The following implementation strategy defines strategic points of intervention for complete streets programming, including visioning, goal-setting, local agency plans, coordination with private development, and investment in public streets. This chapter also defines RTC’s mechanism for selecting and funding complete street improvements.

6.1 STRATEGIC POINTS OF INTERVENTION

Complete Streets implementation will be successful only if an initial policy statement is followed by changes throughout the transportation planning process. An initial resolution of a policy making body may be followed by adoption of a policy statement, inclusion in mode-specific plans, and either the revision of roadway standards or creation of a new design manual. In many cases, the successful implementation of Complete Streets will be more likely if changes in transportation are complemented by changes in land use policy and development practices. It is recognized that development initiated by the private sector has a significant role in implementing multi-modal corridors in coordination with public agencies.

The following five areas are identified as strategic points of public agency intervention:

- Long-Range Community Visioning and Goal Setting
- Local Agency Plans
- Policies and Standards
- Coordination with Private Development
- Investment in Public Streets

While set out in a sequence from broad visioning to implementation, these strategic points of intervention do not have to be completed in linear steps. Currently public agencies within Southern Nevada are at various stages in implementing Complete Streets elements through one or more of these points of intervention. Rather than a step-by-step process, this categorization is useful to both the RTC and local agencies in identifying existing deficiencies in the planning, development and reconstruction of the street system. Incorporating Complete Streets throughout all identified strategic points is essential and helps avoid lost momentum.

Additionally, Complete Streets are not a panacea and cannot be considered a “silver bullet” to creating livable communities; rather they should be regarded as one tool among many. With this in mind, ensuring that the development of Complete Streets processes are comprehensive throughout all strategic points will help capitalize on the benefits they do indeed provide. There is also a natural linkage between
the points of intervention. For example, limited funds available for public street investment can be used more effectively if they implement smartly developed design standards, and these design standards are more likely to be developed if their need is identified in local agency plans. Capitalizing on this synergy will help better realize the benefits of Complete Streets.

**Long-Range Community Visioning and Goal Setting**

At a regional level, the RTC Complete Streets Study is designed to fill multiple roles. In addition to providing a scan of new multi-modal concepts and best design practices, the Complete Streets Study aspires to solidify a unified community vision. The Complete Streets Study, and the process used for its development, provides a new framework for discussing transportation needs within the region. The Complete Streets concept is helping to create a simple and clear vision for future progress – one that includes addressing the needs of all road users of all ages and abilities. This vision will be crafted through a development process that includes community members, who are the primary roadway users; elected officials, who champion community needs; and public agencies with an implementation role in street design and construction.

With this in mind, the RTC intends to continue the development and promotion of bicycling, walking, and transit riding as acceptable modes of travel within the general public. It will also coordinate the Complete Streets vision with other community initiatives taking place in Southern Nevada. In particular, the RTC is actively supporting existing efforts that include:

- The Nevada Strategic Highway Safety Plan, developed by NDOT and the Nevada Office of Traffic Safety among others, which aims to reduce roadway fatalities to zero.
- The Clark County Safe Routes to School Program developed by the Clark County School District, which aims to make school routes safer through better infrastructure, more education, and continued school zone enforcement.
- Efforts being made by the Southern Nevada Regional Planning Coalition to develop transit-oriented development and walkable communities throughout the region.
- Efforts being made by the Southern Nevada Health District to increase physical activity through funding infrastructure projects and educating the public of the health benefits gained through bicycling and walking.
The movement to adopt access management policies in each Southern Nevada jurisdiction, pushed forward by the Clark County Area Access Management Study completed by the RTC in 2010. These initiatives often share the same goals as Complete Streets policies and are viewed as complementary to the RTC Complete Streets initiative.

Local Agency Plans
Currently, local agencies within Southern Nevada are at various stages of including Complete Streets elements into their long-range plans. Each Southern Nevada jurisdiction has either a transportation plan, a transportation element associated with a Comprehensive/Master Plan, or both. Identifying a need for Complete Streets in these local agency plans helps solidify the regional vision at the jurisdictional level and facilitate development of useful policies or standards.

Local agency plans can be simply characterized as long-range planning documents with lengthy update cycles. Ideally the aim for these planning documents is to adjust for changing economic and land-use conditions and to get updated more regularly in order to reflect best multi-modal design practices. For example, the City of Seattle is currently reevaluating its 10-year Bicycle Master Plan after just four years to include innovative Bicycle Boulevards and Cycle Tracks that were not originally considered during the inception of the planning document. Responding to rapidly changing conditions and identifying locations for Complete Streets elements will likely be an ongoing process for local agencies.

The RTC will be updating its 20-year Regional Transportation Plan (RTP) in 2012. The intention is to incorporate Complete Streets goals, objectives, policies, and strategies into the overall transportation narrative developed for the RTP. In addition, the RTC will support the efforts of jurisdictions that wish to incorporate the Complete Streets concept into their planning documents.

Policies and Standards
Policies and standards are often considered the most tangible outcome of Complete Streets planning efforts. Typically, Metropolitan Planning Organizations (MPOs) do not have direct control over roadway construction. The common implementation strategy at the regional level traditionally has been to link funding criteria to Complete Streets policies. However, the RTC does have relatively more influence over roadway design than other MPOs through its administration of the Clark County motor vehicle fuel tax and Uniform Standard Drawings. With this enhanced role in designing roadway facilities, the RTC will work with its regional partners to determine the best way forward in
implementing Complete Streets policies and standards. Options include the following:

- Adopt the Complete Streets Policy for Southern Nevada, outlined in Chapter 3 of this report, either into the RTC Policies and Procedures document (used as a guide for administering funds under RTC jurisdiction) or as a stand-alone statement.
- Update the Complete Streets Policy after six months or a year of its initial adoption, in order to include performance measures and other elements that can strengthen the policies.
- Explore long term funding mechanisms for the maintenance of Complete Streets improvements, including landscaping.
- Revise the Uniform Standard Drawings to reflect various Complete Streets design concepts. In addition to the design guidance provided in Chapter 5 of this report (which reflects Federal Highway Administration guidance from the Manual on Uniform Traffic Control Devices), the RTC and its regional partners can use the following documents for further guidance:
  - Designing Walkable Urban Thoroughfares: A Context Sensitive Approach (developed by the Institute of Transportation Engineers)
  - Urban Bikeway Design Guide (developed by the National Association of City Transportation Officials)
  - Model Design Manual for Living Streets (coordinated by Ryan Snyder Associates for Los Angeles County)
  - Guide for the Development of Bicycle Facilities (to be published by the American Association of State Highway and Transportation Officials in 2012)
- Create a Complete Streets Design Manual for Southern Nevada, if the RTC and its regional partners determine that roadway design for Complete Streets needs guidance beyond revising the Uniform Standard Drawings.

Coordination with Private Development
The private development community works with local planning agencies to determine what public improvements, dedications or conditions will be required in conjunction with their project. The private development community values having these issues identified early in the project development phase. Local agency costs can also be minimized when bicycle and pedestrian facilities are included early in the initial street design; trying to re-engineer plans at later project stages or add facilities once construction has begun is complex and costly. The most effective way for private developers and local agencies to ensure the needs of all roadway users is to plan for multimodal accommodation from the very beginning of project development and throughout subsequent stages of project implementation.

Referencing Table 2-2 and 2-3 (in Chapter 2), the Cities of Las Vegas, North Las Vegas, and Henderson all have street connectivity indexes in their zoning codes and the City of Las Vegas has recently adopted a chapter on Complete Streets Standards in their code. The RTC will assist any of the Southern Nevada jurisdictions that decide to further update their zoning codes to reflect any of the Complete Streets elements in this report. Also, a checklist can help ensure that the needs of non-motorized users are considered in initial project stages and that costs of needed improvements are built into the proposal. To facilitate this process, RTC has developed a checklist (Appendix A) that can be used by both Southern Nevada jurisdictions and local developers to identify Complete Street features early in the project development phase.
Investment in Public Streets
The RTC will seek implementation of Complete Streets through funding strategies. The balancing act for the RTC is to implement a network of visible Complete Streets construction projects that build community support, while also ensuring a long-term funding source is in place for continuous planning and implementation. Criteria associated with recent federal discretionary funds, such as the U.S. Department of Transportation’s TIGER Program, have helped to jump-start Complete Streets implementation in several corridors such as Sahara Avenue and Water Street in Henderson. Successful implementation can also be promoted through monetary set-asides of existing transportation funds. The RTC will work with its regional partners to determine the best way forward in funding Complete Streets projects. Options include the following:

• Target existing and future federal discretionary funding programs for Complete Streets projects in Southern Nevada. This option can only take place if a project is designed/ready for construction and appropriate program funding is available.

• Work with the RTC Executive Advisory Committee (EAC) to set-aside a certain percentage of one or two federal transportation funds. Initially the set-asides will be used to fund a limited number of Complete Streets demonstration projects. This will help the RTC and its partners decide how best to implement Complete Streets in the long-term.

• Once the demonstration projects are implemented, restructure the funding mechanism for demonstration projects into a long-term Complete Streets Program, with a fund source and a selection process identified.
Potential steps of selecting demonstration projects and creating a long-term Complete Streets Program is discussed in Section 6.2.

Complete Streets implementation can also take place incrementally. Some of the Southern Nevada jurisdictions have made roadway maintenance projects centerpieces of their implementation plans. From a national perspective, communities with successful Complete Streets policies no longer think of non-motorized and transit accommodation as special large-scale projects, but rather as part of all upcoming projects (typically identified in the Capital Improvement Program). As mentioned earlier, the RTC administers certain local funds, such as Clark County’s motor vehicle fuel tax. If the recommended Complete Streets Policy for Southern Nevada is adopted, the following policy can support this transformation regionally:

- RTC will encourage local entities to consider Complete Streets elements as an integral part of the planning and design of roadway projects, whether new construction, reconstruction, or rehabilitation.

If these specific policies are accepted, then Southern Nevada residents will see local agencies use a sidewalk repair project to rebuild a curb ramp, turn a repaving project into a road diet, or take advantage of utility work to close gaps in the non-motorized network.

It should also be noted that regardless of funding source or implementation strategy, the first Complete Streets projects are often the most difficult. This is particularly the case with some of the innovative design treatments discussed in Chapter 5, which some may perceive as reducing automobile capacity. However, national experience has shown that after initial projects were installed they were welcomed, easing the way for continued implementation of the Complete Streets Policy and gradually (but fundamentally) changing the way streets serve the needs of residents and visitors.

### 6.2 RTC Complete Streets Program

**Principles**

The RTC Complete Streets Program is a mechanism for funding Complete Streets investments in the region. The main goal of the RTC Complete Streets Program is to implement roadway improvements that include design features which will yield Complete Streets benefits. The basis for this program comes from the Complete Streets Policy for Southern Nevada. Key points discussed in the policy statement include: providing transportation choices; increasing livability of communities through safe and inviting pedestrian environments; and integrating transportation uses based on context of land uses and street functions. Based on the key points from the policy statement, several principles have been developed for the program. The principles serve as a foundation for RTC’s role in Complete Streets implementation. They also serve as a framework for eligible activities and selection criteria.

**Role of the RTC**

The RTC will administer the program by identifying and securing funds and ensuring project delivery with the agencies in charge of implementation. The jurisdictions, with help from the RTC, will prioritize roadway segments for Complete Streets implementation and select projects. Acting as the administrator, the RTC
RTC Complete Streets Principles

Principles for the RTC Complete Streets Program are:

**Principle #1 – Provide Transportation Choices**
- Enable Southern Nevada residents to access jobs, schools, stores, and civic facilities through various travel modes.

**Principle #2 – Increase Community Livability**
- Upgrade the physical environment of streets in order to create a sense of place, support revitalization, and promote safety.

**Principle #3 – Integrate Transportation and Land Use**
- Link transportation investments with existing and future land uses, with an emphasis on aspects of the built environment that directly impact pedestrians, bicyclists and transit users.

**Principle #4 – Involve Stakeholders**
- Enable stakeholders to participate in the process of developing capital projects in order to meet the goals of the community.

will ensure that Complete Streets elements are featured in project design. It will also ensure that agencies applying for funds work with various community stakeholders from beginning to end of this process. Finally, the RTC will evaluate the effectiveness of the program and modify specifics of the program whenever necessary.

At first, the RTC will fund demonstration projects. The goal of these projects is to get the government agencies comfortable with the process and to build community support. After the completion of the demonstration projects, the RTC Complete Streets Program will be a full-fledged, long-term activity with a set fund source(s) and process for nominations, selections, and project oversight.

**Sources of Funds**
RTC staff will work with the RTC EAC in selecting funds for the program and determining the proper cost of the projects selected (keeping in mind that not all Complete Streets projects can feature the multitude of Complete Streets concepts that are feasible for a particular roadway segment). At first, the group will determine a set-aside percentage from one or more of the available sources of transportation funds. Determination of these set-aside percentages will provide funding for demonstration projects that build community support for Complete Streets. The number of demon-
Strategies projects will be based on what fund sources were chosen for set-aside funding.

Once demonstration projects are chosen and implemented, the RTC will once again work with the EAC in selecting funds to set-aside. This time, however, the funds selected will be for the actual program long-term. Final determination of set-aside fund sources (and their percentages) will be made by RTC staff and the EAC. At this point, federal transportation funds are considered the main group of fund sources for the program. Local funds, however, can be used if the RTC is able to secure a local Complete Streets fund source, which may occur once the program is established and the RTC builds local support. The local match for projects is based on the fund source being used. The following are potential sources of funds for the RTC Complete Streets Program:

- Federal Highway Administration -
  - Surface Transportation Program (STP) Clark
  - STP Enhancement
  - Congestion Mitigation and Air Quality (CMAQ) Program
- Federal Transit Administration -
  - Section 5307 (S.5307)
  - S.5307 Enhancement

- A future local fund source if it becomes available.

Eligible Activities

Activities eligible for the RTC Complete Streets Program include sidewalk enhancements, crosswalk enhancements, bulb-outs, road diets, medians, landscaping, bicycle facilities and amenities, transit amenities, and safe routes to school infrastructure projects. Activities must be located within existing or proposed public right-of-way, or on public/Bureau of Land Management land. The final list of eligible activities will be developed between RTC staff and the EAC. Final determination of eligibility can be based on the design guidance outlined in Chapter 5 of this report.

Initially, higher-level Complete Streets concepts such as road diets, narrowing lanes, and speed reduction of roadway segments may have difficulty for qualifying under the CMAQ Program. This is due to the potential air quality conflicts these concepts pose. Although higher-level Complete Streets concepts will increase transportation mode share, they may increase motorist traffic. Until these types of concepts are modeled in a traffic simulation program, it will safer to pursue other federal or local funding available.

Applicants and Nomination Process

During the demonstration project phase of the RTC Complete Streets Program, applicants will be limited to the local jurisdictions. Furthermore, because the RTC is eligible to use the fund sources mentioned above, it will reserve the right to apply for program funding or partner with another agency who is applying for program funding.

In order for a project to be nominated and considered for funding, the program will have three baseline requirements, including:

- Filling out the checklist found in Appendix A of this report.
- Determining the project readiness, including whether the project design has gone through review by various agencies.
- Determining whether local match is secured for the project.

Selection Criteria

In terms of selecting demonstration projects for the RTC Complete Streets Program, the process can be flexible. If a project meets the baseline requirements above for nomination and fulfills the majority of the program principles stated above, then it can be placed into a list of potential demonstration projects. Once the list is compiled by RTC staff, a workshop will convene between staff and the EAC to discuss the projects. The outcomes of the
Eligible activities for the RTC Complete Streets Program are displayed in this photo simulation with bicycle lanes, crosswalk enhancements, and bulb-outs.

workshop are the selection of demonstration projects from the list and how it will be announced to the public. Preference will be given to “shovel-ready” projects; however, other projects will still be considered.

Once the RTC Complete Streets Program is ready to start after its demonstration phase, the selection process will be more stringent. The RTC envisions a selection approach, with the following sequential steps:

1. The RTC, with input from the Southern Nevada jurisdictions, will evaluate the best candidate roadways for implementing Complete Streets design features. This can be based on direct input from Section 4.3 and Appendix E of this report. Evaluation criteria discussed in Section 4.3 include safety, mobility, roadway design, block pattern and connectivity, and land use context. Developing this framework can also be based on the discretion of the EAC.

2. Based on the results in step 1, eligible applicants will apply for funding by filling out an application form (which will ask the applicant to describe the project, its readiness, and the local match) and the checklist found in Appendix A of this report. Projects will only occur on street segments that correspond with the best candidate roadways list in step 1.
3. The EAC develops a Complete Streets Working Group, consisting of RTC staff and stakeholders from various jurisdictional agencies, which will prioritize and select projects from the list of applications. At this stage, RTC staff will suggest the working group use three main criteria in selecting projects – comparing the benefit/cost analysis for each project (which particularly looks at the maintenance costs of the project’s Complete Streets design features), comparing the capacity trade-offs for each project, and how well the project addresses complete street attributes based on the Complete Street Checklist in Appendix A.

4. Steps 2 and 3 will be done on a yearly basis.

**Project Delivery**

The administrative procedures for making awards and for project oversight will be developed after the RTC Board has given broad approval to move ahead with the RTC Complete Streets Program. Since the program will be using mostly federal transportation funds and potentially local transportation funds, award of funding is conditional upon all applicable state and federal regulations. In the case of federal funds, this includes compliance with procedures under the National Environmental Policy Act, as well as any applicable federal procurement requirements. Federal Transit Administration (FTA) funds will normally be administered by the RTC under the terms of an FTA grant and the RTC will apply appropriate conditions to ensure compliance with FTA requirements. Federal Highway Administration (FHWA) funds will normally be administered by the Nevada Department of Transportation (NDOT). Recipients of program funds will be responsible for entering into a stewardship agreement with NDOT to ensure compliance with FHWA requirements.

The RTC will show funding for the RTC Complete Streets Program in the Regional Transportation Plan. As a matter of policy, the RTC shows awarded projects in the Transportation Improvement Program (TIP), whether or not federal funds are being used. The RTC will ensure that federally funded projects are properly shown in the TIP before FTA grants or NDOT stewardship agreements are initiated.

Due to the nature of multi-source funding arrangements, as well as forging stakeholder partnerships, implementation of a project chosen from the RTC Complete Streets Program may take a few years. The RTC will be pushing for projects that are already in the preliminary engineering stage when the program goes through its demonstration phase. Once the demonstration phase is completed and the actual program is running, RTC staff expects to receive applications for projects just in the conceptual design stage. Therefore, the typical amount of years it may take to construct a project under the program is two to five years, with one to two years to complete preliminary engineering and one to three years to complete construction.
Figure 6-1 Demonstration Project Selection Process

STEP 1  Identify Best Candidate Streets
- Complete Street Evaluation Criteria
  - Safety Issues
  - Appropriate Context
  - Mobility Needs
  - Suitable Connectivity
  - Roadway Design
- Local Preferences
  - Define Mobility Improvements
  - Examine Land Use Relationships
  - Determine Local Match
  - Use Checklist for Internal Evaluation

STEP 2  Application for Funding
- Application Form
- Complete Streets Checklist

STEP 3  Project Prioritization and Selection
- Prioritize and Select
- Projects for Funding
  - Benefit/Cost Analysis
  - Compare Project Trade-offs
  - Feasibility
- Review Using Checklist
- Design
- Cost Estimates
- Urban Design
- Relationship to Plans

Complete Street Project Selected
- RTC Board Approval
- Funding Allocation
- Project Development
  - Review Using Checklist
  - Design
  - Cost Estimates
  - Urban Design
  - Relationship to Plans