

CITY OF JOHNSTOWN, PENNSYLVANIA

RESOLUTION NO. 10328

A RESOLUTION, OF THE CITY COUNCIL OF THE CITY OF JOHNSTOWN, PENNSYLVANIA ADOPTING A COMPLETE STREETS POLICY AND RELATED GUIDELINES TO ENHANCE AND ENABLE SAFE, ACCESSIBLE TRAVEL FOR ALL POPULATIONS AND MODES OF TRANSPORTATION WHICH SHALL BE APPLIED TO SPECIFIED TRANSPORTATION ENHANCEMENT AND INFRASTRUCTURE PROJECTS WITHIN THE CITY OF JOHNSTOWN

WHEREAS, The City utilized previously-awarded grant funding provided by the Pennsylvania Department of Health through the State Physical Activity and Nutrition Grant, the Preventive Health and Health Services Block Grant from the Centers for Disease Control and Prevention and from the Community Foundation for the Alleghenies to develop a Complete Streets Policy for the City of Johnstown; and

WHEREAS, the Complete Streets Policy developed in connection with this project demonstrates a commitment by the City to enable safe and convenient travel, to provide facilities that support all modes of transportation by serving all potential users including vulnerable and underserved populations, and to improve the health and quality of life of City residents and its commitment to facilitate ongoing and proposed walking and biking enhancement projects in the downtown area; and

WHEREAS, This Complete Streets Policy is intended to serve as a guide for decision-making during the planning and design of future transportation enhancement projects, capital improvement projects and other related road infrastructure maintenance projects and initiatives developed and implemented by the City and/or its partners; and

WHEREAS, the Complete Streets Policy is intended to ultimately ensure that the City's transportation system is planned, designed, operated and maintained to enable safe, convenient and comfortable travel and access for all users and to serve vulnerable and underserved populations within the City; by requiring itself and City Partners as defined in the attached Complete Streets Policy to adhere to design guidelines and principles consistent with the policy and its vision for enhanced access and facilities for all populations of users and modes of transportation;

NOW, THEREFORE, BE IT RESOLVED, That the attached Complete Streets Policy is hereby adopted by Council and that the City, where able, will require other publicly or privately developed transportation enhancement projects within the City to be designed, operated and maintained in a manner that is consistent with and adherent to this Policy and the City's Vision for this Policy.


ADOPTED:

September 9, 2020

By the following vote:

Yeas: Mrs. Mock, Mr. Vitovich, Mr. Arnone, Mr. Britt, Mr. Capriotti, Mayor Janakovic, Rev. King. (7)

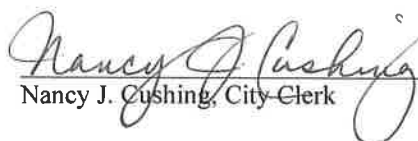
Nays: None (0)



Frank J. Janakovic, Mayor
Marie Mock, Deputy Mayor

ATTEST:

I do hereby certify the forgoing is true and correct copy of Resolution No. 10328 as the same adopted by the City Council of the City of Johnstown, Pennsylvania.



Nancy J. Cushing, City Clerk

City of Johnstown
Complete Streets Policy
Submitted to City Council on August 28, 2020

Funding to prepare this Complete Streets Policy was provided by the Pennsylvania Department of Health through the State Physical Activity and Nutrition grant and Preventive Health and Health Services Block Grant from the Centers for Disease Control and Prevention and from the Community Foundation for the Alleghenies.

1.0 VISION

Complete Streets are defined by this Policy as enabling safe access for all users. The City of Johnstown, Pennsylvania, will develop and maintain safe, accessible city-owned streets, sidewalks and other transportation facilities that support all users. The City will require other publicly or privately developed transportation enhancement projects within the City to be designed, operated and maintained to achieve the City's Vision for this Policy. This Complete Streets Policy will help the City be more livable and attractive for visitors, business owners, families and those with disabilities.

This Complete Streets Policy shows the City's commitment to enable safe and convenient travel, to provide facilities that support all modes of transportation, all potential users and that serve vulnerable and underserved populations. It also shows its commitment to improve the health and quality of life of City residents and its commitment to facilitate ongoing and proposed walking and biking enhancement projects in the downtown area.

This Complete Streets Policy guides decision-making during the planning and design of future transportation enhancement projects, capital improvement projects and other related road infrastructure maintenance projects. The Policy will also serve as a reference for projects and initiatives developed and implemented by City partners. This will ensure that the City's transportation system is planned, designed, operated and maintained to enable safe, convenient and comfortable travel and access for all users and that serves vulnerable and underserved populations within the City.

2.0 PRINCIPLES

2.1 Serve All Users and Modes

This Policy promotes safe, accessible, and integrated transportation options that supports the needs of all users and modes including pedestrians, bicyclists, transit riders, motorists, motorcyclists, individuals with disabilities, and emergency personnel and that serves vulnerable and underserved populations within the City.

2.2 Utilize Context Sensitive Approaches

This Policy considers a project's physical setting as well as scenic, aesthetic, and historic concerns, and universal design principles. The Policy establishes that transportation enhancement projects in the City are planned, designed, constructed, operated, and maintained to provide consistent features and to support the historic nature of the surrounding the project area.

2.3 Promote Best Management Practices

This Policy promotes best management practices for design, place making, stormwater management and installation of green infrastructure (rain, gardens, bioswales, watershed/flood prevention facilities, etc.) throughout the City.

2.4 Promote Sound Environmental Design

The Policy encourages that features to mitigate environmental impacts are incorporated where practicable during the design and implementation of Complete Street designs.

2.5 Apply to All Phases of a Project, Particularly During Planning and Design

The Policy requires that Complete Street features be considered during the planning, design and implementation phases of all street, trail, sidewalk and related projects in the City, to the greatest extent practicable.

2.6 Be Consistent With Comprehensive Planning

This Policy shall help achieve specific goals articulated in the City's most recent comprehensive plan and master plan, as well as the "Alleghenies Ahead" Comprehensive Plan, planning efforts of "Vision Together 2025" and other relevant neighborhood and City planning efforts. It shall be the responsibility of project designers to identify and be aware of planning goals and objectives applicable to their project.

2.7 Promote Collaboration among City Departments and With Outside Partners

This Policy fosters collaboration among City departments, commissions and staff persons for the identification, of relevant project goals and objectives and their use of Complete Street design features and elements. It also provides encouragement to incorporate Complete Streets principles into City adjacent built environments and transportation networks.

2.8 Achieve Public Policy Goals

The Policy improves public health and safety throughout the City. It supports people who cannot or do not travel independently, it advances economic development and promotes investment and equitable opportunities in underserved neighborhoods and it supports the orderly and safe movement of all transportation modes.

3.0 IMPLEMENTATION

The City will craft appropriate implementation standards and Design Guidelines for incorporating the Complete Streets elements outlined within the Policy. The Design Guidelines will illustrate and describe what kinds of design elements and features are wanted in the downtown area and where/how they should be located. The Guidelines will also contain the types of design criteria that should be considered for enhancement projects.

The City will also regularly meet with PennDOT to coordinate transportation enhancement projects within the City through PennDOT's Connects process. The City's Community and Economic Development Director will be the official point of contact for those meetings. The Director will be responsible for collecting and coordinating information from City Departments, external organizations and other stakeholders to present at the PennDOT Connects meetings.

The City Planning Commission will organize regular coordination meetings with representatives of various City departments and other appropriate stakeholders to collaborate on the enactment of this Policy and to review performance measure progress.

3.1 City of Johnstown Internal Application of This Policy

"Internal Application" is defined as any situation involving capital improvement projects – involving the construction, reconstruction or retrofitting of City assets that are funded through the City budget or derived from grant funding awarded to the City and/or in which project delivery is managed by City staff.

This Complete Streets policy shall apply to all transportation related elements of City capital improvement projects. Complete Streets design guidelines (see Appendix A) will be integrated into decision making and project designs whenever changes are proposed for a city roadway, sidewalk, right-of-way, City owned property, or facility, or whenever new city infrastructure is proposed. During the planning and design of capital improvement projects, the City will coordinate with local and state stakeholders and agencies to ensure that Complete Streets initiatives and needs are incorporated.

The City shall consider Complete Streets elements during design/engineering phases, if applicable, and prior to starting the construction, renovation or otherwise changing of any buildings, sidewalks, roadways and other related facilities.

The design of new, rehabilitated, retrofitted or reconstructed City-owned roads and bridges shall consider the current and future demands for all modes. City sidewalks, roads, bridges and related infrastructure that are part of the pedestrian and bicycle network in the "Johnstown Urban Connectivity Plan", "Main Street Greenway and Trail Hub Plan", "Franklin Street Corridor Plan" and/or other relevant existing or future planning efforts or those that shall be built or reconstructed with on-street bicycle and pedestrian amenities, per plan guidelines.

Whenever practicable, repaving of City roads designated as part of the bicycle network or included within the study areas of the planning efforts identified above shall be considered for on-street bicycle and pedestrian amenities, per plan guidelines. When no bicycle and/or pedestrian demand or network connections are identified or anticipated, facilities shall be constructed so as not to preclude bicyclists, pedestrians or other forms of transportation should future development generate new demand.

Emergency repairs, replacement or retrofitting of roads and bridges that include design/engineering phases shall also consider the needs of all transportation modes. At the least, sidewalks, bicycle routes, and roadways in proximity to the project shall remain clear and passable, including during routine maintenance and longer-term renovation.

3.2 External Application of This Policy

“External Application” is defined as any situation in which a project in the City is completed or funded by an entity other than the City of Johnstown and which the City’s role is secondary or participatory in an outside entity’s effort to construct, reconstruct or retrofit a physical asset in the City. This shall include projects requiring City review and approval prior to the start of construction activities.

The City of Johnstown shall require consideration of Complete Streets elements in all “External” projects, public-sector infrastructure projects or any planning and policy formation efforts undertaken by a City partner. Examples may include: Involvement in transportation capital projects led by partners such as PennDOT, CamTran, Cambria County Conservation and Recreation Authority, Johnstown and Cambria County Redevelopment Authorities, Discover Downtown Johnstown Partnership and Vision Together 2025. This may also include the development of ordinances and policies by City partners that require City adoption. This may also include efforts to partner with adjacent municipalities to incorporate Complete Streets elements into projects that may span between the City and the adjacent municipality.

The City shall also encourage and advocate for Complete Streets elements to be incorporated into all private-sector and nonprofit efforts where the City does not have designated review, approval or other regulatory involvement. Examples may include, but are not limited to: private land development proposals, private redevelopment projects, and State and Federal projects.

The City shall also encourage and advocate for Complete Streets elements to be included with grant funding applications for projects to be located in the City that are prepared by non-city entities. Grant funding Program examples include, but are not limited to: PADEP, DCNR, DCED or CFA programs.

4.0 PERFORMANCE MEASURES

The City will track implementation progress of the Complete Streets Policy in two (2) categories. Category No. 1 will include “Internal Applications” which are improvements made directly by City staff, resulting from City funding or coming out of a City program. Category No. 2 will be those “External Applications” which are improvement projects in which the City just has review and approval responsibilities, projects completed privately and outside of City control or are completed by a public sector entity. The implementation progress results may be made publicly available as needed. Performance measures tracked can include, but are not limited to:

- a. Increase in linear feet of new and/or repaired sidewalk.
- b. Increase in the number of marked crosswalks, ADA-compliant curb ramps, pedestrian signal heads, flashing signals, signs, and other relevant pedestrian safety improvements.
- c. Increase in the number of bus shelters, concrete pads, benches, and other relevant bus stop amenities.
- d. Increase in the number of miles of bicycle lanes, shoulders, sharrows, and other relevant bicycle facilities.
- e. Decrease in the number of reported bicycle and pedestrian-related crashes on local roads.
- f. Increase in the number of and square footage of rain gardens, bioswales, street trees, and other relevant environmental features and place-making elements within or adjacent to roadways.
- g. Increase in the number of projects and plans that incorporate Complete Streets elements and undertake other relevant public policy efforts.
- h. Grants and/or funding amounts awarded to projects that incorporate Complete Streets principles.
- i. Increase in linear feet or number of new environmental features as well as pedestrian, bicycle, and/or transit facilities created through permitting.
- j. Attendance at Complete Streets coordination meetings and/or meetings where Complete Streets ideas are discussed.
- k. Increase in the number and types of new or improved connection routes.
- l. Increase in the number of new or enhanced community destination sites.
- m. Improvements that serve vulnerable and underserved populations
- n. Outreach efforts designed to educate residents, designers, engineers and project developers on this Complete Streets Policy

5.0 EXCEPTIONS

Complete Street accommodations, on both “Internal Application” City projects and “External Application” projects, may not be practical due to a number of factors beyond a project’s control. The City acknowledges this and provides the following as guidance for when Complete Street accommodations may be exempted from a Project. It is the City’s desire not to provide excessive exemptions from this Policy.

Exceptions must be publicly requested by a project’s owner or appointed representative prior to the start of any project. Exceptions will ultimately be approved by the City on a project-by-project basis. Sound and reasonable professional judgment and City discretion shall be used when exempting Complete Streets facilities from projects. The City will seek recommendations and input by their Engineer, other qualified professionals, County planning staff and other community partners when determining the validity of granting an exception to this Policy. Exceptions to the Complete Streets Policy may be considered under the following situations:

5.1 Exceptions for City Capital Improvement Projects (“Internal Application”)

Exceptions to the Complete Streets Policy for a City capital improvement project may be considered under the following situations:

- a. The existing and future (25 year horizon) projected motor traffic volumes on a particular roadway or facility are so low that certain modes do not need to be specifically addressed and/or are already addressed by the current design. Determination of this exemption will be at the discretion of the City.
- b. The existing and future (25 year horizon) projected bicycle and pedestrian volumes as well as transit needs are so low that one or more of these modes do not need to be specifically addressed. Determination of this exemption will be at the discretion of the City.
- c. The City specifically identifies that improved transportation facilities that would encourage more bicycle and pedestrian use in a particular area is not practical nor wanted by the City due to pre-existing or anticipated dangerous conditions.
- d. The cost or impacts of incorporating Complete Streets elements is excessively disproportionate to the total project cost of the current or future need, which is defined as exceeding twenty-five percent of the total cost of the project.
- e. There is an existing or proposed parallel facility with sufficient accommodations to satisfy the intent of this Policy, or it is more feasible and/or less costly to locate the proposed accommodations on an alternate route. *Note:* Compared to the original route, the alternative shall not increase travel distance for pedestrians or bicyclists by more than ¼ mile.
- f. The accommodations under consideration conflict with the requirements or regulations of any federal or state agency. External agencies or municipalities utilizing this Complete Streets policy may refer to these guidelines for their own exception procedures.

5.1.1 Procedures for Exceptions for “Internal” Projects

All “Internal Application” exceptions to this Policy must be recommended by the City Engineer and approved by either the City Planning Commission or the City Director of Community and Economic Development, in consultation with other relevant City staff on a project-by-project basis. Written findings and supporting data may be provided for all exceptions and made publicly available.

5.2 Exceptions for “External” Projects

City Planning Commission and/or City of Johnstown Departments utilizing this Policy as part of their project review process and/or guidance that involves capital improvement projects of non-city agencies should refer to the exception requirements in Section 5.1 and use sound professional judgment when working with these agencies to reasonably implement Complete Streets principles. For all other uses of the Policy that fall under “External Applications”, the City Planning Commission and/or City Department will determine exceptions as part of their review/approval process or departmental procedures to enact this Policy.

5.3 Public Availability of Exceptions

Exceptions approved or under consideration shall be included as part of a project’s public open houses to the greatest extent possible. Granted exceptions and their related discussions and points of consideration shall be documented and the justification for each exception may be summarized in a report and made available to the public.

APPENDIX A

Guidelines and standards may include, but are not limited to:

I. American Association of State Highway Officials (AASHTO) A Policy on Geometric Design of Highways and Streets (Green Book)

II. AASHTO Guide for the Planning, Design, and Operation of Pedestrian Facilities

III. AASHTO Guide for the Development of Bicycle Facilities

IV. Public Right-of-Way Accessibility Guidelines (PROWAG)
<https://www.access-board.gov/attachments/article/743/nprm.pdf>

V. Americans with Disabilities Act Accessibility Guidelines (ADAAG) <https://www.access-board.gov/guidelines-and-standards/buildings-and-sites/about-theada-standards/ada-standards>

VI. NJDOT & PennDOT Smart Transportation Guidebook
<https://www.dvrpc.org/reports/08030A.pdf>

VII. American Planning Association Complete Streets: Best Policy and Implementation Practices
<https://www.planning.org/publications/report/9026883/>

VIII. Institute of Transportation Engineers (ITE) Traffic Calming Measures and Designing Walkable Urban Thoroughfares: A Context Sensitive Approach
<https://www.ite.org/pub/?id=E1CFF43C-2354-D714-51D9-D82B39D4DBAD><https://nacto.org/publication/urban-bikeway-design-guide/>

IX. Small Town and Rural Multi-Modal Networks (FHWA)
https://www.fhwa.dot.gov/environment/bicycle_pedestrian/publications/small_towns/fhwahep17024_lg.pdf

XIV NACTO Urban Street Design Guide
<https://nacto.org/publication/urban-street-design-guide/>

X. NACTO Transit Street Design Guide <https://nacto.org/publication/transit-street-design-guide/>

XI. U.S. Forest Service Trail Accessibility Guidelines (FSTAG) <https://www.fs.fed.us/t-d/pubs/pdfpubs/pdf15232812/pdf15232812dpi300.pdf>

XII. U.S. Forest Service Outdoor Recreation Accessibility Guidelines (FSORAG)
<https://www.fs.fed.us/t-d/pubs/pdfpubs/pdf15232811/pdf15232811dpi300.pdf>

XIII. PUB 13M [Design Manual Part 2 - Highway Design](#)