Complete Streets

A. Background

Design professionals face an increasingly complex set of competing demands in development and delivery of street projects involving public rights-of-way. Designing a safe facility, completing construction, and installing various traffic control measures are only a part of a much larger picture. Street projects today also need to meet the objectives of regulatory, policy, and community requirements aimed at integrating the roadway into the existing natural and built environments. Among the many factors influencing the planning, design, and operation of today's streets are concerns about minimizing transportation costs; improving public health, creating and maintaining vibrant neighborhoods; accommodating the needs of the young, the physically challenged, as well as an aging population; and adopting greener and more sustainable lifestyles.

In the past, street design was focused on the need to move motor vehicles. The number and width of lanes was determined based on future projected traffic volumes or a set of standards based on the functional classification of the street. The functional classification and the adjacent land use also determined the general operating speed that was to be used for the design. Integration of facilities for pedestrians and bicyclists was not always a high priority. Some observers claim if you do not design for all modes of travel, then you preclude them.

Citizens within some cities are asking agencies to change the way they look at streets and the street function within each community. These agencies are looking to make their streets more "complete." Complete streets are designed and operated to enable safe access to all motorists, pedestrians, bicyclists, and transit users, regardless of age and ability. According to the National Complete Streets Coalition, there are in excess of 600 agencies that have adopted some form of a complete streets policy. Several Iowa agencies, both small communities and larger cities, have adopted complete streets policies. Many other Iowa communities are looking into the concepts of complete streets. Complete streets also complement the principles of context sensitive design by ensuring that streets are sensitive to the needs of all users for the land use within the area. Proponents of complete streets note that by rethinking the design to include all users, the "balance of power" is altered by indicating that streets have many purposes and are not exclusively for motor vehicle traffic. The objectives of the complete streets philosophy are met by slowing vehicles down and providing better facilities for transit, pedestrians, and bicyclists. It is important to understand that safe and convenient walking and bicycling facilities may look different depending on the context. Appropriate facilities in a rural area will be different from facilities in a dense urban area.

There is no one size fits all design for complete streets. Safety and accommodation of all users should guide decisions when evaluating different designs and tradeoffs between factors that may be in conflict with each other, such as:

- Number and types of users - cars, trucks, transit buses, pedestrians, bicyclists, and other modes
- Available right-of-way
- Existing improvements
- Land use
- Available budget
- Parking needs
- Community desires

In larger communities where the traffic volumes are heavy and land use density is greater, all of the above elements may be factors to consider. However, in smaller communities with lower traffic volumes and less dense developments, only a few may be important. The application of complete streets principles is most effective when neighborhoods are compact, complete, and connected to encourage walking and biking comfortable distances to everyday destinations such as work, schools, and retail shops. Past land use practices of large tracts for single use development are less effective in encouraging short walking or biking trips.

Complete streets are designed to respect the context of their location. For example, downtown locations may involve greater emphasis on pedestrians, bicyclists, and transit users than single family neighborhoods. Additionally, context includes social and demographic factors that influences who is likely to use the street. For example, low income families and those without their own vehicle have the need for an interconnected pedestrian, bicycle, and transit network serving important destinations in the community.

The U.S. DOT adopted a policy statement regarding bicycle and pedestrian accommodations in March of 2010. It states:

> "The U.S. DOT policy is to incorporate safe and convenient walking and bicycling facilities into transportation projects. Every transportation agency has the responsibility to improve conditions and opportunities for walking and bicycling and to integrate walking and biking into their transportation systems. Because of the numerous individual and community benefits that walking and bicycling provide – including health, safety, environmental, transportation, and quality of life – transportation agencies are encouraged to go beyond minimum standards to provide safe and convenient facilities for these modes."

In addition to the U.S. DOT policy, members from the U.S. House of Representatives and the U.S. Senate have introduced a bill entitled "Safe Streets Act of 2014" that calls for all state DOTs and TMAs/MPOs to adopt a complete streets policy for all federally funded projects.

B. Design Guidance

There are numerous ways to address the development of complete streets in terms of a planning function, but there are not specific complete streets design elements identified for engineers to use to develop construction or reconstruction projects. In addition to safety, complete streets planning and design works to address issues of health, livability, economic development, sustainability, and aesthetics. In the past, functional classification, traffic volumes, and level of service have been used as the critical factors for street design. However, a complete streets approach emphasizes safety for vulnerable users and identifies core goals for street design through stakeholder input. Public input may determine that sidewalk amenities, bicycle facilities, or transit accommodation are more important than the vehicular level of service. It is important to develop a spectrum of alternatives that consider the needs of various users and reach a design decision that addresses those needs.

Applying flexibility in street design to address the complete streets philosophy requires an understanding of each street's functional basis. It also requires understanding how adding, altering, or eliminating any design element will impact different users. For instance, large radii may make it easier for trucks to navigate the street, but they create wider streets for pedestrians to cross. Designers of complete streets should understand the relationship between each criterion and its impact on the safety and mobility of all users.

Various manuals are available to provide design guidance including. For general guidance:

- AASHTO's A Policy on Geometric Design of Highways and Streets (the "Green Book")
- MUTCD
- The Highway Capacity Manual (HCM)
- ITE Traffic Engineering Manual
- FHWA *Achieving Multimodal Networks: Applying Design Flexibility and Reducing Conflicts*

For designing streets in urban areas:

- ITE *Designing Walkable Urban Thoroughfares: A Context-Sensitive Approach*
- NACTO *Urban Streets Design Guide*
- NCHRP 880 *Design Guide for Low-Speed Multimodal Roadways*
- FHWA *Road Diet Information Guide*

For bikeway design guidance:

- AASHTO *Guide for the Development of Bicycle Facilities* (the "Bicycle Guide")
- NACTO *Urban Bikeway Design Guide*
- FHWA *Incorporating On-Road Bicycle Networks into Resurfacing Projects*

For pedestrian-specific design guidance:

- FHWA STEP *Guide for Improving Safety at Uncontrolled Crossing Locations* ("STEP Crossings Guide")
- US Access Board PROWAG

Other design guidance:

- NFPA Fire Code
- Local design ordinances

Some elements within these manuals are specific standards and some are guidelines with ranges of acceptable values. The MUTCD has been adopted as law; therefore, the standards within it need to be met. In addition, there may be different standards for facilities that are under the Iowa DOT's jurisdiction than those for local control. If federal or state funding is being used to assist in a project's financing, the standards may also be different. Local jurisdictions utilize the above manuals for design as a means of protection from lawsuits. Thus, from a liability standpoint, it is very important that the design guidance meet established standards or fall within the range of acceptable guidelines provided by the above manuals.

C. Design Elements

Many elements must be considered during the complete streets design process. Traditionally designers have focused on those related to motor vehicles. With a complete streets design, other elements are also addressed. Each of those elements will be discussed and design guidance presented.

1. **Land Use:** The type of adjacent land use provides insight into several factors. For instance, in industrial areas, the expectation is that truck volumes will be higher. In commercial/retail areas, there is an expectation that pedestrians, transit, and bicyclists will be present in larger numbers. In residential land use areas, the street and right-of-way should accommodate pedestrians of all ages and abilities, and shared use of the street by motorists and bicyclists should be expected.

   Five basic land use context classifications and three basic land use types are discussed in Section 5C-1, but many communities will have a broader range of both categories. Land use will influence speed, curb radii, lane width, on-street parking, transit stops, sidewalks, and bicycle facilities.

2. **Functional Classification:** Most jurisdictions classify their streets as a means of identifying how they serve traffic. Streets are generally classified as arterial, collector, or local facilities. Complete streets projects must take into consideration each street classification because it helps determine how the street and network needs to be treated to handle traffic volumes and other conflicts that may arise if design changes are made.

   Street classifications and the functions of each type are explained in detail in Section 5B-1. It is important to note that all jurisdictions, regardless of size have at least one street in each category. That means that in a larger community an arterial street may carry 20,000 vehicles per day, but in a smaller city the volume on their arterial street might be 2,000 vehicles per day. Similar differences exist in the collector classifications. Generally arterial streets are designated because their primary purpose is to move traffic. Collectors serve the traffic mobility function, but also provide access to adjacent property. Local streets are primarily there to serve adjacent property and should not have through traffic. Designs appropriate for low density residential areas are not likely to fit in the downtown commercial areas due to the likelihood of more pedestrians, bicyclists, trucks, and buses.

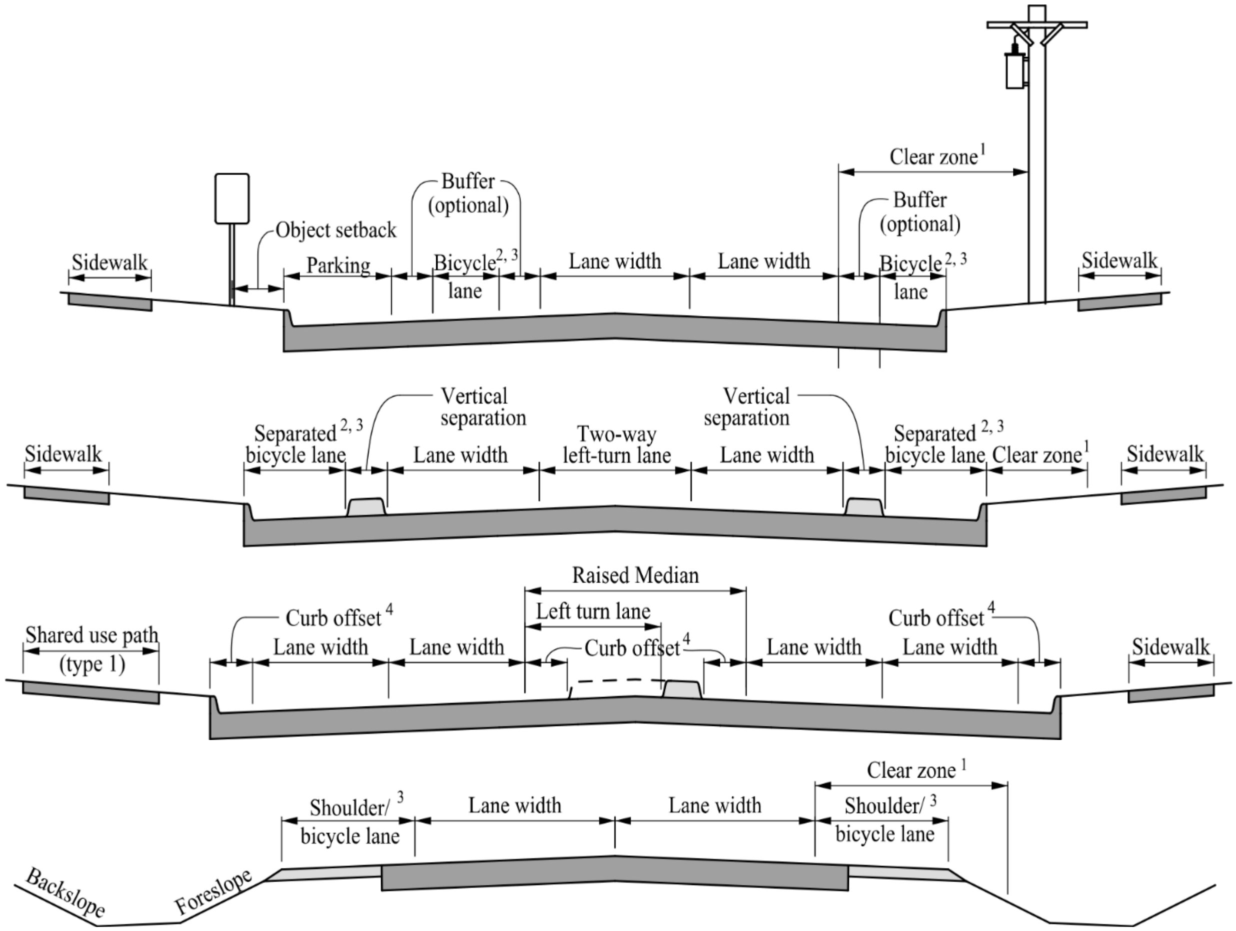
   Designers should also be cognizant of roadways that are transit routes, bikeways such as bicycle boulevards, truck routes, etc. as identified through state or local transportation plans as this influences the purpose and use of a roadway as well.

3. **Roadway Sizing:** Many communities have streets with excess lane capacity and oversized lane widths for motor vehicles. Multilane roads can take longer for pedestrians to cross, increase pedestrian exposure, and can facilitate faster speeds by motor vehicle traffic. During resurfacing and re-construction, designers should consider lane reductions and road reconfigurations (often called “road diets”) to decrease the number and widths of lanes. This can reduce vehicle speeds, reduce pedestrian crossing distances, and provide space for bicycle facilities. A typical “four-to-three lane” roadway reconfiguration converts an existing four-lane, undivided roadway into a roadway with one through lane in each direction and a center, two-way left-turn lane (TWLTL). This conversion can often provide space for bicycle lanes, as shown in Section 12B-3, G, or other users, including pedestrian refuge islands, on-street parking, or widened sidewalks and wider landscaped buffers (often called “the parking” in Iowa).

   Suitable candidates for a “four-to-three lane" roadway reconfiguration have an average daily traffic (ADT) equal to or less than about 20,000 vehicles per day. In some instances, roadway reconfigurations have been successfully applied on roads with ADTs as high as 25,000. FHWA’s Road Diet Information Guide further discusses the safety and operational benefits of road diets.

   For new roadway construction in urban, suburban, and rural town contexts, adequate sidewalk, sidewalk buffers, and bicycle facilities should be provided. Right of way may be reserved to accommodate longer term (10 years or greater) projected volumes, but roadways should not be overbuilt as wider than necessary roadways can encourage higher motor vehicle speeds and decrease overall safety. Overbuilt roadways also increase maintenance and life-cycle costs.

Figure 5M-1.01: Roadway Design Elements

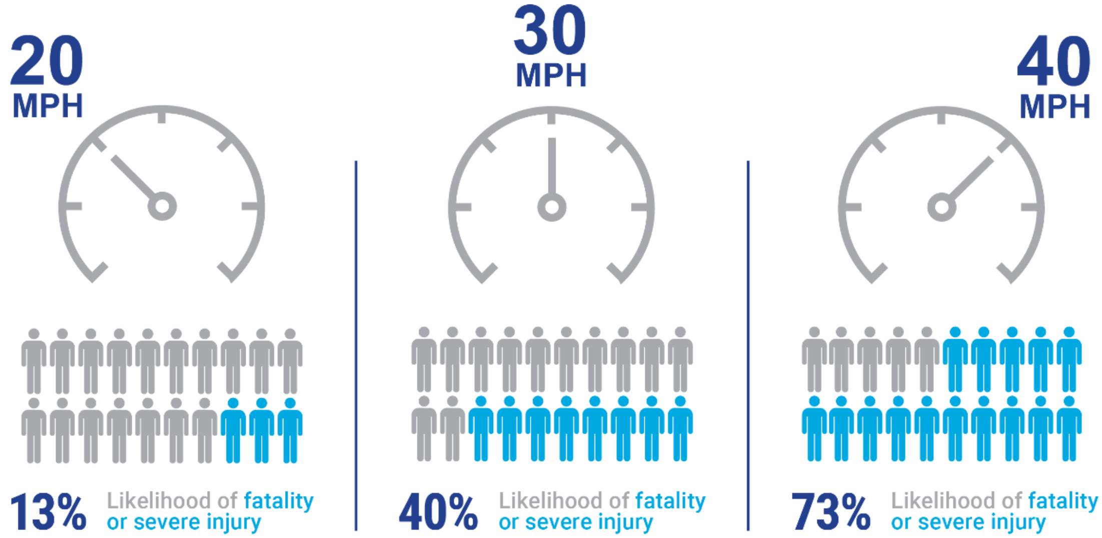


[1] Clear zone is measured from the edge of the traveled way.
[2] See Chapter 12 for bicycle lane requirements.
[3] Bicycles may be placed between the curb and parking on corridors with higher traffic volume and speed, see Sections 12B-1 and 12B-3 for separated bicycle lane design with on-street parking buffers
[4] For low-speed street conditions in urban and rural town areas, curbs may be placed at the edge of the traveled way.

4. **Speed:** Operating speeds influence the design of the roadway including stopping sight distance, passing sight distance, intersection sight distance, and horizontal and vertical curve elements. The design speed should therefore be equal to the posted speed to encourage operating speeds at or below the posted speed. Design values from the AASHTO Green Book are outlined in Tables 5C-1.01 and 5C-1.02 and for liability reasons should be met at all times, especially for new streets. If it is not possible for any design element to meet the geometric standards on existing streets, warning signs and other safety treatments must be used.

   In the past, it was considered best practice to set the design speed at the highest level that will meet the safety and mobility needs of motor vehicles using the street. One of the principles of complete streets provides for slowing vehicles down to improve safety for all users, especially pedestrians and bicyclists. People walking and bicycling are particularly vulnerable in the event of a crash, and vehicle speeds where conflicts occur are a primary factor in the likelihood of serious injuries and fatalities, see Figure 5M-1.01. In general, the speed chosen for design should reflect the network needs and the adjacent land use. On existing roadways with operating speeds that exceed the posted speed, roadway redesign and traffic calming measures should be considered to reduce speeds and improve safety and comfort for all users. Traffic calming or roadway redesign should also be considered on roadways where lowering the posted speed is desirable to reinforce to drivers that slow speeds are expected.

Figure 5M-1.02: Vehicle Speeds and Risks to Pedestrians



Source: Tefft, B.C.

In general, streets in urban areas should be designed and control devices regulated to allow speeds of 20 to 45 mph. Speeds in the lower portion of this range are applicable to local and collector streets through residential areas, and to arterial streets through more crowded business districts, while the speeds in the higher portion of the range apply to arterial streets in outlying suburban areas.

Iowa Statute 321.285 establishes the following statutory speed limits, although city councils may adopt by ordinance higher or lower speed limits upon the basis of engineering or traffic studies (§321.290):

- 20 mph in a business district
- 25 mph in any residence or school district
- 45 mph in any suburban district

The AASHTO Green Book provides further guidance on appropriate design speeds for specific roadway types.

5. **Intersection Design and Control Vehicle:** The selection of the design and control vehicle is an important element in complete streets design. Lane width and curb radii are directly influenced by the design vehicle. Section 5C-2, R provides guidance on selecting design vehicles, control vehicles, and typical curb radii for different roadways.

   All street designs must meet the minimum standards for fire departments and other emergency vehicle access and must consider the needs of garbage trucks and street cleaning equipment.

To achieve the smallest appropriate corner radius, designers should follow these strategies:

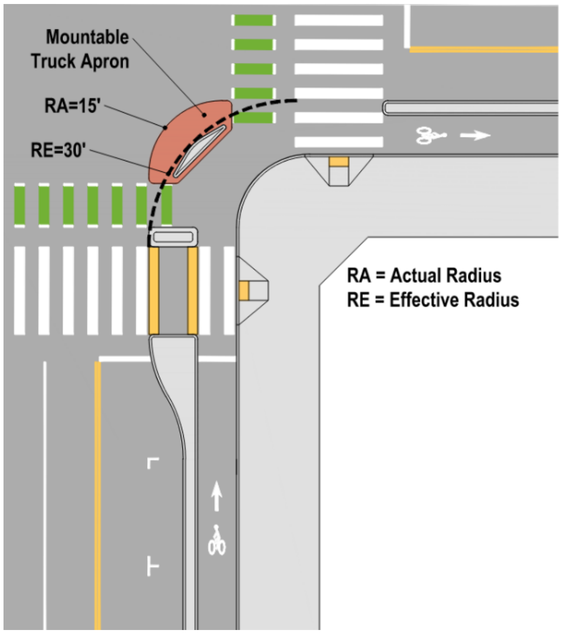
- Using vehicle turning software or turning templates, designers should minimize the actual corner radius while accommodating the effective turning radius of vehicles.
- Where pedestrians or bicyclists are expected and the effective turning radius exceeds 15 feet., consider the following:
  - Push back the stop line of the receiving street beyond the minimum 4 feet from crosswalks where appropriate. Ensure any encroachment does not conflict with overlapping phases at signalized intersections. In general, stop lines should not be pushed back more than 30 feet from crosswalks as motorist compliance may be diminished; however, the maximum distance from the stop line to traffic signals cannot exceed the sight distance and clear zone requirements established in MUTCD Chapter 4D.
  - Provide a truck apron to increase the effective radius for larger vehicles, including SU-30, while providing a smaller effective radius for the majority of vehicles (e.g., passenger car), see Section 5C-2, S for additional information and design guidance.
  - Provide a raised crossing, see Section 12A-5, E, 2.
  - At skewed intersections and where truck aprons would exceed 15 feet, consider a right-angle channelized island as described in the Iowa DOT Design Manual Section 6A-11. A raised crosswalk should be considered at channelized right turn lanes where motorists do not face stop or traffic signal control to encourage motorist yielding. They may also be beneficial at yield, stop, and signal control intersections where it is desirable to reduce encroachments into the crosswalk. When used at a channelized island, the crosswalk should be located to allow one vehicle to wait between the crosswalk and the cross street. Refer to Section 12A-5 for the design of pedestrian crossing islands with a refuge area.

As described in Section 12A-5, curb extensions are an FHWA approved countermeasure for improving pedestrian safety. It is acceptable to have a curb bulb with a larger curb radius that shortens crossing distances while accommodating large vehicles. For uncurbed roadways, care should be taken at corners to ensure proper design treatments are included to identify safer turning distances for large vehicles. Such treatments may include pavement coloring, different materials, and other features that provide a visual indication of the apex of the turn.

Flexible delineator posts or engineered rubber curbs may be used as an interim treatment to reduce larger corner radii. When used, they are often placed at least 1 foot offset from the turning radius of design vehicles at all intersections and driveways to decrease maintenance.

6. **Truck Aprons:** Truck aprons are most common within the center island of a roundabout, but can also be considered at intersection corners to accommodate the turning characteristics of larger vehicles while slowing the turning speeds of the design and smaller vehicles. The truck apron must be designed to be mountable by ICV to accommodate their larger effective turning radius while the IDV and smaller vehicles follow the smaller actual radius along the outside edge of the truck apron.

Figure 5M-1.03: Typical Truck Apron Layout at a Protected Intersection



The outside edge of a truck apron (i.e., closest to the travel lane) is constructed using a mountable curb and should be designed so passenger vehicles follow this mountable curbline at the desired speed. Larger vehicles, including SU-30, can traverse the truck apron if desired, but the intersection control vehicle should be used to determine the effective radius.

The truck apron is part of the motorist travel way. Do not extend truck aprons through bicycle lanes or crosswalks unless they are designed to accommodate these users. Bicycle stop bars and pedestrian accommodations (e.g., curb ramps, crosswalks) must be placed to prevent these users from waiting in the travel way. Colored concrete and/or pavement markings should be used within the truck apron area to provide a visual contrast from the adjacent roadway and sidewalk, communicating this is not an area to drive over. Where truck apron widths exceed 15 feet., the intended use of the apron may not be clear and designers may consider a channelizing island to limit the street crossing distance for pedestrians and bicyclists (see Section 5C-2, R, 5 and Iowa DOT Design Manual Section 6A-11).

In retrofit conditions, a truck apron extending all the way to the existing curb line may not be possible without significant stormwater system modifications. In these situations, truck pillows, which are the mountable portion of a curb extension which is designed to discourage smaller vehicles from tracking over it while allowing larger vehicles to do so while maintaining drainage along the existing curb line may be more practical and feasible.

An edge line should be provided along the outside edge of wider truck aprons and designers should consider reflective raised pavement markers, where appropriate, to ensure the path of travel is visible. Gore markings may be installed on the truck apron itself, but this is often unnecessary if colored pavement is used.

Where buses frequently make turns (such as transit or school bus routes), truck aprons should be designed to allow the bus to complete the turn without traversing the truck apron. A tiered truck apron with a curb reveal from 0 to 1 inch can be constructed for use by buses while the second tier can be designed with a 3 inch curb reveal for use by larger trucks.

Figure 5M-1.04: Truck Apron with Concrete and Pavement Markings (left) and Truck Pillow (right)

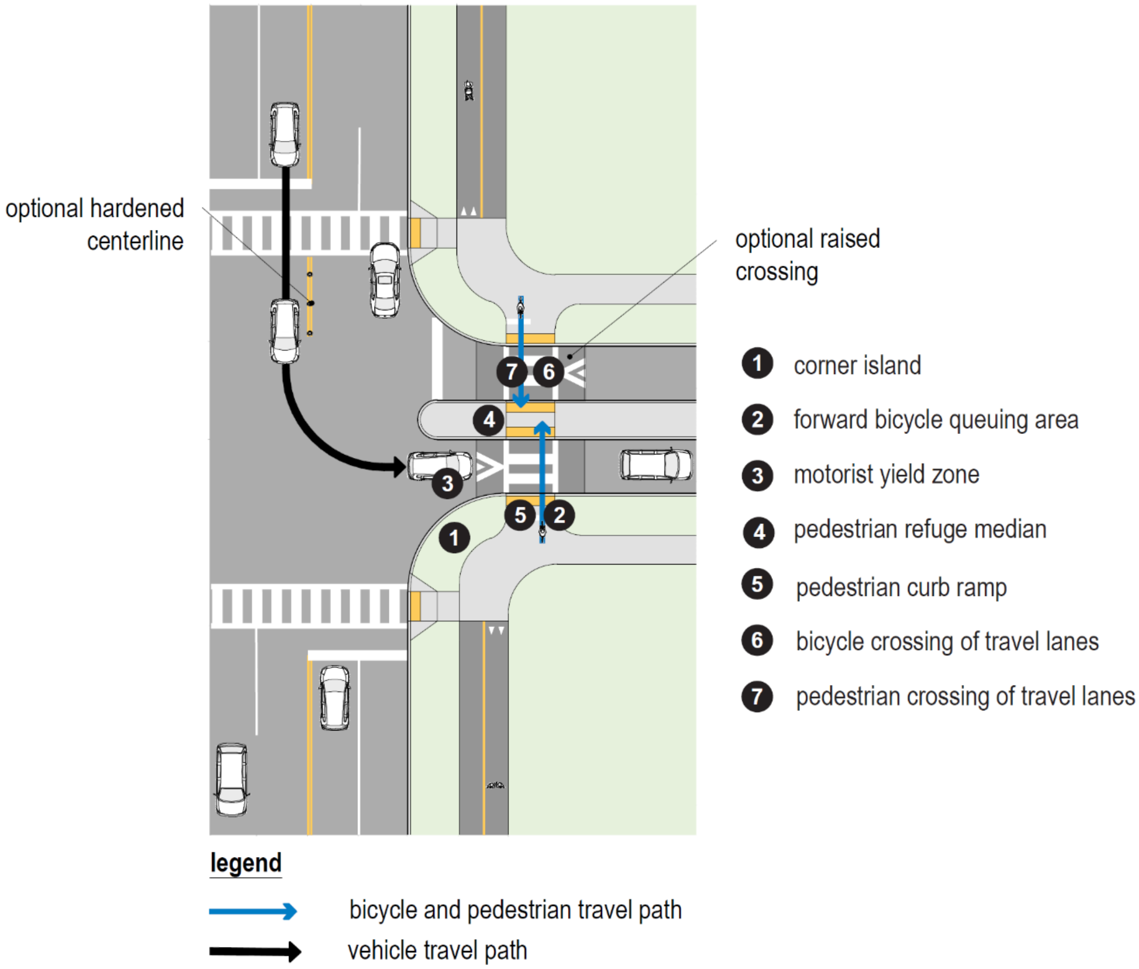
Source: City of Los Angeles, 2020

7. **Intersection Treatments for Minimizing Left Turning Vehicle Speeds:** Median islands, hardened centerlines, and raised crossings can be appropriate on both the departure roadway and the receiving roadway to control the left turning motorist's path of travel and reduce turning speeds, which can improve the safety for all roadway users. Section 12A-5 discusses how a raised median island can be used to provide pedestrian refuge space to cross a major street. In that situation, a minimum of 6 feet is required to accommodate a pedestrian or bicyclist waiting to cross the second portion of the crossing. When less than 6 feet in width is available, designers can still provide a center median of less than 6 feet or a hardened centerline, to channelize and slow the speeds of left turning motorists as they prepare to cross the path of pedestrians and bicyclists.

   A hardened centerline is comprised of a painted centerline supplemented by a dashed center or lane line extended along the turning path, flexible delineators, mountable curb, rubber curb, concrete curb, in-street pedestrian crossing signs (R1-6), or a combination of these treatments. The dimensions of a hardened centerline will depend on the intersection geometry and vehicle turning radius. Hardened centerlines should be considered where higher speed left turns occur concurrent with pedestrian and/or bicyclist movements, as they have been found to reduce the speed of left turning motorists by reducing the effective turning radius.

   For raised crossing design considerations, see Section 12A-5, E, 2.

Figure 5M-1.05: Example of Hardened Centerline Applications with Flexible Delineators on the Departure Roadway and a Pedestrian Crossing Island on the Receiving Roadway



8. **Lane Width:** The AASHTO Green Book provides for lane widths from 9 to 12 feet wide. Narrower lanes force drivers to operate their vehicles closer to each other than they would normally desire and reduce overall speeds. The lane widths selected are subject to professional engineering judgment as well as applicable design standards and design criteria. The width of traffic lanes sends a specific message about the type of vehicles expected on the street, as well as indicating how fast drivers should travel. With painted lane lines being 4 to 6 inches wide, the actual "feel" to the driver will be about 1 foot narrower than the design lane width. Wider lanes are generally expected on arterial and collector streets due to truck traffic, transit vehicles, and higher operating speeds. Snow plowing and removal practices must also be considered as lane width decisions are being made, especially for the curb lane. Narrower curb lane widths may necessitate different handling of snow because no space is available to store the snow and it may require loading and removing on a more frequent basis.

   Collector and arterial streets in the urban and rural town context may have lane widths between 10 to 12 feet wide. Lane widths of 10 feet may be used where truck and bus volumes are relatively low and speeds are less than 35 mph. Collector street speeds should not exceed 35 mph. At least one 11 foot lane in each direction may be appropriate for streets where there is a heavy volume of truck traffic or buses. It is preferable that bus- or transit-only lanes be 11 feet wide.

Lane widths for local streets in urban and rural town areas should be 10 feet, except in industrial areas, which should be 11 to 12 feet due to the larger volume of trucks expected with that land use. Local streets can have lane widths of 9 feet in residential areas where the available right-of-way imposes limitations. For low volume local residential streets, two free flowing lanes are generally not required. This creates a yield situation when two vehicles meet; see Section 5C-1, Tables 5C-1.01 and 5C-1.02.

It was previously thought lanes less than 12 feet could reduce traffic flows and capacity. New research has shown lane widths of 10 feet do not reduce capacity and the Highway Capacity Manual has eliminated capacity adjustments for lane widths between 10 and 13 feet. In addition, NCHRP 330 *Effective Utilization of Street Width on Urban Arterials* found the use of 10 feet lanes has resulted in lower or unchanged crash rates.

9. **Curb Radii:** The curb radius of intersection corners impacts turning vehicles and pedestrian crossing distances. Larger radii allow larger vehicles, such as trucks and buses, to make turns without encroaching on opposing travel lanes or the sidewalk, but increase the crossing distance for pedestrians and allows smaller vehicles to turn at faster speeds. Smaller curb radii slow turning traffic and create shorter crossing distances, but make it difficult for larger vehicles to safely navigate the intersection. Sections 5C-2, R and 5M-1, C, 5 provide guidance on selecting design vehicles, control vehicles, and typical curb radii for different roadways.

10. **Curb Extensions or Bump-outs:** Curb extensions or bump-outs are an expansion of the curb line into the adjacent street. They are traditionally found at intersections where on-street parking exists, but could also be located mid-block. Bump-outs narrow the street both physically and visually, slow turning vehicles, shorten pedestrian crossing distances, make pedestrians more visible to drivers, and provide space for street furniture. Use of curb extensions does not preclude the necessity to meet the turning radii needs of the selected design vehicle. Refer to Section 12A-5 for more design guidance on curb extensions.

11. **Bicycle Facilities:** Bicycle facilities provide opportunities for a range of users and are a fundamental element of complete streets design. In Iowa, bicycles are legally considered a vehicle and thus have legal rights to use any street facility unless specifically prohibited. They also have legal responsibilities to obey all traffic regulations as a vehicle. Bicycle facilities generally are one of the following three types:

    a. **Shared Use Paths:** Separate travel ways for non-motorized uses. Bicycles, pedestrians, skaters, and others use these paths for commuting and recreation. Generally used by less experienced bicyclists.

    b. **Shared Lanes:** These are lanes shared by vehicles and bicycles without sufficient width or demand for separate bicycle lanes. They may be marked or unmarked. Low speed, low volume residential streets generally will not have pavement markings. Shared lanes are not recommended for roadways with speeds over 35 mph or traffic volumes over 5,000 ADT. In addition, shared lanes on roadways with speeds greater than 25 mph or volumes over 3,000 ADT are unlikely to accommodate the “interested but concerned bicyclist” (see Section 12B-1).

    c. **Bicycle Lanes:** Dedicated bicycle lanes are used to separate higher speed vehicles from bicyclists to improve safety. These should be considered where there are frequent interactions between vehicles and bicyclists when conflicts in shared lanes become problematic, typically when vehicular volumes exceed 3,000 vehicles per day and operating speeds are 25 mph or greater. There are generally three types of bicycle lanes:

1) **Conventional:** Located between the travel lanes and the curb, road edge, or parking lane and generally flow in the same direction as motor vehicles. They are the most common bicycle facility in the United States.
2) **Buffered:** Conventional bicycle lanes coupled with a designated buffer space separating the bicycle lane from adjacent motor vehicle lanes and/or a parking lane.
3) **Separated:** An exclusive facility for bicyclists that is physically separated from motor vehicle or parking lanes by a vertical element. Separated bicycle lanes are also called cycle tracks or protected bicycle lanes.

Design information and selection guidance for each bicycle facility type is detailed in Sections 12B-1 through 12B-3. Bicycle parking facilities at destination points will assist in encouraging bicycle usage.

Snow and ice control activities impact vehicular lanes and bicycle lanes differently. Generally, plows will leave some snow on the pavement. Vehicles are able to travel through this material but bicyclists may have more difficulty. In addition, the material may refreeze and make bicycle use more treacherous.

12. **On-Street Parking:** On-street parking can be an important element for complete street design by calming traffic, providing a buffer for pedestrians if the sidewalk is at the back of curb, in addition to benefiting adjacent retail or residential properties. The width of parallel parking stalls can vary from 7 to 10 feet. Streets with higher traffic volumes and higher speeds should have wider parking spaces or a combination of parking space and buffer zone. Narrower parking spaces can be used if a 3 feet buffer zone is painted between the parking stall and a bicycle or traffic lane. The buffer zone will minimize exposure of doors opening into bicyclists, as well as facilitate faster access into and out of the parking space. Placement of parking stalls near intersections or mid-block crossings should be prohibited so as to not impede sight lines of pedestrians entering crosswalks; see Section 12A-5, E, 1 for parking restrictions near crosswalks. Snow plowing could impact the availability of on-street parking intermittently. Requirements for ADA accessible on-street parking numbers and stall design must be adhered to. Information on those requirements can be found in Section 12A-2.

13. **Sidewalks:** Sidewalks are the one element of a complete street that is likely to provide a facility for all ages and abilities. Often sidewalks are the only way for young and older people alike to move throughout the community. Sidewalk connectivity is critical to encourage users. Sidewalks should be provided on both sides of all streets unless specific alternatives exist or safety is of concern. All sidewalks are required to meet ADA guidelines or be a part of a transition plan to be upgraded. Sections 12A-1 and 12A-2 identify the specific ADA requirements for sidewalks.

    Sidewalks that are set back from the curb are more comfortable to the user than if the sidewalk is located at the back of curb. Sidewalks set back from the curb also provide space for the storage of snow plowed from the street and space for signs and other street furniture. It may be helpful to divide sidewalks in mixed-use (i.e., commercial and residential) urban areas into several "zones": the building frontage zone, next to the building, to allow for doors that open directly onto the sidewalk and other building appurtenances; the pedestrian walkway zone, which should be 5 feet or greater (preferred), 4 feet minimum per ADA; and the furnishing zone, where street furniture, landscaping seating areas, bus stops, bicycle racks, and café dining areas can further enhance the urban environment, support local business activities, and encourage pedestrian activity.

14. **Turn Lanes:** Turn lanes located at intersections provide opportunities for vehicles to exit the through lanes and improve capacity of the street. Two Way Left Turn Lanes (TWLTL) provide the opportunity to access midblock driveways, and thereby reduce common crash types such as rear-end crashes and sideswipes. Turn lanes also allow continuous movement and potentially

faster speeds in the through lanes, increased crossings distances for pedestrians, and increased conflict areas for bicyclists where merging and weaving areas intersect with bicycle lanes therefore designers should evaluate both the operations and safety of all modes when considering turn lanes. Where turn lanes are present, designers should work to minimize or eliminate conflicts through geometric design and traffic control.

Dedicated left and right turn lane widths and TWLTL lanes should match the width of the lanes on the street when complete street designs are chosen. Local streets should not provide separate turn lanes.

15. **Medians:** Medians provide for access management, pedestrian refuge, and additional space for landscaping, lighting, and utilities. Use of medians and the functions provided are dependent upon the width of available right-of-way and the other types of facilities that are included. The minimum width needed for pedestrian refuge is 6 feet; see Section 12A-5 for additional design guidance for pedestrian refuge islands. At shared use path crossings, the preferred minimum crossing island width is 10 feet, which accommodates bicyclists with trailers and wheelchair users more comfortably. The minimum width of a median for access control and adjacent to left turn lanes is 4 feet. However, greater widths provide more opportunities for more extensive landscaping. Low height plantings may be considered for all median widths provided that the plantings can be maintained. For landscaped medians that include trees, shrubs, or gateway features, designers should adhere to urban lateral offset clear zone requirements, 4 feet (acceptable) 6 feet (preferred).

16. **Transit:** Bus service within the state is limited to the larger metropolitan areas. Currently there are a number of fixed route systems in the state. Smaller communities do not have fixed route service due to lack of demand. Children, elderly, and low-income people are the primary users of a fixed route transit system. In addition to system reliability, use of transit systems as a viable commuting option is directly dependent on the frequency of service and the destinations within the fixed route. To have a successful transit system, stops must be within walking or biking distance of residential areas to attract riders and it must have major retail, employment, and civic centers along its route system.

    Transit stops should be located on the far side of intersections to help reduce delays, minimize conflicts between buses and right turning vehicles, and encourage pedestrians to cross behind the bus where they are more visible to traffic. Far side stops also allow buses to take advantage of gaps in vehicular traffic. Safe street crossings should be provided near bus stops, typically within 100 feet. For guidance on providing safe street crossings on a variety of road types, refer to Section 12A-5.

    Bus turn out lanes are also best located on the far side of intersections. These turn outs free up the through lanes adjacent to the bus stop. Transit bulb outs are more pedestrian friendly than turnouts because they provide better visibility of the transit riders, as well as potentially providing space for bus shelters without creating congestion along the sidewalk. With buses stopping in the through lane, bulb-outs also provide traffic calming for the curb lane.

17. **Traffic Signals:** Traffic signals are not usually considered an element of complete streets, but they have many components with direct implications for complete streets. The timing, phasing, and coordination of traffic signals impacts all modes. Well-planned signal cycles reduce delay and unnecessary stops at intersections, thus improving traffic flow without street widening, see Section 13A-4, E. Traffic signal timing can be designed to control vehicle operating speed along the street and to provide differing levels of protection for crossing pedestrians and bicyclists, see Sections 13A-4, F and 12B-3, L for signal timing strategies to minimize conflicts among pedestrians, bicyclists, and motorists.

The flashing don't walk pedestrian phase should be set using a 3.5 feet per second walking speed and the full pedestrian crossing time (walk/flashing don't walk) set using 3.0 feet per second. Some agencies representing the elderly are indicating that the overall walking speed should be 2.7 feet per second to cover a larger portion of the elderly population. ADA accessible pedestrian signal elements, such as audible signal indications, should be included in all new pedestrian signal installations and any installations being upgraded. See Section 13A-4, F for more information on accessible pedestrian signals.

18. **Summary:** The table below summarizes some of the critical design elements that should be examined if a complete streets project is implemented. Other geometric elements can be found in Table 5C-1.02. Some of the lane width values shown in the table below differ from the acceptable values from Section 5C-1 because the expectation is that the complete street environment includes the potential for on-street parking and/or bicycle lanes. Adjustments in the values may be necessary to accommodate large volumes of trucks or buses. Contact the Jurisdictional Engineer if design exceptions are being considered.

Table 5M-1.01: Preferred Design Elements for Complete Streets

Classification	**Local**		**Collector**				**Arterial**			
Posted Speed (mph)	< 25		< 35		35		< 35		35 to 45	
Land use[1]	*R/C*	*I*	*R/C*	*I*	*R/C*	*I*	*R/C*	*I*	*R/C*	*I*
Travel lane width (ft)	10[2]	11	10	11	10[3]	11	10[3]	11	11	12[4]
Turn lane width (ft)	--	--	10	11	10	11	10	11	11	12[4]
Two-way left-turn lanes width (ft)	--	--	10	11	10	11	10	11	11	12[4]
Curb Offset (ft)[5]	0	0	0	0	0 to 2	0 to 2	0	0	0 to 2	0 to 2
Parallel parking width (no buffer) (ft)[6]	8	8	8	9	8	9	8	9	9	9
Sidewalk Width (ft)	See Section 12A-1									
Bicycle lane width (ft)	See Section 12B-3									

1 R = Residential, C = Commercial, I = Industrial
2 For low volume residential streets, two free flowing lanes are not required. They can operate as yield streets if parking is allowed on both sides and vehicles are parked across from each other.
3 When transit is present on a curbed four lane roadway, an 11 foot outside lane may be considered to better accommodate trucks and buses if present.
4 Where additional width is necessary to accommodate the preferred bikeway, designers may consider using a lane width of 11 feet.
5 Travel lane widths shown provide sufficient width for both the physical and operating space of a typical vehicle for each classification. A curb offset is not required for roadways with a posted speed of 35 mph or less or where on street parking is present. Where the gutter is a different material than the travel lane, it should not be included in the travel lane width. For posted speeds higher than 35 mph, curbs may be offset up to 2 feet from the edge of the travel lane. The gutter width should be considered a part of the curb offset width.
6 For arterial or high speed collectors, the parallel parking stall width may be reduced if a minimum 3 foot buffer strip is included.

D. Traffic Calming

Traffic calming is related, but different from complete streets. Through retrofitted design measures, traffic calming aims to slow traffic down to a desired speed. By slowing vehicular traffic, biking and pedestrian activities are made safer.

It is absolutely critical that traffic calming measures recognize the need to maintain access for emergency vehicles. Traffic calming devices are intended to reduce motor vehicle volumes, speeds, or both and by doing so can create conditions appropriate for bicycle boulevards (Section 12B-3, H). However, traffic calming mitigation needs to be carefully considered to not divert vehicles to adjacent streets and just move the problem. A larger study area than just the street being considered may be needed when evaluating traffic calming measures.

Some traffic calming measures are proven safety measures that reduce crash risk for pedestrians and other road users. They are discussed in more detail in other sections. These include the following.

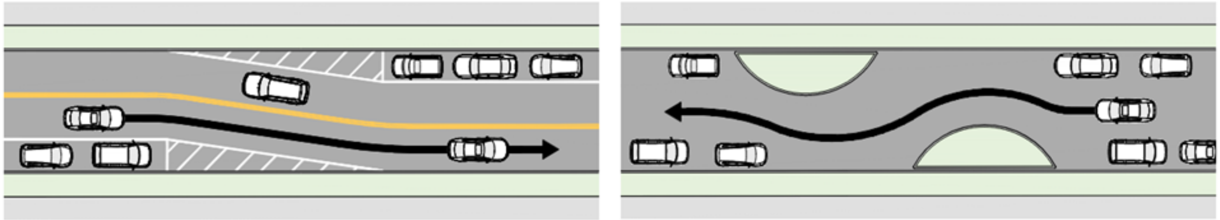
- Road diet (see Sections 5M-1, C, 3 and 12B-3, G)
- Curb extension (Section 12A-5)
- Raised crosswalk and raised intersection (Section 12A-5)
- Pedestrian refuge island (Section 12A-5)

In addition to those safety measures, designers can consider the following traffic calming elements to slow speeds or reduce traffic volumes:

1. **Horizontal Deflection:** These devices force a motorist to slow the vehicle in order to comfortably navigate the traffic calming measure. Horizontal deflection is most appropriate on local and collector streets. It is most effective when parking is robust throughout the day.

   a. **Lateral Shifts and Chicanes:** Lateral shifts cause travel lanes to shift in one direction, often by shifting on-street parking from one side of a street to the other side of the street. Chicanes are a series of curb extensions, pinch points, parking bays, or landscaping features that alternate from one side of the road to the other to establish a serpentine path of travel for motorists along a street. Chicanes can be implemented on local, collector, and minor arterial streets. The following design guidance should be considered for both treatments.
      - Lateral shifts and chicanes can be used on two-way streets with one lane in each direction, and one-way streets with no more than two lanes.
      - Traffic calming effects are greatest when deflection shifts vehicles back and forth by at least one full lane width.
      - The shifting taper of horizontal deflections should be based on the posted speed. Provide advisory speed plaques (W13-1P) where appropriate to supplement horizontal alignment signs (see MUTCD Section 2C.07). Otherwise, the design of chicanes generally follows curb extensions design (see Section 12A-5, E, 5).
      - Avoid using these horizontal deflection treatments along streets with bus, freight, or emergency response activity unless traffic volumes are very low and large vehicles can use the full roadway width.

Figure 5M-1.03: Examples of Lateral Shift (left) and Chicane (right)



b. **Traffic Circles:** Neighborhood traffic circles are primarily used at four-leg, two-lane local streets and are installed to reduce crash severity and slow traffic speeds. Splitter islands are not required on approaches (unlike a modern roundabout), and the central island is typically raised with a mountable apron to prevent a straight-through movement of the typical design vehicle. The occasional movement of a control vehicle should not be precluded from operating within the intersection with encroachment, if necessary, which may include going the "wrong way" to the left of the traffic circle to make a left turn. Landscaping may be planted in the center median if it does not need to be traversable.

2. **Vertical Deflection:** These devices include speed humps and raised crosswalks and are effective means for controlling the speeds of motor vehicles. Vertical deflection as a traffic calming measure is only appropriate on local and collector streets where posted speeds are less than 35 mph and where roadway grades do not exceed 8%. In general, all vertical traffic calming devices within roadways should be built with a bicycle friendly vertical deflection profile. The preferred profile is sinusoidal, which is easier for bicyclists to traverse than a circular or flat profile. Sinusoidal profiles are also easier for maintenance vehicles to traverse for street sweeping or snow plowing activities, and they have less of an effect on emergency vehicle access.

   Where speed humps are used to control speeds along a roadway, they are most effective when they are placed periodically along the route (every 200 to 400 feet) to reinforce speed control. These devices should be designed to maintain existing drainage patterns to avoid requiring additional inlets and storm sewer. Tapering the speed hump near the edge of pavement or curb line will minimize retrofit installation costs and allow stormwater to flow into existing gutters.

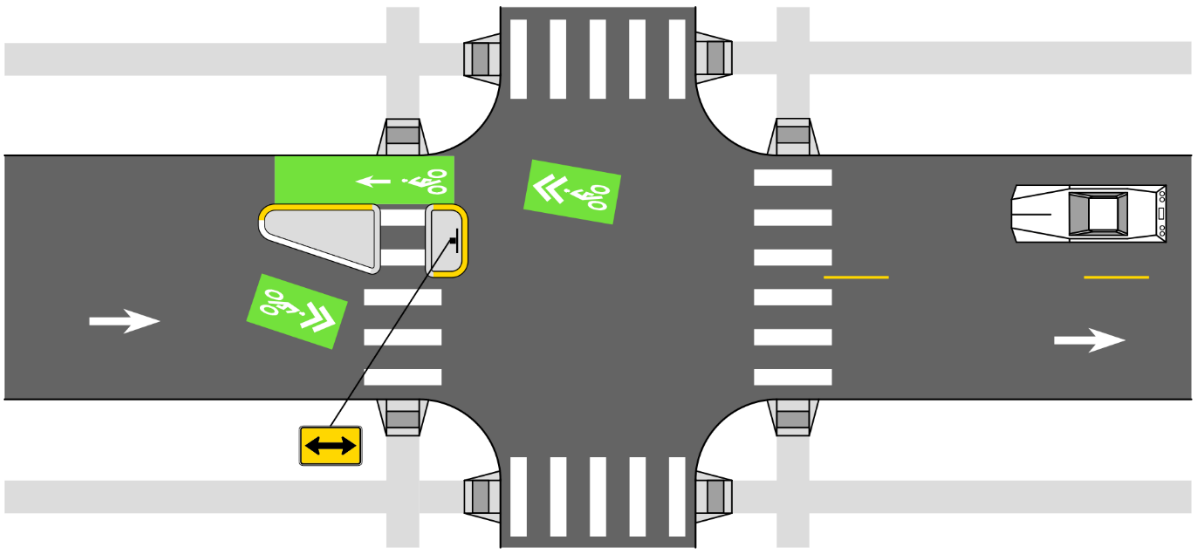
3. **Traffic Diversion:** Traffic diversion strategies are used to reroute traffic from one roadway onto other adjacent streets by installing design treatments that restrict motorized traffic from passing through. These are often used on bicycle boulevards (see Section 12B-3, H) to reduce motorist volumes to desired thresholds, and can be used on other roadways where volumes are above desired thresholds for bicycle or pedestrian accommodation.

   a. **Regulatory signage:** Signs can be used to prohibit vehicles from entering a roadway using movement prohibition signs (R3-1, R3-2, R3-3, R3-5, etc., or DO NOT ENTER signs (R5-1). These prohibitions can be for all hours or for peak hours only. Signs should be supplemented with an EXCEPT BICYCLES plaque when bicyclists are allowed to perform the movements that are prohibited for motorists. Signs may be supplemented by pavement marking arrows to emphasize the restriction, but pavement markings should not be used when restrictions vary by time of day. Signs and pavement markings alone may not be effective at discouraging motor vehicle access.

   b. **Diverters:** A diverter is an island built at an intersection to alter the movement of through and/or turning vehicle traffic. Diverters are commonly designed to maintain through travel for people walking and bicycling while altering routes for motor vehicles. The NACTO *Urban Bikeway Design Guide* provides examples of different types of diverters to reduce traffic volumes on bicycle boulevards. For all diverters, designers should consider the following.

- Diverter islands are designed to maintain bicycle and pedestrian access by providing cut-throughs. Standard cut-through width for bicyclists is 6 feet.
- Diverter islands can include a combination of public art or other vertical elements, so long as they keep sight lines clear. Other vertical elements such as signing, flexible delineator posts, etc. may be appropriate to make the features more visible to motorists and assist snowplow operators when clearing roadways.
- A diverter's effectiveness at limiting speeds is generally limited to the intersection where it is installed. The street may require additional traffic calming treatments in addition to the intersection treatments to achieve the desired operating characteristics.
- Diverters must be designed with transit and emergency vehicle navigation in mind. In some cases, emergency vehicles must be able to travel over or through the diverter if gaps are spaced to accommodate them or if breakaway gates are used.

Figure 5M-1.04: Diverter



Choosing the design elements to use for a particular area will depend on the neighborhood context and the specific concern to be addressed. Prior to evaluating alternative measures, stakeholders must be educated so they can have meaningful involvement. The evaluation needs to involve all stakeholders in the definition of the problem. If possible, all stakeholders, including drivers, pedestrians, bicyclists, and area property owners, would achieve some level of agreement on the traffic calming plan prior to implementation.

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