



INDOT Complete Streets Guideline & Policy

INTRODUCTION

The Complete Streets guidelines build upon multiple efforts and promotes a multimodal transportation system that is integrated and sustains land use developments. The main objective is to design and build roads that safely and comfortably accommodate all users of the roadways, including motorists, cyclists, pedestrians, transit, and freight, benefiting people of all ages and abilities, as well as promoting Americans with Disabilities Act (ADA) acceptable provisions.

It should be noted that the Complete Streets Policy is not a funding program but rather a policy to guide planners, designers and engineers on how to implement Complete Streets Initiatives. It is desirable for implementations and strategies to be identified and addressed as early as possible, such as during the call for projects, but no later than Stage 1 Design. Projects currently under bid review or advertised for construction are not required to address Complete Streets implementations.

GOALS

Building Complete Streets will provide many benefits to residents, business owners, developers, and the community in its entirety. Most importantly, embracing the Complete Streets concepts will create a balanced transportation system by providing safe, accessible, and efficient connections between destinations, bolstering economic growth and stability, as well as increasing property values.

Complete Streets will enhance job growth, reduce crashes through safety improvements, improve public health and fitness, reduce harmful emissions, and reduce the overall demand on our roadways by allowing people to replace motor vehicle trips with multiple transportation options. Additionally, integrating sidewalks, bike facilities, transit amenities, and/or safe crossings into the initial design of a project spares the expense and complications of later retrofits.

INDOT will partner with Metropolitan Planning Organizations (MPOs), Rural Planning Organizations (RPOs), INDOT District Offices, transit agencies, local municipalities, FHWA, FTA, local elected officials, stakeholders, and special interest groups to:

- Identify opportunities to promote and provide safe and convenient access and travel for all users of the transportation network while reducing crash rates and the severity of crashes.
- Improve mobility and accessibility of all individuals including those with disabilities in accordance with legal requirements of the ADA.

- Safely integrate intermodal connections across the transportation network to maximize the efficient use of existing transportation facilities.
- Encourage mode shift to non-motorized transportation and transit in appropriate situations.
- Ensure early coordination during project scoping to identify and document how a reconstruction or new construction project will impact bicyclists, pedestrians and transit riders of all ages and abilities and potential actions or strategies to address them.
- Offer internal and external training opportunities and other resource tools in the areas of: planning, engineering, environmental services, resource centers, education, encouragement, and evaluation to groups: the state legislature, local elected officials, and local citizens.

DESIGN COMPONENTS

Complete Streets are designed and operated to enable safe access for all users. While there is no set formula for a complete street, it will typically have some or all of the following elements:

- Sidewalks & crosswalks
- Bike or shared lanes
- Wide shoulders
- Refuge medians
- Bus Pullouts
- Raised crosswalks
- Audible pedestrian signals
- Pedestrian countdown signals
- Sidewalk bump-outs
- Bus pull-off lanes
- Bus priority signals
- Transit stop accommodation
- Road Diets
- Access Management
- Roundabout Intersections
- Traffic calming strategies
- On-street parking

Planners, Engineers, and Designers must be careful not to sacrifice pedestrian safety when designing a roadway.

IMPLEMENTATION STRATEGIES

Implementation of Complete Streets on state jurisdictional facilities (US Roadway and State Routes) and recommendations on non-state, federal aid routes will follow a phased and sequential approach of establishing need, developing policy, and reconciling differences in the planning, design policies, guidelines, and manuals:

- Provide broad general guidelines for Complete Streets consideration in project development and design as part of the agency's Open Roads (Practical Design) process.

- "One size fits all" design or designs based on functional roadway classification do not work. Complete Streets design needs to be based on context and need and requires a flexible design process. INDOT will ensure improvements comply with Title VI/Environmental Justice, Americans with Disabilities Act (ADA) and should complement the context of the surrounding community. Facilities will be designed and constructed in accordance with current applicable laws and regulations, using best practices and guidance from the following, but not limited to: INDOT guidelines and manuals, American Association of State Highway and Transportation Officials (AASHTO) publications, Institute of Transportation Engineers (ITE) publications, the Manual on Uniform Traffic Control Devices (MUTCD), the Americans with Disabilities Act Accessibility Guidelines (ADAAG), the Public Rights-of-Way Accessibility Guidelines (PROWAG), and National Association of City Transportation Officials (NACTO) Guidelines.
- In certain situations (low volume, rural, or low speed roadways) having vehicles and bicycles pedestrians share the travel lane *may be appropriate* and considered a reasonable integration of their needs.
- INDOT will monitor and report measures such as: rate of crashes, injuries and fatalities by mode, linear feet of sidewalks added or reconstructed, miles of shared lanes, number of crosswalk and intersection improvements, and work with Indiana State Department of Health in monitoring mode share shifts.

Exemptions to Implementation

- Limited or full access control facilities, where bicyclists, pedestrians, and other non-motorized forms of transportation are prohibited by law from using the roadway.
- Safety impacts outweighs the proposed benefit of implementing identified Complete Street element or component.
- If the cost of providing bicycle and pedestrian features is ten percent (10%) of the cost of the total project, it would be determined to be excessively disproportionate to the need or probable use..
 - Scarcity of population, travel and destinations, both existing and planned, demonstrate an absence of current and future need. For example, in rural or undeveloped areas where future development is not anticipated, sidewalks and designated bikeways will generally not be provided.
 - Maintenance for sidewalks and bicycle paths outside the limits of the curb or shoulder will be the responsibility of the local jurisdiction. Maintenance agreements will be required as a provision of the entire project.

All exemptions will be documented and discussed with the MPO and/or local jurisdiction. If MPO or local jurisdiction is not in agreement with the exemption, they can introduce a formal appeal by means of a resolution adopted by their local governing body or board. The resolution must be

submitted to the assigned Project Manager for review and consideration prior to the final design approval.

OPERATIONS & MAINTENANCE CONSIDERATIONS

- Designers will work with maintenance staff during development to ensure that maintenance and functionality are balanced.
- Recommendations should include applications for new as well as rehabilitation projects using accepted design standards specific to area need.
- Documentation of the level of maintenance needed by mode (examples: sweeping, snow removal, and signage), identify required funding, roles for operations & maintenance of the completed facility, and legal agreements.
- Traffic calming elements and public amenities such as landscaping, trees, bike racks, benches, trash collector sights, decorative lamp posts, decorative/welcome signage, use of bricks or pavers for crossings & sidewalks, and water stations beyond standard design amenities should be considered if appropriate, can safely be included, and local/specialized funding sources are available and/or maintenance agreements have been signed.

RECOMMENDATIONS

Local Governments are encouraged to adopt their own Complete Streets policies, consistent with regional policy and federal and state design standards.

- INDOT should review and revise conflicting information in the Indiana Design Manual.
- Consideration of Complete Streets concepts in a project should be included in the scoping phase of the project.
- INDOT will serve as a resource to assist local agencies in developing their own Complete Streets Policies by making available its support and expertise in CSS, ADA, and Design.
- Project design should include accommodation for all users and be sensitive to the context of the setting of the project. It is important to note that Complete Streets may and will look different for every project and road type.
 - In rural areas, wide lanes, shoulders, and/or sharrows may be sufficient.
 - In urban areas, sidewalks will be required and/or bicycle accommodation if such accommodation can be reasonably incorporated within existing right of way on major reconstruction and new construction projects.
 - For repaving or re-striping projects with no additional right of way, options of bike lanes, sharrows, and pedestrian crosswalks should be considered and implemented.
- A systems approach should be used in developing roadway projects, especially to ensure coordination and connectivity between contiguous jurisdictions.
- If there is another project planned or being developed nearby, both projects should be coordinated to ensure consistency in the facilities serving the corridor.
- If the project serves a destination point, (i.e.: school, recreational facility, shopping center, hospital, or office complex) an opportunity for the destination to have access to the project facilities should be extended.
- Each local agency should update its design standards on a periodic basis and train its staff on the updates.

POLICY & GUIDELINE ADOPTION

This policy and guidelines will be available on the INDOT website for easy access and improved understanding by our customers and partners. This policy will be continuously updated when necessary to further implement the goals of this policy.

Date: _____

Karl B. Browning

INDOT Commissioner or Designee Version 9/5/2014 5

GLOSSARY

ADA: Americans with Disabilities Act

Access: A way or means of approach to provide vehicular or pedestrian physical entrance to a property.

Accessibility: The ADA requires transit agencies to provide accessible buses or equivalent services to persons with mobility, sensory or cognitive impairments.

Bicycle: A device, upon which any person may ride, propelled exclusively by human power through a belt, chain or gears, and having one or more wheels.

Bicycle Lane (BL): A portion of a roadway which has been designated by striping, signing and pavement markings for the preferential or exclusive use of bicycles and/or other non-motorized vehicles.

Bicyclists: Those that ride bicycles.

Bus Pull-off: A designated portion of the street that buses can stop to drop off and pick up passengers.

Landscaping: A treatment of land comprising a building site or easement which consists of, but is not limited to, the use of grass, ground covers, shrubs, vines, hedges, trees, berms and architectural landscape features and material, for the visual and functional purposes of the site.

Median: The physical or painted separation provided on divided highways between two adjacent roadways.

Pedestrian: Any person afoot or in a wheelchair.

Pedestrian Access: An improved surface which connects the public right-of-way with private property or a building entrance.

Pedestrian Way: A right-of-way dedicated to or set aside for public use, which cuts across a block to facilitate pedestrian access to adjacent streets and properties.

Refuge Island: A raised longitudinal space separating the two main directions of traffic.

Right-of-Way: The streets, parkways, sidewalks, pathways and other land over which the public has a right of passage or land over which a rail line passes.

Rural Section: A cross-section of roadway that does not use curb and gutter, provides an above-ground storm water system, and typically does not contain sidewalks.

Shared Lane: A "standard width" travel lane that both bicycles and motor vehicles share.

Shared Use Path (SUP): A path physically separated from motorized vehicular traffic by an open space or barrier and either within the highway right-of-way or within an independent right-of-way. Shared use paths may also be used by pedestrians, skaters, wheel chair users, joggers, and other non-motorized users.

Sharrow: A roadway marking used within travel lanes shared by bicyclists and other vehicles.

Shoulder: A paved portion of the roadway to the right of the traveled way that may serve bicyclists, pedestrians, and others.

Frequently Asked Questions

Q: What is a complete streets approach?

A: A complete street approach to road planning and design considers and balances the needs of all transportation users.

- It is about the basics—improving the safety and functionality of the transportation system for all users. The main premise is nothing more than for people to get around safely and efficiently from point A to point B, using whatever mode of travel they choose
- There is no one prescription or template for complete streets, which means that there are no easy answers to the question, “what is a complete street?”
- It is context sensitive. The design selected through a complete streets approach will look different in a rural setting from that selected for a main street running through a small community, which may look different from a design selected in a large metropolitan area

Q: What are the core principles of a complete streets approach?

A: Generally speaking, a complete streets approach includes the following four principles:

- Multi-modal perspective - Address each mode of transportation within the context of the system and the connections that exist and necessary connections within that system.
- Network considerations - Transportation is about an interconnected system or network that goes beyond the project or corridor in question to the community and network as a whole.
- Collaboration across disciplines - Project planning is with multi-disciplinary teams of staff and stakeholders.
- Across and along the corridor - Document how transportation users cross a corridor, not just move along or through a corridor.

Q: Is complete streets a grant program?

A: There is no specific funding set aside for complete streets, and there is no mandate to redistribute existing funds. INDOT’s policy emphasizes planning and designing the transportation system for all user groups.

Q: Are local agencies required to adopt complete streets policies?

A: No, local agencies are not required to develop a complete streets policy. Local road authorities are encouraged, but not required, to create and adopt complete streets policies for their roads that reflect local context and goals. Complete streets policies help communities plan for a balanced and integrated transportation system.

Q: Is complete streets only for non-motorized transportation?

A: No, a complete streets approach addresses the needs of all users of the transportation system, including freight and commercial vehicles and balances those needs.

Q: Does complete streets mean all transportation modes on all roads?

A: No, a complete streets approach is not “all modes on all roads.” It is about considering people who want to use the transportation system today and in the future, and providing transportation choices that address those needs. The complete streets approach emphasizes a network and system approach, ensuring that the transportation system as a whole provides mobility and accessibility for all users.

Answering Cost Questions

- **Complete Streets policies are necessary to safely accommodate existing users**

At the most basic level, a Complete Streets approach is necessary to safely accommodate existing users of the road. The Centers for Disease Control and Prevention names improved traffic safety, and Complete Streets policies specifically, as an important strategy in tackling the obesity epidemic. Safety is a powerful point to make to transportation professionals who view safety as fundamental to their jobs and to officials who feel a sense of responsibility for ensuring that taxpayer investments provide for all of their constituents

- **Complete Streets can be achieved within existing budgets**

A Complete Streets approach means thinking ahead and thinking smart—and that can lead to decisions that save money and avoid costly mistakes. Many Complete Streets improvements are modest in size and cost. A Complete Streets approach means thinking ahead and thinking smart— and that can lead to decisions that save money and avoid costly mistakes. The incremental cost of features such as bicycle lanes and sidewalks is dwarfed by much bigger cost concerns, such as variable labor and materials. This means that small and routine tasks such as restriping and updating signal timing—not just the larger construction and reconstruction projects—provide opportunities to implement Complete Streets. Many small, low-cost improvements can, when thoughtfully implemented over time, create a much friendlier and safer environment for everyone.

Complete Streets can lead to new transportation funding opportunities

Complete Streets projects can make transportation projects more popular and garner more support for transportation funding. National, state, and local polls all show strong, consistent support for ensuring that transportation projects include all modes. Popular support can translate into financial support when funding measures come up either for a popular general vote or for consideration in the legislature or city council. Beyond funding specific measures and specific infrastructure, the popularity of Complete Streets can lead to increased funding for core transportation programs. Inclusion of all users in transportation projects can make such projects more competitive for funding from some federal, state, and regional sources. The strength of the Complete Streets vision and community belief in the value of Complete Streets can also empower transportation planners to find and use a wider variety of existing resources to achieve multimodal objectives

- **Complete Streets add lasting value**

Complete Streets supports healthy communities and safer streets for everyone. Complete Streets can be a powerful aid to economic vitality and is a cost-effective part of a long-term strategy for congestion mitigation.