

## Complete Streets Legislation

City Councilor Isaac Benton introduced a Complete Streets Ordinance (O-14-27) at the Council meeting on Monday, October 6. The Ordinance is open to comments and modifications prior to adoption. The first formal hearing on the bill will be at the Wednesday, November 12 Land Use Planning & Zoning Committee (LUPZ) at 5:00 pm in the City Council Committee Room on the 9th Floor of the City/County Government Building. Prior to that, Councilor Benton will hold a public information meeting to discuss and answer questions about the proposed Complete Streets Ordinance on Wednesday, November 5 at 6:00 pm in the Council Committee Room, 9<sup>th</sup> floor of the City/County Building at 1 Civic Plaza.

## What are Complete Streets?

Complete Streets are created to efficiently serve all users, including pedestrians, cyclists, transit riders and motorists. They utilize best practice standards that have been successfully employed in other cities around the country.

Where feasible, Complete Streets incorporate features such as:

- wider sidewalks
- street trees
- on-street parking
- bicycle lanes
- protected mid-block crossings
- traffic calming techniques

Complete Streets techniques help high traffic areas be more inclusive of all forms of urban transportation, reducing congestion while making streets safer.

## How Will the Ordinance Work?

The Complete Streets ordinance establishes a new city-wide goal to expand safe use of our streets by requiring equal consideration of the efficiency and safety of all types of travel. The ordinance will also adopt nationally-recognized standards for streets to serve existing and future development with appropriate infrastructure that encourages walkability and inviting public spaces.

## Simple Cost-Effective Solutions

The Complete Streets approach will provide some simple solutions for two typical situations:

- **Major Reconstruction or Construction of New Streets** – The City will consider all users when designing new roads or major rehabilitation projects, and will design infrastructure appropriate to those users and the surrounding development.
- **Minor Maintenance, Resurfacing, or Rehabilitation Projects** – The City will identify how Complete Streets approaches can be incorporated into more modest existing projects. Sometimes this may be as simple as changing the way a road is striped. It would also include closing unused curb cuts and narrowing overly-wide traffic lanes to provide right-of-way for sidewalks, bicycle lanes, on-street parking, or pedestrian buffers.

## What Will This Do for Albuquerque?

- Increase options for **safe, comfortable travel** to your favorite neighborhood destinations.
- Increased focus on **servicing both our residents and those who use our streets** while still providing for safe and efficient travel.
- Improve **community health** by reducing risk of injuries and encouraging walking and bicycling to help combat obesity and heart disease.
- Increase **livability** by creating more attractive public areas. This will create public spaces that **promote health, happiness, and well-being**. It will also foster private investment.
- Create inviting streets that **encourage alternative modes of travel**. This will help ease congestion and air pollution.
- Contribute to economic development, growth and stability by **encouraging private investment and redevelopment** in the areas where the Complete Streets approach is being used.

## Next Steps:

- November 12, 2014: Land Use Planning & Zoning Committee (LUPZ) hearing at 5:00 pm in the Council Committee Room, 9<sup>th</sup> floor of the City/County Building at 1 Civic Plaza
- Additional LUPZ hearings
- Discussion at City Council Meeting

## What You Can Do:

- Provide input – emails, letters and/or speak at hearings.
- Spread the word – tell family, friends, neighbors, and business associates about the Complete Streets Ordinance.
- Support O-14-27.

# CITY of ALBUQUERQUE

## TWENTY-FIRST COUNCIL

COUNCIL BILL NO. C/S O-14-27 ENACTMENT NO. \_\_\_\_\_

SPONSORED BY: Isaac Benton

1 **ORDINANCE**

2 **ADOPTING A NEW SECTION IN ARTICLE 5 ROA 1994, STREETS AND**  
3 **SIDEWALKS, TO BE KNOWN AS THE “COMPLETE STREETS ORDINANCE,”**  
4 **AMENDING §2-12 ROA 1994, CAPITAL IMPROVEMENTS PROGRAM, TO**  
5 **SPECIFY COMPLIANCE WITH THE COMPLETE STREETS ORDINANCE, AND**  
6 **AMENDING §4-3-7-5 ROA 1994, TRANSPORTATION INFRASTRUCTURE TAX,**  
7 **TO UPDATE DEFINITIONS.**

8 **Section 1. Findings and Intent. The City Council hereby finds:**

9 **(A) That much of Albuquerque’s existing roadway system was built to**  
10 **facilitate access to destinations by personal automobile, resulting in streets**  
11 **that are uninviting and impractical for other users; and**

12 **(B) There is a growing acceptance nationwide of the need for multi-**  
13 **modal roadways that serve motor vehicles, bicyclists, pedestrians; and transit**  
14 **patrons of all ages and abilities; and**

15 **(C) That the Complete Streets approach is a nationally recognized**  
16 **framework for designing context-sensitive street facilities that enable safe**  
17 **travel by all users, including the estimated one third of Americans who do not**  
18 **drive.**

19 **(D) That hundreds of municipalities and more than half of U.S. states**  
20 **have adopted ordinances and policies incorporating Complete Streets**  
21 **Concepts; and**

22 **(E) That the Mid Region Council of Governments has passed a**  
23 **resolution requiring that Complete Streets Principles are to be incorporated**  
24 **into the Council of Governments Planning Documents.**

25 **(F) That Complete Streets have been shown to encourage private**  
26 **investments and redevelopment of properties they serve and foster new land**

[Bracketed/Underscored Material] - New  
[Bracketed/Strikethrough Material] - Deletion

**[Bracketed/Underscored Material] - New**  
**[Bracketed/Strikethrough Material] - Deletion**

1 use patterns that bolster economic growth and stability, help generate jobs,  
2 attract private investment and tourism, create place-making in areas of high  
3 activity and can increase retail sales and land values; and

4 (G) That Complete Streets integrate general purpose roadways,  
5 sidewalks, bike lanes, transit amenities, traffic calming and safe crossings, to  
6 create a balanced transportation system that meets the needs of motorized  
7 and non-motorized travelers and persons with disabilities; and

8 (H) That Complete Streets improve community health by reducing the  
9 risk of injuries and encouraging walking and bicycling to help combat obesity  
10 and heart disease.

11 (I) That Complete Streets promote alternative transportation modes,  
12 helping to reduce street network congestion and vehicle emissions and  
13 increase the capacity of the transportation network.

14 (J) That the City of Albuquerque is pursuing the development of a  
15 Unified Development Ordinance that will establish updated regulations for  
16 development in the public right-of-way and encourage new land-use patterns  
17 that are best served by balanced transportation systems that facilitate travel  
18 by all users; and the Complete Streets Ordinance establishes key City policies  
19 for roadway design to be incorporated into that effort; and

20 (K) That Section 2.D.4 of the Albuquerque Bernalillo County  
21 Comprehensive Plan establishes as a goal the development of corridors,  
22 streets and complementary adjacent land uses that provide a balanced  
23 circulation system through efficient placement of employment and services,  
24 encouraging bicycling, walking and use of transit as alternatives to  
25 automobile travel while providing sufficient roadway capacity to meet mobility  
26 and access needs.

27 (L) That Section 2.D.4.a.2 identifies a means of balancing of the street  
28 system by encouraging bicycling, walking and use of mass transit between  
29 designated neighborhood, community and regional centers as an  
30 implementation technique to achieve a balanced transportation system.

31 (M) That Section 2.B.5 of the Albuquerque Bernalillo County  
32 Comprehensive Plan states that the established urban areas of the City shall

[Bracketed/Underscored Material] - New  
[Bracketed/Strikethrough Material] - Deletion

1 offer a variety and a maximum of choices in the housing, transportation, work  
2 areas and life styles, while creating a visually pleasing built environment.

3 (N) That various adopted local area plans, including Sector Development  
4 and Corridor Plans , establish policies calling for the development of streets  
5 that serve all users.

6 (O) That multiple street projects aimed at improving accessibility for all  
7 users have been successfully completed around the City in recent years,  
8 including the Lead and Coal Corridors, Martin Luther King Jr. Boulevard and  
9 8<sup>th</sup> Street. These projects have demonstrated the viability of providing for  
10 pedestrians, cyclists, transit users and other while minimizing impacts to  
11 vehicle travel.

12 (P) That many opportunities remain, especially in established areas of  
13 the City, to improve street rights-of-way for all users, especially where pre-  
14 scheduled projects, such as resurfacing, provide opportunities to consider  
15 new striping configurations.

16 (Q) That public interest in multi-modal street infrastructure is increasing  
17 across a mutigenerational spectrum of people, especially millennials and baby  
18 boomers.

19 BE IT ORDAINED BY THE COUNCIL, THE GOVERNING BODY OF THE CITY OF  
20 ALBUQUERQUE:

21 SECTION 2. A new §6-6-5 of ROA 1994 is hereby adopted to read as follows:

22 “[+§6-5-6-1 SHORT TITLE.]

23 SECTION §6-5-6 ROA 1994 shall be known and cited as the “Complete  
24 Streets Ordinance”.

25 § 6-5-6-2 INTENT AND PURPOSES.

26 (A) The intent of Article §6-5-6 et seq. is as follows:

27 (1) To implement and be so interpreted to comply with the New  
28 Mexico Municipal Code (§§ 3-60A-10 et seq. NMSA 1978) and the Constitution  
29 of the State of New Mexico (Article 10, Section 6).

30 (2) To express the City’s commitment to creating and maintaining  
31 Complete Streets within the Central and Established Urban Areas specified by  
32 the Albuquerque/Bernalillo County Comprehensive Plan.

[Bracketed/Underscored Material] - New  
[Bracketed/Strikethrough Material] - Deletion

1           (3) For residents and visitors, regardless of their age, ability, or  
2 financial resources, to safely and efficiently use the public right-of-way within  
3 these corridors and meet their transportation needs regardless of their  
4 preferred mode of travel.

5           (4) To establish the image and identity of street corridors and  
6 improve economic activity on those corridors by providing a framework for  
7 current and future development that integrates sidewalks, bike facilities,  
8 transit amenities, and safe crossings, into their design.

9           (5) To accommodate and complement improved streetscapes and  
10 pedestrian facilities installed according to the provisions of the City Sidewalk,  
11 Drive Pad, Curb and Gutter Ordinance (§ 6-5-5-1 ROA 1994), the Street Tree  
12 Ordinance (§ 6-6-2-1 ROA 1994) and the Americans with Disabilities Act (ADA).

13       This Article is adopted pursuant to the authority set forth in Article 1 of the  
14 Charter of the City of Albuquerque, which was adopted at a special election on  
15 June 29, 1971, pursuant to Article 10, Section 6 of the Constitution of the State  
16 of New Mexico and pursuant to the authority set forth in Sections 3-19-12 and  
17 Sections 3-20-1 to 3-20-16 NMSA 1978.

18       §6-5-6-4 APPLICABILITY

19       This Article shall apply to all roadways and or segments of a roadway on  
20 City right-of-way which meet the following criteria:

21       (A) Are located within the Central and Established Urban Areas specified  
22 by the Albuquerque/Bernalillo Comprehensive Plan and are listed on the Mid  
23 Region Council of Governments Current Roadway Functional Classification  
24 Map; or

25       (B) Designated a Complete Street by Resolution of the City Council or  
26 action of the Mayor.

27       § 6-5-6-5 DEFINITIONS.

28       COMPLETE STREETS: A roadway with Cross-Sections (including public  
29 right of way and public or private easements abutting a public right of way that  
30 are designated for a roadway) built at a human scale, designed and operated  
31 for safe access for all users, including pedestrians, bicyclists, motorists and  
32 transit riders of all ages and abilities, to allow safe and convenient street  
33 crossings, and pedestrian access to adjacent land uses. Complete Streets

[Bracketed/Underscored Material] - New  
[Bracketed/Strikethrough Material] - Deletion

1 components include, but are not limited to, sidewalks, bike lanes, dedicated  
2 bus lanes, comfortable, safe and accessible public transportation stops,  
3 frequent and safe pedestrian crossing opportunities, median pedestrian  
4 islands, accessible pedestrian signals, curb extensions and pedestrian bulb-  
5 outs, reduced travel lane widths determined by the design speed of the  
6 roadway, context-appropriate curb return radii, roundabouts, or other features  
7 that accommodate safe and efficient multimodal travel.

8 CONNECTIVITY: Frequency by which streets or roadways intersect, or  
9 how closely intersections are spaced.

10 CONTEXT SENSITIVE DESIGN: Design that seeks to balance the need to  
11 move vehicles efficiently with other outcomes specific to communities and  
12 neighboring properties through which a street passes, such as placemaking,  
13 pedestrian-friendliness, historic preservation and economic development.

14 MULTIMODAL LEVEL OF SERVICE: A set of indicators published by the  
15 National Academy of Sciences, National Highway Cooperative Research Board  
16 through “Report 616 and any successor document” used to evaluate the  
17 convenience and comfort of facilities for transit users, pedestrians, bicyclists  
18 and other non-motorized users of the public right of way. These may include,  
19 but are not limited to: the connectivity of sidewalks and paths throughout an  
20 area, the availability and safety of road crossings for pedestrians, the  
21 separation of non-motorized traffic from motorized traffic, (e.g. sidewalk  
22 widths and distance from traffic lanes, presences of separators like bollards or  
23 trees), motorized traffic speed control (e.g. traffic calming features), way  
24 finding, sense of security (e.g. visibility and lighting of sidewalks), transit  
25 stations, and weather protection.

26 §6-5-6-6 GENERAL POLICY

27 (A) The following complete streets principles shall apply to all projects  
28 on streets that are within the jurisdiction of this ordinance:

29 (1) The overarching goal of any project that affects street  
30 configurations, signalizations, and all other design features shall be based on  
31 improving Multimodal Level of Service (MLOS) as described in the National  
32 Cooperative Highway Research Program’s Report 616, Multimodal Level of  
33 Service Analysis for Urban Streets and generally defined as safe and efficient

[Bracketed/Underscored Material] - New  
[Bracketed/Strikethrough Material] - Deletion

1 accommodations for all users, including pedestrians, bicyclists the disabled,  
2 motorists and transit vehicles;

3 (2) On-street bicycle facilities shall be designed and implemented  
4 as identified by the Mid-Region Council of Government's Long Range Bikeway  
5 System Map, the Albuquerque Bikeways and Trails Facility Plan, and the  
6 Albuquerque Area Comprehensive On-Street Bicycle Plan. All projects on any  
7 roadway shall include appropriate safety measures to facilitate the crossing of  
8 bicycle traffic wherever a designated bicycle facility crossed the street.

9 (3) On roadways that serve industrial and/or freight uses,  
10 complete streets improvements that are consistent with freight mobility and  
11 support other modes of travel shall be considered;

12 (4) Vehicle lane widths are governed by the tables for General  
13 Parameters for Arterial Thoroughfares and Collector Thoroughfares as  
14 established in the Manual for Context Sensitive Solutions in Designing Major  
15 Urban Thoroughfares for Walkable Communities published by the Institute of  
16 Transportation Engineers (ITE) and or any successor documents or standards  
17 that may result from amendments or replacements.

18 (5) Mid-block Pedestrian Crossings are encouraged and may be  
19 installed as necessary for a project to meet the intent of this ordinance under  
20 the criteria established in the Manual on Traffic Control Devices (MUTCD)  
21 Chapter 3B-18, the Urban Street Design Guide of the National Association of  
22 City Traffic Officials Traffic Officials, (NACTO), and the Guide for the Planning  
23 Design and Operation of Pedestrian Facilities by the American Association of  
24 State Highway and Transportation Officials (AASHTO). Unsignalized mid-block  
25 crossings are permitted where warranted and should be clearly marked by  
26 signs and other high-visibility features. Where necessary, mid-block  
27 pedestrian crossings shall be controlled by pedestrian-activated conventional  
28 traffic signals or pedestrian hybrid beacons (PHB).

29 (6) Curb cuts serving access points blocked by permanent walls,  
30 fences or other structures that prohibit entry to a lot shall be replaced with  
31 curb, gutter and sidewalk as part of any roadway project.

32 (B) All major projects involving streets under the authority of this  
33 ordinance, including road construction, resurfacing, reconstruction of



1 sidewalks or restriping, shall be considered an opportunity to either retrofit  
2 existing streets or construct new streets consistent with the principles of this  
3 ordinance.

4 (C) The Department of Municipal Development shall annually submit a  
5 memorandum to the City Council listing upcoming projects, to include  
6 scheduled Street Maintenance Program projects such as resurfacing and  
7 other projects including reconstruction, curb, gutter and sidewalk repair or  
8 capital improvement projects. This memorandum shall detail how those  
9 projects will be consistent with the principals of this ordinance and shall  
10 indicate:

11 (1) The location, scope and estimated cost of the project;

12 (2) Whether the project is to be implemented under the Street  
13 Maintenance program or by the Engineering Division.

14 (3) How the project incorporates any existing existing policies for  
15 street improvements established by corridor, neighborhood, area, or sector  
16 plans, or the reasons for which implementing such recommendations is not  
17 reasonable.

18 (4) Any Complete Streets improvements recommended by the  
19 Department of Municipal Development for inclusion as part of the project;

20 (5) The estimated cost of those Complete Streets improvements  
21 (e.g. added engineering costs for new striping diagrams);

22 (6) Whether and when the improvements can be implemented  
23 through the existing revenues available for maintenance projects or Capital  
24 Improvement Program;

25 (7) Other potential funding sources that may be required.

26 (D) Projects may be exempted in part from the requirements of this  
27 ordinance upon review by the Director of Municipal Development or his/her  
28 designee, provided they meet one or more of the following criteria;

29 (1) Existing adopted ordinances and policies affecting the street  
30 preclude a certain use (e.g. non-motorized vehicles);

31 (2) The project is a maintenance activity that does not involve  
32 resurfacing, restriping or reconfiguring the street. Examples of exempt  
33 projects include patching, sidewalk repair or cleaning

[Bracketed/Underscored Material] - New  
[Bracketed/Strikethrough Material] - Deletion

- 1           (3) The project is limited by available publicly owned right-of-way.
- 2           (4) The project is located on state or federal right-of-way, the City
- 3 has made an effort to obtain permission for certain features compliant with the
- 4 provisions of §6-5-6, and the agency with control of the right of way has
- 5 indicated they will not permit requested features.
- 6       (E) Design and engineering of streets, sidewalks, bikeways and other
- 7 facilities shall follow the relevant standards set forth in the following
- 8 documents or any successor documents or standards that may result from
- 9 their amendment or replacement:
- 10           (1) Urban Street Design Guide of the National Association of City
- 11 Traffic Officials Traffic Officials, (NACTO);
- 12           (2) Urban Bikeway Design Guide of the National Association of
- 13 City Traffic Officials Traffic Officials, (NACTO);
- 14           (3) Guide for the Planning Design and Operation of Pedestrian
- 15 Facilities by the American Association of State Highway and Transportation
- 16 Officials (AASHTO);
- 17           (4) Guide for the Development of Bicycle Facilities by the
- 18 American Association of State Highway and Transportation Officials
- 19 (AASHTO);
- 20           (5) Manual for Context Sensitive Solutions in Designing Major
- 21 Urban Thoroughfares for Walkable Communities published by the Institute of
- 22 Transportation Engineers (ITE);
- 23           (6) Report 616, Multi-Modal Level of Service Analysis for Urban
- 24 Streets, National Cooperative Highway Research Program, (NCHRP);
- 25           (7) Proposed Rights-of-Way Guidelines (PROWAG) United States
- 26 Access Board.
- 27       (F) Engineering Criteria. Deviations or alternatives from the
- 28 Development Process Manual for intersection spacing, geometry, alignment
- 29 and other characteristics shall be considered on a case-by-case basis, and as
- 30 approved may be implemented provided they meet the standards set forth in
- 31 the documents specified in §6-5-6-6 (F) or any successor documents or
- 32 standards that may result from their amendment or replacement.+]”

[Bracketed/Underscored Material] - New  
[Bracketed/Strikethrough Material] - Deletion

1 SECTION 3. A new Section (N) of §2-12-1 of the Capital Improvement  
2 Ordinance is adopted as follows:

3 “[+ (N) Applications for funding for street projects proposed on those  
4 streets to which §6-5-6 ROA 1994 applies shall comply with §6-5-6 ROA 1994.  
5 Additional costs incurred due to required compliance with §6-5-6 ROA 1994  
6 shall be detailed. +]”

7 SECTION 4. A new Item 19 is added to paragraph §2-12-8 (E) of the Capital  
8 Improvement Ordinance:

9 “[+(19) All capacity and rehabilitation project located within the Central and  
10 Established Urban Areas as designated by Albuquerque Bernalillo County  
11 Comprehensive Plan (excluding those located on the Interstate system) shall  
12 comply with §6-5-6 ROA 1994.+]”

13 SECTION 5. §4-3-7-5, (B) is amended as follows:

14 (B) For purposes of this dedication the following definitions shall apply:

15 **DEFICIENCY.** Deficiency projects are those required to correct inadequate  
16 service and bring system capacity to adopted levels of service  
17 standards. Deficiency expenditures shall enhance the capacity, safety and  
18 efficiency of all modes of travel within the roadway network. New roads and  
19 improvements to existing roadway facilities shall include improvements for all  
20 transportation and mobility modes, including motor vehicles, transit  
21 operations, pedestrians and bicyclists. Deficiency projects shall improve  
22 connections between the various transportation and mobility modes and  
23 complete missing links within the arterial roadway network. [+Deficiency  
24 projects shall follow complete streets principles as prescribed in §6-5-6.+]  
25 Deficiency projects shall also include the continued development of Intelligent  
26 Transportation System (ITS) management tools, managed lanes (using  
27 existing lanes for different travel directions depending on demand and time of  
28 day), queue jump lanes (providing transit priority) and other traffic  
29 management strategies that increase the efficiency of existing and newly-  
30 constructed roadways for all transportation and mobility modes. No funds  
31 shall be expended to enhance aesthetics on interstate highways.

32 **REHABILITATION.** Rehabilitation projects are those required to extend the  
33 service life of an existing facility, improve its operation, improve safety, or

[Bracketed/Underscored Material] - New  
[Bracketed/Strikethrough Material] - Deletion

1 restore original performance or capacity. [Rehabilitation projects shall follow  
2 complete streets principles as prescribed in §6-5-6.] Rehabilitation projects  
3 shall examine the entire right-of-way to enhance usefulness for all  
4 transportation and mobility modes, including improvements for automobiles  
5 as well as for transit, pedestrians, and bicyclists. Rehabilitation projects shall  
6 prioritize the improvement of connections between the various transportation  
7 and mobility modes and shall improve conditions for pedestrians. No funds  
8 shall be expended to enhance aesthetics on interstate highways.

9 *TRAILS AND BIKEWAYS.* Trails and Bikeways projects shall prioritize the  
10 construction of trails and bikeways that are currently [~~key~~] [identified as  
11 critical] [~~missing~~] links [~~in the network and that improve access to transit~~  
12 ~~routes and major destinations~~] [in the Bikeways and Trails Facility Plan and  
13 that improve access to transit routes and major destinations]”

14 SECTION 6. SEVERABILITY CLAUSE. If any section, paragraph, sentence,  
15 clause, word, or phrase of this Ordinance is for any reason held to be invalid or  
16 unenforceable by any court of competent jurisdiction, such decision shall not  
17 affect the validity of the remaining provisions of this Ordinance. The Council  
18 hereby declares that it would have passed this Ordinance and each section,  
19 paragraph, sentence, clause, word, or phrase thereof irrespective of any  
20 provision being declared unconstitutional or otherwise invalid.

21 SECTION 7. COMPILATION. Sections 2 through 6 of this Ordinance shall  
22 be incorporated in and made part of the Revised Ordinances of Albuquerque,  
23 New Mexico, 1994.

24 SECTION 8. EFFECTIVE DATE. This Ordinance shall take effect five (5)  
25 days after publication by title and general summary.  
26  
27  
28  
29  
30  
31  
32



Martin Luther King Boulevard  
BEFORE



Martin Luther King Boulevard  
AFTER



Martin Luther King Boulevard  
BEFORE



Martin Luther King Boulevard  
AFTER

Coal Avenue SE





8<sup>th</sup> Street SW







Central Avenue Complete Street Pilot Project  
(8<sup>th</sup> to San Pasquale)



Central Avenue Complete Street Pilot Project  
(8<sup>th</sup> to San Pasquale)



New development on Central Avenue in West Downtown AFTER pilot project



New development on Central Avenue in West Downtown AFTER pilot project