GREATER BRIDGEPORT AND VALLEY METROPOLITAN PLANNING ORGANIZATION

Ansonia ● Bridgeport ● Derby ● Easton ● Fairfield ● Monroe ● Seymour ● Shelton ● Stratford ● Trumbull

RESOLUTION 2025-06 GBVMPO COMPLETE STREETS POLICY

WHEREAS, the *Greater Bridgeport and Valley Metropolitan Planning Organization* has been officially designated as the Metropolitan Planning Organization for the Greater Bridgeport and Valley Region responsible, together with the State of Connecticut, for the comprehensive, continuing, and cooperative transportation planning process for the *Greater Bridgeport and Valley Planning Regions*; and

WHEREAS, the Bipartisan Infrastructure Law (BIL) established a Increasing Safe and Accessible Transportation Options, commonly referred to as the "Complete Streets Set Aside" spending requirement which mandates that Metropolitan Planning Organizations (MPOs) must use 2.5 percent of their overall funding to on specified planning activities to increase safe and accessible options for multiple travel modes, and

WHEREAS, Connecticut State Public Act 09-154 stipulates that accommodation for all users shall be a routine part of the planning, design, construction and operating activities of all highways, and

WHEREAS, the Connecticut Department of Transportation (CTDOT) has established a complete streets policy and controlling design criteria that applies when CTDOT is the project proponent, administers the project, is responsible for providing project funding, and is in control of the affected infrastructure, and

WHEREAS, the GBVMPO has developed a Regional Complete Streets Policy; and

WHEREAS, the GBVMPO Regional Complete Streets Policy will support and complement the existing complete streets policies passed by the City of Bridgeport, the Town of Fairfield, and the Town of Stratford, while serving to cover the member municipalities which currently do not have their own complete streets policy, and

WHEREAS, the pursuit of improvements to multimodal safety and accessibility was enumerated in every municipal Plan of Conservation and Development (POCD), the Regional POCD, the Regional Metropolitan Transportation Plan, the Regional Safety Action Plan, and the Vision Zero Resolution, and

WHEREAS, the GBVMPO Regional Complete Streets Policy will serve as the impetus and guide for future regional complete streets plans and design guidance, and

WHEREAS, the GBVMPO includes the municipalities of Bridgeport, Easton, Fairfield, Monroe, Stratford and Trumbull, of which all are members of the Connecticut Metropolitan

Responsible Metropolitan Transportation Planning Agencies

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Council of Governments (MetroCOG), and the municipalities of Ansonia, Derby, Seymour and Shelton, which are all members of the Naugatuck Valley Council of Governments (NVCOG); and

WHEREAS, the GBVMPO Regional Complete Streets Policy shall apply to the MetroCOG member municipalities, while the member municipalities of NVCOG have the option to follow this GBVMPO Regional Complete Streets Policy or a Complete Streets policy established by the Central Naugatuck Valley Council of Governments (CNVMPO);

NOW THEREFORE, BE IT RESOLVED, that the GBVMPO Policy Board has agreed to adopt a Regional Complete Streets Policy for the *Greater Bridgeport and Valley Metropolitan Planning Organization* as attached herein, and

BE IT FURTHER RESOLVED, that the GBVMPO Policy Board will consider the plan as they program projects with federal and state funds.

CERTIFICATE: The undersigned duly qualified Secretary of the **Greater Bridgeport and Valley Metropolitan Planning Organization** certifies that the foregoing is a true and correct copy of a resolution adopted by the voting members of the **Greater Bridgeport and Valley Metropolitan Planning Organization** on **March 27, 2025.**

Matt Fulda, Executive Director MetroCOG – MPO Co-Secretary

March 27, 2025

Date:

Richard T. Dunne, Executive Director NVCOG – MPO Co-Secretary

Regional Complete Streets Policy

Greater Bridgeport Valley Metropolitan Planning Organization (GBVMPO)

January 2025

Purpose Statement:

Complete Streets is a multimodal approach to transportation planning that serves to account for and accommodate all roadway users to ensure safe, comfortable, and efficient travel.

In the following document, GBVMPO establishes Complete Streets as a necessary factor within each of its regional projects, defines the approach for prioritization, implementation, and evaluation of Complete Streets projects in the region, and describes the procedures which formalize commitment to Complete Streets planning.

GBVMPO's Complete Streets policy acts in furtherance of the stated priorities of the Federal Highways Administration (FHWA) and the Bipartisan Infrastructure Law (BIL) which establish a statutory requirement for Metropolitan Planning Organizations (MPOs) to spend no less than 2.5% of their federally obligated funding on Complete Streets planning activities.

Entities:

The Connecticut Metropolitan Council of Governments (MetroCOG) serves as the host agency for the Greater Bridgeport Valley Metropolitan Planning Organization (GBVMPO), of which Bridgeport, Easton, Fairfield, Monroe, Stratford and Trumbull are members. Thus, the GBVMPO Policy applies to MetroCOG and it's six (6) member municipalities. Ansonia, Derby, Seymour and Shelton are members of the Naugatuck Valley Council of Governments (NVCOG) and therefore have the option to follow the GBVMPO policy or the policy established by the Central Naugatuck Valley Metropolitan Planning Organization (CNVMPO).

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Commitment and Vision

The Greater Bridgeport Valley Metropolitan Planning Organization (GBVMPO) is committed to integrating a Complete Streets approach to the transportation planning process throughout planning, design, and construction. A Complete Streets approach ensures the safety and accommodation of all users, particularly vulnerable users which are often inhibited by current road paradigms. GBVMPO will further a transportation network that enables pedestrians, bicyclists, users that rely on mobility devices, and public transit users to travel safely, comfortably, and efficiently throughout the region. GBVMPO will embed Complete Streets methodologies in its planning processes and prioritize projects which support the safety and accommodation of all road users while fostering an equitable transportation ecosystem.

The intent of the policy adopted herein and supporting actions are to advance MetroCOG's commitment to a Vision Zero future outlined in the Regional Safety Action Plan, while realizing co-benefits in equity, public health, economic development, environmental outcomes, livability, efficiency, and mobility across all modes of transportation. Complete Streets as a policy is pursued in line with the goals and strategies outlined in GBVMPO's Metropolitan Transportation Plan (MTP) that serve to:

- Promote Safety Across all Aspects of the Transportation System.
- Bolster Interconnected, Public Transportation across the Region and Strengthen Access to Economic Opportunity Centers.
- Provide Shared/Active Transportation Initiatives that Strengthen First- and Last-Mile Connections

Prioritizing Equitable Distribution of Complete Streets

GBVMPO/MetroCOG prioritizes projects located on the Regional High Injury Network where the majority of serious and fatal crashes occur, many of which are in underserved and underinvested communities, and areas which lack multimodal accessibility.

Priority Locations:

- Facilities on or adjacent to the Regional High Injury Network.
- Census tracts with cumulative burdens on the USDOT Equitable Transportation Community (ETC) Explorer.¹
- Census tracts designated as disadvantaged by the Climate and Economic Justice Screening Tool (CEJST).²
- Locations lacking multimodal infrastructure.

All Projects and Phases to Consider Complete Streets

¹ https://www.transportation.gov/priorities/equity/justice40/etc-explorer

² https://screeningtool.geoplatform.gov/en/#3/33.47/-97.5

GBVMPO requires all new MPO/COG administered, state or federally funded transportation projects – including planning studies, design, demonstration, and construction/retrofit projects – to account for the needs of all modes and users of the transportation system.

GBVMPO encourages all MPO/COG administered state/federal funded maintenance and preservation projects to adopt a Complete Streets approach. This includes, but is not limited to the resurfacing, repaving, restriping, rehabilitation of roadways, and other types of state of good repair preservation projects. Further, when work infringes upon the right of way or sidewalk, there is a need for reasonable accommodation for all road users to continue to utilize the roadway safely and efficiently. The integration of Complete Streets principles into all agency projects serves to continuously work towards a comprehensive network of improvements.

Policy Exemptions

GBVMPO recognizes that Complete Streets considerations may not be appropriate for every roadway project; thus, several exceptions to the policy are acceptable. The project types which may be excluded from GBVMPO's Complete Streets Policy include:

Exemptions:

- To Prioritize Safety:
 - Projects where certain modes of transport or users are excluded for safety reasons e.g. highways and pedestrian zones
- To Conduct Emergency Repairs
 - Emergency repairs which necessitate a rapid response. Temporary solutions to maintain access for all users should be accommodated as feasible
- Low-impact Routine Maintenance
 - Routine maintenance that does not alter the roadway use or geometry e.g. mowing, sweeping, pruning, and spot repairs

MetroCOG staff are responsible for granting exemptions to the Complete Streets Policy. Each project will be examined on a case-by-case basis to determine if the exemption is eligible within the policy guidelines. Projects that fit the criteria above and are exempt from the Complete Streets Policy will be listed publicly as part of the annual MetroCOG Regional Safety Action Plan.

Coordination

A holistic Complete Streets process necessitates an interdisciplinary, multi-jurisdictional approach to planning involving a diverse array of perspectives and expertise to strengthen outcomes. GBVMPO's Complete Streets approach will involve multiple levels of interagency coordination with relevant state and municipal authorities to ensure thorough review, specialized feedback, and that separate agency efforts are complementary.

Design Guidance

GBVMPO/MetroCOG follows and supports member municipality Complete Streets Policies, Plans, and Design Guides.

Following this policy's adoption, regional Complete Streets guidance shall be drafted by MetroCOG. This design guidance will build upon the efforts of municipal plans and design guides to create a design toolkit that can be used to further regional scale networks, address new typologies, and incorporate the latest innovations in human scale design and planning. GBVMPO's methodology and organizational requirements for engaging with the public, including underrepresented communities, are outlined in its Public Participation Plan, Title VI Plan, and Limited English Proficiency Plan.³⁴ These plans are described in more detail in Appendix #4.

In cases where Design Guides created by MetroCOG and its member municipalities do not apply or provide sufficient guidance, the latest versions of the state and federal design guides listed in Appendix #5 will continue to be observed.

Holistic Planning

Land use decisions influence transportation project outcomes by determining allowable use and density. Therefore, transportation projects should adapt to the current land use context and factor in the community's plan for future development.

Upcoming updates to MetroCOG's Regional Plan of Conservation and Development (RPOCD), Metropolitan Transportation Plan (MTP), Comprehensive Climate Action Plan (CCAP), and Comprehensive Economic Development Strategy (CEDS) will provide guidelines for the integration of transportation and land use planning to identify co-benefits and outline best practices for coordinated implementation.

Community context is the underlying basis of Complete Streets planning and implementation. Measures and interventions should be adapted to a project's physical and land use context, community needs and desires, and neighborhood metrics of safety, need, and equity. Therefore, community context, including any potential disbenefits, shall be a necessary factor of consideration in every project.

Tracking Progress

Tracking progress is integral for ensuring regional Complete Streets goals are advanced.

Consistent measurement and analysis of performance will highlight areas of success while illuminating areas for improvement. The goal is for evaluation to spur continuous improvement of the region's Complete Streets strategies and processes. Complete Streets performance metrics will be tracked within the categories of: "Transportation Safety and Mode," "Equity,

³ https://s3.amazonaws.com/GBRC_Transfer/GBVMPO+Public+Involvement+Plan+endorsed+2023-03-30.pdf

⁴ https://s3.amazonaws.com/GBRC_Transfer/GBVMPO+TitleVI%2BLEP+Endorsed+2023-03-30.pdf

Environment, and Health," and "Policy Implementation and Monitoring." The full list of performance metrics can be found in Appendix #6.

The collection and publication of performance metric data, reporting on the progress of ongoing projects, and a summarization of Complete Streets public engagement will occur annually as part of MetroCOG's Regional Safety Action Plan updates.

MetroCOG staff and the Transportation Technical Advisory Committee (TTAC) will be responsible for collecting and publicizing performance metrics in the annual MetroCOG Regional Safety Action Plan.

Project Considerations

To guide an effective Complete Streets implementation process, projects should be steered towards impactful locations and address known community challenges. The principles of Safety, Equity, and Need, along with the accompanying list of Priority Areas, are intended to encourage member municipalities to identify, select, and prioritize Complete Streets projects which best align with these priorities. A comprehensive list of Safety, Equity, and Need indicators are listed in Appendix #7.

Safety:

- The project serves to improve safety outcomes for all users, centered around existing locations with heightened rates of crashes, fatalities, and serious injuries, with an emphasis on incidents involving vulnerable road users.
- The following indicators can be utilized to evaluate and determine whether a specific project effectively addresses a problem area or safety concern:
 - Locations identified on the Regional High Injury Network
 - o Locations identified as a Crash Hot Spot in the Regional Safety Action Plan
 - Locations with high rates of safety indicators listed in Appendix #6

Equity:

- The project serves neighborhoods which display characteristics which burden residents such as heightened levels of poverty and other socioeconomic vulnerabilities, noncompliant facilities or lack thereof, and historically receive less investment.
- The following indicators can be utilized to evaluate and determine whether a specific project addresses an underserved or disadvantaged community:
 - Census tracts with cumulative burdens through the USDOT's Equitable Transportation Community (ETC) Explorer ⁵
 - Census tracts designated as disadvantaged by the Council on Environmental Quality's Climate and Economic Justice Screening Tool ⁶ (CEJST)

⁵ https://www.transportation.gov/priorities/equity/justice40/etc-explorer

⁶ https://screeningtool.geoplatform.gov/en/#3/33.47/-97.5

Communities with high rates of socioeconomic indicators listed in Appendix #6

Need:

- The project serves to improve conditions for existing users utilizing inadequate facilities and induce demand for more users by constructing new dedicated infrastructure.
- The following indicators can be utilized to evaluate and determine whether a specific project effectively addresses a community with a significant need for Complete Streets improvements:
 - Community Requests and Feedback
 - o Locations with high rates of demand indicators listed in Appendix #6
 - Proximity to any of the following Priority Areas:
 - <u>Downtowns and Mixed-Use Centers</u>
 - Underserved Communities
 - Schools and Universities
 - <u>Transit Stops and Stations</u>
 - Areas that Lack or have Insufficient Infrastructure
 - Medical Centers
 - Parks and Recreational Areas
 - Other Areas of Community Priority

Review and Updates

GBVMPO's Complete Streets approach capitalizes on the lessons learned from regional complete streets implementation, new research, and global case studies while also incorporating new trends, technology, and techniques to stay relevant and effective. The procedures, plans, regulations, and processes outlined in GBVMPO's Complete Streets Policy will be reviewed and revised, if necessary, as part of the annual update to the Regional Safety Action Plan. Complete Streets performance measure data and project prioritization will also be updated annually as part of the Regional Safety Action Plan update.

GBVMPO/MetroCOG is committed to offering training and roundtable opportunities for COG and municipal staff at least once (1) per year to share best practices, stay up-to-date on emerging techniques, and increase staff capacity for Complete Streets implementation.

GBVMPO/MetroCOG will continue to facilitate and participate in professional development by requiring and providing opportunities for transportation planning staff to attend a minimum of two (2) Complete Streets training opportunities, events, and/or conferences annually.

Responsibility for the implementation and oversight of the Complete Streets Policy is to be shared by MetroCOG staff and advised by MetroCOG's Transportation Safety Planning Subcommittee, member municipalities, and the Connecticut Department of Transportation.

Appendix #1: Commitment and Vision: Extended List of Benefits

In line with the Metropolitan Transportation Plan (MTP), the Complete Streets Policy and Plan will seek to advance the following benefits:

- Improve Safety Outcomes

 Achieve a reduction and eventual elimination of road deaths and serious injuries, with an emphasis on non-vehicular and vulnerable users.

Reduce Emissions and Pollution

 Achieve reductions in CO2 emissions, exhaust derived criteria and hazardous air pollutants, and other vehicle derived air and water pollutants such as brake dust, tire dust, microplastics, oils, and lubricants.

- Improve Public Health Outcomes

- o Achieve a reduction and eventual elimination of road deaths and serious injuries.
- Reduce air pollution derived respiratory illness.
- Reduce latent noise pollution.
- o Facilitate active transportation.
- Increase green infrastructure coverage.
- Create opportunities for social connection.

- Increase Synergy with Public Transit

- o Improve Public Transit operations and interconnectivity with personal mobility.
- Ensure safe and efficient first and last mile connections for pedestrians, cyclists, and micromobility users.
- o Properly accommodate cyclists and ADA users utilizing public transit.
- Improve bus stop amenities and access.

Accommodate Vulnerable Users

- o Ensure network wide compliance with ADA standards.
- Remove and address current barriers to ADA access.
- Facilitate robust alternatives to driving for youth, elderly, and disabled users.
- Ensure high quality surfaces and signals that are ADA compliant.

- <u>Improve and Incentivize Active Transportation</u>

- o Foster the development of safe routes to school and fully build out networks.
- o Develop robust facilities which improve the comfort levels of non-vehicular users.

Promote Economic Growth

- Create aesthetically pleasing walkable streets that allow for more active and vibrant human scale uses of street and sidewalk space.
- Reprioritize street space from being car-focused, to human-centric, making areas more attractive for people to spend time in rather than just traverse.

- Reduce Traffic

- Reduce the number of vehicle miles traveled and number of vehicle trips, specifically by single occupancy vehicles, through mode shift.
- Reduce heavy vehicle use in dense locations.

- Foster Community Connection

 Shift current road paradigms towards a human centric approach to unlock greater opportunities for third spaces for residents to socialize and recreate.

Appendix #2: Commitment and Vision: Modal Hierarchy

A hierarchy of modes is established to guide planning towards the protection and prioritization of the most vulnerable road users. This hierarchy is based around speed, general level of protection, and ease of use considerations to pursue safety measures in an equitable manner.

- Pedestrian Level
 - o Pedestrians, wheelchair and mobility scooter users, and strollers.
- Cyclist Level
 - Cyclists, scooterists, skateboarders, rollerbladers, and users of electric micromobility such as e-bikes and e-scooters.
- Public and Shared Transportation Level
 - o Buses, trams, trolleys, and micro-transit vans.
- Service Vehicle Level
 - Ride sharing (taxi services and carpooling), delivery vehicles, and emergency vehicles.
- Single Occupancy Vehicle Level
 - o Cars, motorcycles, and trucks.

Appendix #3: Defining Disadvantaged Communities

The High Injury Network (HIN) displays the disproportionately high number of traffic deaths and serious injuries that tend to occur on a relatively small percentage of the overall street network. Many HIN streets are found to be those experiencing higher volumes of vehicles traveling at higher speed, which are often located in communities of low-income, color, and low mobility.

US EPA defines disadvantaged communities as census tracts at or above the 90^{th} percentile of one or more of an environmental, climate, transportation, or socioeconomic burden. In addition, a census tract that is surrounded by disadvantaged communities and is at or above the 50^{th} percentile for low income is also considered disadvantaged.

US DOT defines transportation disadvantaged communities as any census tract with a poverty rate of at least 20% as measured by the 5-year American Community Survey (ACS). Persistent poverty is defined as any census tract that has consistently measured at least 20% of the population living in poverty during the last 30 years. Census tracts can further be identified as disadvantaged by scoring above the 65th percentile for a variety of indicators encompassing transportation insecurity, social and health vulnerability, climate and disaster risk, and environmental burdens.

Appendix #4: Public Engagement Methodology and Guidelines

The Greater Bridgeport Valley Metropolitan Planning Organization (GBVMPO) is committed to a continuous public involvement process that provides complete information, timely public notice, and full public access to GBVMPO and MetroCOG's activities at all key stages in the decision-making process. Public involvement ensures that transportation decisions consider public needs and preferences, and that the public has ample opportunity to participate in the transportation planning process. By involving the public early and actively seeking out the involvement of communities most affected by decisions, plans or projects, the concerns and issues of people with a stake in these decisions can be identified and addressed. Early and ongoing public involvement also brings diverse viewpoints into the decision-making process, which supports better-informed decisions, mutual understanding, and trust between GBVMPO and the public.

Consistent with 23 CFR §450.316, the GBVMPO's Public Participation Plan (PPP) was developed in consultation with all interested parties and describes GBVMPO and MetroCOG's procedures, strategies, and outcomes for public engagement activities.⁷

GBVMPO is committed to ensuring that no person is excluded from participation in, denied the benefits of, or subjected to discrimination in the receipt of any of GBVMPO's services on the basis of race, color, or national origin. The contents of this policy have been prepared in accordance with Section 601 of Title VI of the Civil Rights Act of 1964. GBVMPO's policies regarding Title VI and Limited English Proficiency are detailed in the Title VI Program & Limited English Proficiency Plan.⁸

As part of its efforts to continuously engage underrepresented residents, GBVMPO will strive to employ a variety of innovative strategies to foster a more representative and inclusive planning process through active involvement in disadvantaged communities. These efforts may include road safety audits (RSA's), focus groups, and pop-ups at community events.

⁷ https://s3.amazonaws.com/GBRC_Transfer/GBVMPO+Public+Involvement+Plan+endorsed+2023-03-30.pdf

⁸ https://s3.amazonaws.com/GBRC_Transfer/GBVMPO+TitleVI%2BLEP+Endorsed+2023-03-30.pdf

Appendix #5: Design Guidance

- American Association of State Highway and Transportation Officials (AASHTO)
 - o Guide for the Planning, Design, and Operations of Pedestrian Facilities
 - o Guide for the Development of Bicycle Facilities
 - Policy for the Geometric Design of Highways and Streets
- National Association of City Transportation Officials (NACTO)
 - Urban Street Design Guide
 - o Transit Street Design Guide
 - o Urban Bikeway Design Guide
 - o Designing Walkable Urban Thoroughfares: A Context Sensitive Approach
- Federal Highway Association (FHWA)
 - Separated Bike Lane Planning and Design Guide
 - o Guide for Improving Pedestrian Safety at Uncontrolled Crossing Locations
 - Achieving Multimodal Networks: Applying Design Flexibility and Reducing Conflicts
 - Manual of Uniform Traffic Control Devices (MUTCD)
- Connecticut Department of Transportation (CTDOT)
 - Highway Design Manual
 - o Bridge Design Manual
 - o Drainage Manual
 - Utility Accommodation Manual
 - o Traffic Control Signal Design Manual
- U.S. Access Board
 - USDOT ADA Standards
- Americans with Disabilities Act
 - Standards for Accessible Design

Appendix #6: List of Performance Metrics

Example metrics intended to measure the impact and progress of Complete Streets initiatives in the region may include, but are not limited to, the following indicators:

Transportation Safety and Mode

- # of Vehicular, Bicycle, and Pedestrian Crashes
- Injuries and Fatalities for all Crashes
- Severity of Injuries for all Crashes
- Type of Crash and Crash Diagrams
- # of Mode users and % of Mode Share
- Vehicle Miles Travelled (VMT)

Equity, Environment, and Health

- Traffic Proximity and Volume
- Greenhouse Gas Emissions by Transportation Mode
- Criteria Air Pollutant (CAP) and Hazardous Air Pollutant (HAP) Emissions
- Climate Change Vulnerability Index

Policy Implementation and Monitoring

- Feet of Sidewalk Installed
- Feet of Bike Lane Installed
- Sidewalk and Bicycle Network Connectivity
- Completed and Ongoing Complete Streets Projects and Studies
- # of Residents Reached through Complete Streets Centric Public Engagement

All data is currently sourced through the CT Crash Data Repository, ACS, CTDOT, US Census, USDOT ETC Explorer, EPA CEJST and EJ Screen, UCONN CIRCA, and MetroCOG's member municipalities. Data points were chosen to ensure easy access to consistent data updates so that changes can be properly measured over time.

Appendix #7: Metrics of Consideration

Example metrics intended to evaluate the merit of potential Complete Streets projects in the region may include, but are not limited to, the following indicators:

Safety

- Regional High Injury Network (HIN)
- Non-motorist Fatalities, Injuries, and Crashes
- Total Roadway Crashes, Fatalities, and Injuries

Equity:

- Population without Vehicle Access
- Population with Disabilities
- Population over the Age of 64 and under the Age 18
- Households below the Poverty Line
- People with Limited English Proficiency
- Traffic Proximity and Volume
- Transportation Barriers as measured by Average Cost and Time Spent on Transportation

Need

- Poor Sidewalk or Road Condition Ratings
- Lack of Dedicated Bicycle or Pedestrian Facilities
- Bicycle, Pedestrian, and Transit Travel Patterns
- Population and Building Density

All data is currently sourced through the CT Crash Data Repository, ACS, CTDOT, US Census, USDOT ETC Explorer, EPA CEJST and EJ Screen, UCONN CIRCA, and MetroCOG's member municipalities. Data points were chosen to ensure easy access to consistent data updates so that changes can be properly measured over time.