and Connectivity Goal 4: San Antonio builds, manages and maintains its transportation and connectivity system cost-effectively in order to meet current and future needs and expectations.
  - Transportation and Connectivity Goal 5: San Antonio provides a range of convenient, safe and comfortable active transportation options for all users and abilities and many regularly use multimodal options such as walking, biking and transit. (See also Community Health and Wellness Goal 4)
  - Transportation and Connectivity Goal 6: San Antonio utilizes technology and other innovative services and solutions to ensure predictable and reliable travel throughout the city.
  - Transportation and Connectivity Goal 7: San Antonio's roadway system has managed congestion and is efficient for residents and businesses.
  - Transportation and Connectivity Goal 8: San Antonio is a world leader in moving people and goods safely, efficiently and sustainably.
- SA Tomorrow Multi-Modal Plan Actions
  - Implement targets that designate funds for projects that improve ALL modes, including walking, biking, and transit-supportive
  - Educate residents of San Antonio on Complete Streets and how they can benefit them to enhance and connect neighborhoods and Regional Centers
  - Consider policies to reduce or eliminate on and off-street parking where there are existing or planned major connections in the transit, cycle, and/or pedestrian networks
  - Develop policy structure to commit to a pedestrian/cycle/transit friendly environment in all regional activity centers identified in Comprehensive Plan.
- SA Tomorrow Sustainability Plan Outcomes
  - New development is affordable, mixed use, transit oriented and is designed for walking, biking, and electric vehicle infrastructure.
  - All neighborhoods within San Antonio have appropriate amenities to support safe walking and biking.
- SA Climate Ready, Climate Action and Adaptation Plan

- Mitigation 10: Vehicle Miles Traveled - Reduce vehicle miles traveled per person throughout the City, prioritizing the reduction of VMT in single-occupancy vehicles by diversifying transportation choices.
- Mitigation 11: Connectivity/Walkability - Accelerate connectivity and walkability by prioritizing the funding and construction of infrastructure for micromobility modes such as walking, biking, and other human-powered transportation with an emphasis on the protection of vulnerable road users.
- Mitigation 12: Sustainable Land Planning and Development – Support and incentivize the development and redevelopment of more compact, connected, cost-effective, and resilient neighborhoods and districts.
- Mitigation 20: Urban Heat Island- Analyze and quantify the urban heat island (UHI) in San Antonio and develop an implementable and impactful UHI mitigation and adaptation plan with a focus on vulnerable populations and ecosystems.
- Mitigation 21: Ecological Planning and Climate-Sensitive Design- Integrate climate mitigation and adaptation into existing land development review and permitting processes with a goal of maximizing the benefits of natural geographic and watershed features.
- Adaptation Strategies 11: Resilience in Building Codes and Programs- Assess opportunities to integrate resilience measures (e.g. water and temperature regulation, resilient landscaping measures within Low Impact Development, Build SA Green, Under 1 Roof programs) into building codes, existing building programs and checklists to reduce impacts from projected climate change over the lifetime of developments.
- EDD Strategic Framework
  - 2.1.3. Corridors. Invest in redevelopment along aging commercial corridors to help re-envision low-density commercial zones as more dense, walkable, livable, mixed-use areas with the potential to attract new private sector investment that aligns with market opportunities.
  - 2.3.2. Transportation. Prioritize investments in the multimodal transportation opportunities identified in the SA Tomorrow Multimodal Transportation Plan to maximize connectivity and capability and support San Antonio's growing economy.
    - Advocate for continued project prioritization to align with place-based development opportunities along aging commercial corridors.
    - Support the implementation of the Vision Zero action plan to achieve zero fatalities or serious injuries on San Antonio roadways.
- Vision Zero Action Plan
  - Engineering Key Actions:
    - Continue to implement the Complete Streets policy by ensuring that projects meet the needs of all people of different ages and abilities.
    - Enhance safety and accessibility by offering connected and seamless transportation networks for people walking and biking for all ages and abilities by eliminating sidewalks gaps and improving disability access.
    - Ensure that infrastructure not only meets ADA minimums but also exceeds those standards for accommodations such as curb ramps, unobstructed sidewalks and crossings, crosswalks and passage through center islands in streets, accessible pedestrian signals, and other tools that facilitate great mobility for people with disabilities wherever a pedestrian way is newly built or altered.