ASSOCIATION OF CENTRAL OKLAHOMA GOVERNMENTS

COMPLETE STREETS POLICY

POLICY ADOPTED:
AUGUST 26, 2021

ADMINISTRATIVE CHANGES:
AUGUST 31, 2023

2023

Association of Central Oklahoma Governments
4205 N. Lincoln Blvd. | Oklahoma City, OK 73105 | 405.234.2264 | acogok.org

ASSOCIATION OF CENTRAL OKLAHOMA GOVERNMENTS

Mark W. Sweeney, AICP ..... Executive Director
Beverly Garner ..... Executive Assistant

TRANSPORTATION PLANNING SERVICES

John M. Sharp ..... Deputy Director
Jennifer Sebesta ..... TPS Division Manager
Eric Pollard ..... Air Quality & Clean Cities Manager
Hannah Nolen, AICP ..... Mobility & Planning Manager
Lauren Wood ..... Transportation Planner II - Performance
David Frick ..... Air Quality & Clean Cities Planner II
Jose Jimenez ..... Transportation Planner I – Safety
Gwen Gordon ..... TPS Administrative Assistant

Association of Central Oklahoma Governments
4205 North Lincoln Blvd
Oklahoma City, OK 73105
Telephone: (405) 234-2264
www.acogok.org

This report is the product of a project (study) financed in part by the Federal Transit Administration and the Federal Highway Administration of the U.S. Department of Transportation.

DEFINITION

Complete Streets are streets, highways, and bridges that are routinely planned, designed, operated, and maintained to prioritize safety, comfort, and access to destinations for all people who use the facility. Complete Streets increase the level of service for all users, rather than focusing solely on automobiles. This includes older adults, people living with disabilities, people who walk and bike for transportation, and people who do not have access to a vehicle. Complete Streets make it easy to cross the street, walk to shops, jobs, and schools, bicycle to work, and move actively with assistive devices. They allow buses to run on time and make it safe for people to walk or move actively to and from transit hubs.

INTRODUCTION

According to the National Complete Streets Coalition, more than 1,200 Complete Streets policies have been adopted in the United States. The widespread acceptance of Complete Streets policies has helped to break down longstanding barriers to community participation in transportation planning, as well as create a stronger distinction between the conventional auto-oriented functional planning approach and the more comprehensive Complete Streets approach.

The Association of Central Oklahoma Governments (ACOG) promotes the creation of a safe, accessible, efficient, and coordinated transportation network that accommodates all roadway users within its communities. Research has shown that Complete Streets enhance job growth, promote economic development, improve safety, public health, and fitness, decrease vehicle emissions, and reduce the overall demand on roadways by allowing people to replace motor vehicle trips with active transportation and transit options. Furthermore, as communities integrate sidewalks, bike facilities, transit amenities, and safe crossings into the initial design of a project, they spare the expense and complications of retrofits implemented at a later date. Proactively planning for a multimodal transportation system can promote its integration with land use policies to encourage sustainable development.

ACOG has developed this Complete Streets policy in response to the recommendations of Encompass 2040, comments received through the Encompass 2045 planning process, encouragement by the Federal Highway Administration (FHWA) and other stakeholder groups, and all of the safety, health, environmental, and economic reasons stated above.

VISION

To create an equitable, balanced, and effective multimodal transportation system for everyone to travel safely and comfortably.

THE GOALS OF THIS COMPLETE STREETS POLICY ARE:

1. To create a comprehensive, integrated, and connected transportation network that supports compact, sustainable development and promotes livable, healthy, and prosperous communities.

2. To ensure safety, ease of use, and connectivity between modes for all users of the transportation system.
3. To provide flexibility for different types of streets, areas, travelers, and tourists to enhance the transportation experience.

APPLICABILITY

The ACOG Complete Streets Policy will apply to ACOG sponsored projects within the Central Oklahoma Transportation Management Area (TMA) (Exhibit A), including projects such as:

- Widenings
- New construction
- Reconstruction
- Intersections
- Bridges

Applicable projects are *required* to include, *at a minimum*, one of the following:

a. a continuous ADA-compliant sidewalk on at least one side of the roadway/bridge, or
b. designated bicycle lanes within the roadway project, if the inclusion of a sidewalk is anticipated to be overly burdensome to the project, or
c. a shared-use path of a sufficient width to accommodate both pedestrian and bicycle travel simultaneously, or
d. a 60-inch or wider paved shoulder on both sides of the roadway/bridge

Projects located along corridors already served by a continuous ADA-compliant sidewalk or multi-use path on at least one side of the roadway are considered to be compliant with this policy. ADA compliance is required. Sidewalk improvements such as the addition of a continuous sidewalk on the other side of the road and enhancements to ensure good condition are encouraged. Please follow ADA Standards for Accessible Design (www.ada.gov/2010ADAstandards_index.htm).

When considering future projects, entities should explore purchasing and reserving adequate rights-of-way for future sidewalks, shared-use paths, and bicycle lanes.

If the planned facility currently has fixed-route transit or is proposed to have fixed-route transit in the MTP or an approved Locally Preferred Alternative (route), then the project sponsor **shall** request comments from the local transit agency during the project development process to ensure that collaboration occurs with these agencies and that accommodation of transit vehicles and opportunities to access transit facilities are provided.

A list of exceptions and the process to request an exception can be seen in the Implementation section (pg. 7).

DESIGN

ACOG has long been a proponent of creating a safe, efficient, and multimodal transportation system that ensures accessibility to all roadway users (see Encompass 2045). The design and construction of streets should follow the latest design guidance, standards, and recommendations available, especially as they relate to user safety. These design standards are recommended for all roadway projects, whether or not they are sponsored by ACOG.

CONTEXT SENSITIVITY

Context sensitivity is an approach to transportation decision making and design that takes into consideration the communities and the adjacent land uses which a roadway project passes. All

projects should preserve and enhance neighborhood character and the natural environment while improving or maintaining safety, mobility, and infrastructure conditions.

STREET AMENITIES

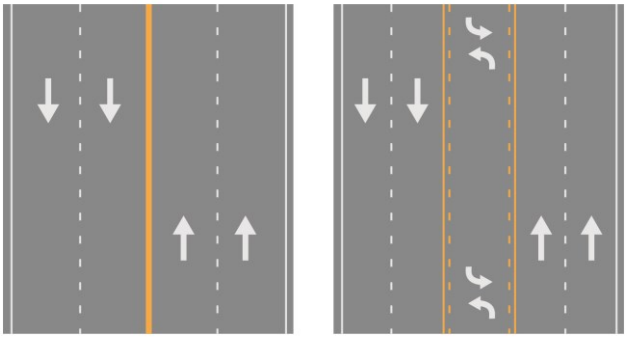
When designing, building, and maintaining roadways, proper amenities should be included to promote safe and comfortable use. Amenities such as trees, benches, and bicycle racks improve the livability and walkability of an area and make it more comfortable and convenient to travel by all modes of transportation. They contribute to an increase in economic development and can improve the environmental quality of the area.

ROAD DIETS AND SPEED

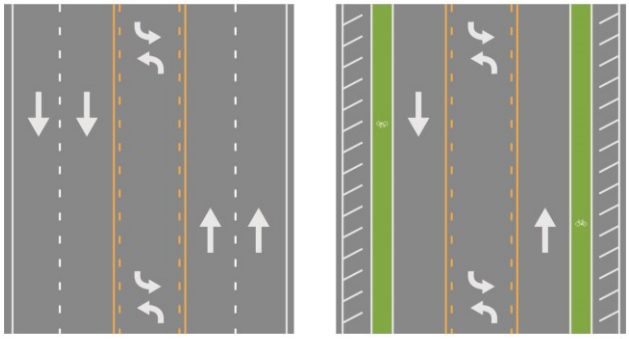
Roadway design and the proper distribution of space is a critical component of Complete Streets. Roadway capacity and context must be considered when designing, constructing, and maintaining roadways. When a roadway is overbuilt for the desired volume, a road diet should be considered. Road diets have the potential to improve safety, convenience, and quality of life for all road users. Road diets can be relatively low cost if planned in conjunction with reconstruction or simple overlay projects, since applying road diets consists primarily of restriping. Communities should also consider shifting from 2-lane roads to 3-lanes when widening, rather than the immediate jump from 2-lanes to 4-lanes (Figure 1). Table 1 presents the recommended standard for street capacity, considering roadway volume.

Motor vehicle speed must be considered when constructing and maintaining roadways. Speed is a significant contributing factor in the severity of injury crashes. Thus, designing roadways for the desired operating speed and setting speed limits that guide drivers to a safe speed is recommended over the reactionary *85th Percentile* method (as supported by the National Transportation Safety Board, NACTO, and FHWA). This can be done through speed abatement practices such as the inclusion of bump-outs, roundabouts, and street trees. Recommended operating speed by road type can be viewed on Table 1.

Figure 1: Road Diet Examples



4-lane to 5-lane: In some cases it is necessary to keep two lanes in each direction for capacity purposes. Narrowing lane width to provide a two-way left-turn lane introduces the benefits of separating turning vehicles and reducing operating speeds.



5-lane to 3-lane: In some cases jurisdictions have reconfigured five-lane sections to three-lanes, adding features such as diagonal parking and protected bicycles lanes with the extra cross section width.

Source: FHWA Safe Transportation for Every Pedestrian

Table 1: Regional Roadway Capacity to Volume and Speed

Roadway Type	Recommended AADT* Range	Recommended AADT Midpoint	Recommended Operating Speed (Miles Per Hour)
2-Lane Neighborhood	0 - 8,000	4,000	15 - 20 (Urban, Suburban, and Rural)
2-Lane Arterial	8,000 – 15,000	11,500	20 - 25 (Commercial District/Activity Center/School Zone) 20 – 30 (Urban/Suburban) 25 – 40 (Rural)
3-Lane Arterial (Center Turn Lane)	13,000 – 18,000	15,500	25 – 30 (Urban, Suburban, and Rural)
4-Lane Arterial (Undivided)	16,000 – 30,000	23,000	25 – 35 (Urban/Suburban) 30 – 45 (Rural)
4-Lane Arterial (Divided)	26,000 – 34,000	30,000	25 – 35 (Urban/Suburban) 30 – 45 (Rural)
5-Lane Arterial (Center Turn Lane)	25,000 – 33,000	29,000	30 – 40 (Urban/Suburban) 40 – 55 (Rural)
6-Lane (or more) **Arterial**	32,000 +	N/A	30 – 40 (Urban/Suburban) 40 – 55 (Rural)

*AADT – Average Annual Daily Traffic

Sources: ACOG Facility Capacities LOS Chart, INCOG Context Sensitive Capacity-Volume-Geometrics Table, City Limits (NACTO), Speed Limits for Injury Minimization (FHWA)

DESIGN GUIDELINE REFERENCES

Communities should use the best and latest design guidance, standards, and recommendations available to maximize design flexibility and innovation, and always be aware that design solutions should balance user and modal needs. This includes a shift toward designing at the human scale for the needs and comfort of all people and travelers, as well as considering issues such as street design and width, desired operating speed, turn radii, hierarchy of streets, and connectivity. Design criteria should not be purely prescriptive but should be based on the thoughtful application of engineering, architectural, and urban design principles. These materials include, but are not limited to:

- The Association of Central Oklahoma Governments Active Transportation Design Guidance: http://www.acogok.org/wp-content/uploads/2021/06/Appendix-A-OCARTS-Regional-Active-Transportation-Plan.pdf
- The National Complete Streets Coalition: www.CompleteStreets.org
- FHWA's The Pedestrian Safety Guide and Countermeasure Selection System: http://www.pedbikesafe.org/PEDSAFE/
- FHWA's Manual on Uniform Traffic Control Devices (2009): https://mutcd.fhwa.dot.gov/kno_2009r1r2.htm
- Institute of Transportation Engineers (ITE) – Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities: An ITE Proposed Recommended Practice (2006): https://ecommerce.ite.org/IMIS/ItemDetail?iProductCode=RP-036A
- The National Association of City Transportation Officials (NACTO) Urban Street Design Guide (2013): https://nacto.org/publication/urban-street-design-guide/

- The National Association of City Transportation Officials (NACTO) Urban Bikeway Design Guide (2014): https://nacto.org/publication/urban-bikeway-design-guide/
- The National Association of City Transportation Officials (NACTO) City Limits: Setting Safe Speed Limits on Urban Streets (2020): https://nacto.org/wp-content/uploads/2020/07/NACTO_CityLimits_Spreads.pdf
- American Association of State Highway and Transportation Officials (AASHTO) Guide for the Development of Bicycle Facilities (2012): https://transportation.org/
- Federal Highway Administration (FHWA) Roundabout Guidance: http://safety.fhwa.dot.gov/intersection/roundabouts/fhwasa10006/#s3
- FHWA Small Town and Rural Multimodal Network Design Guide: https://www.fhwa.dot.gov/environment/bicycle_pedestrian/publications/small_towns/

IMPLEMENTATION

This policy requires projects funded with federal dollars awarded through ACOG to support Complete Streets principles. It is required that projects listed in the MTP be consistent with this Complete Streets policy before federal funds can be awarded.

Before applying for federal funds through ACOG, communities are encouraged to evaluate their projects for compliance with this Complete Streets Policy. Applicants should contact ACOG staff with any questions regarding the requirements of this policy.

A project that does not meet the Complete Streets requirements will not be considered for funding, excluding the case of an exception.

EXCEPTIONS

If a project cannot meet the Complete Streets Policy, the project sponsor may request an exception. Exception requests will be initially reviewed by ACOG staff. Qualified exceptions may be granted or referred to the Complete Streets Committee (CSC), made up of members from the Active Transportation Advisory Committee (ATAC) and ACOG MPO Technical Committee (ACOG MPO TC). ACOG staff reserves the right to abstain from the decision and pass the case on to the CSC where there may be issues of ambiguity or real or potential public controversy. Applicants may appeal a decision made by ACOG staff to the CSC. The CSC will make the final decision on the appeal.

Applicants requesting an exception must submit a Complete Streets Exception Form (Exhibit B) along with their project application.

Several project types are exempt from the policy and are not required to submit a Complete Streets Exception Form, including:

- Resurfacing and other maintenance projects
- Intelligent Transportation Systems (ITS) projects
- Projects located on a facility that prohibits bicyclists or pedestrians AND transit does not operate on, nor is planned to, for the next 10 years
- Non-motorized projects
- Transit projects
- Safety projects (traffic signals, crosswalks, pavement markings, etc.)
- Programs
- Planning studies

Projects located along corridors already served by a continuous ADA-compliant sidewalk or multi-use path on at least one side of the roadway are considered to be compliant with this policy.

EVALUATION

ACOG shall, at a minimum, evaluate this policy with each new MTP. This evaluation may include recommendations for amendments to the Complete Streets Policy.

ACOG will report to ATAC and ACOG MPO Technical Committee on the annual increase or decrease for each performance measure listed below, compared to the previous year(s), in order to evaluate the success of this Complete Streets Policy.

PERFORMANCE MEASURES

- Total miles of bicycle lanes/shared use paths built or painted using ACOG funds
- Linear feet of new pedestrian accommodations built using ACOG funds
- Number of new curb ramps installed using ACOG funds
- Crosswalk and intersection improvements and other safety elements built using ACOG funds
- Percentage of transit stops accessible via sidewalks and curb ramps built using ACOG funds
- Rate of crashes, injuries, and fatalities by mode
- Number of approved and denied exceptions

EXHIBIT A:
MAP OF THE ACOG AND TMA AREAS

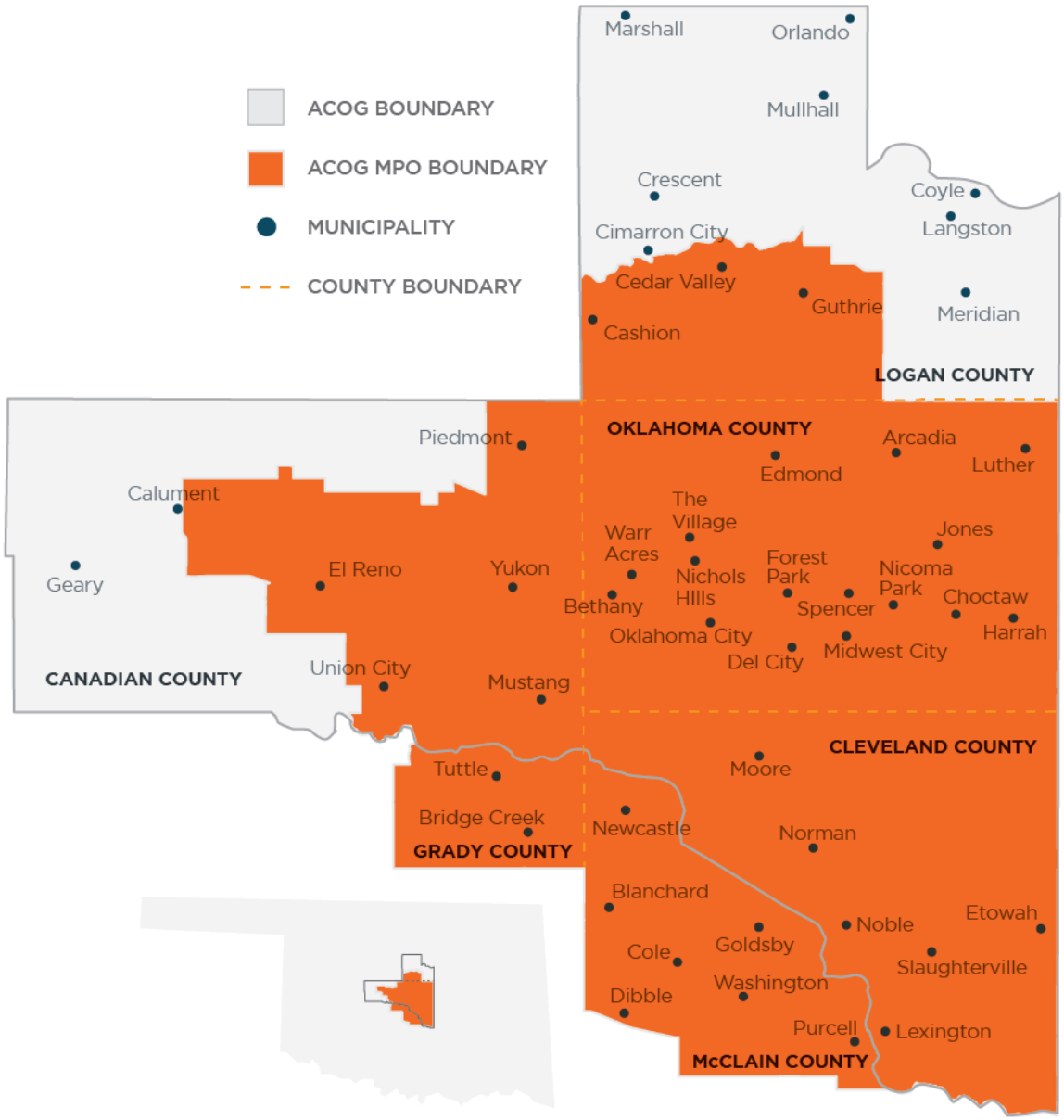


EXHIBIT B

COMPLETE STREETS EXCEPTION FORM

Project Name: _____ **TIP ID:** _____

Date of Filing: _____ **Call For Projects:** _____

Contact Information: _____

Is this project exempt from the Complete Streets Policy as noted in the Implementation section?

- ☐ Yes (Do not complete the form)
- ☐ No (Please complete the form)

1. Does the project include accommodations for pedestrians?

- ☐ New sidewalk on one side of the roadway
- ☐ New sidewalk on both sides of the roadway
- ☐ New shared-use path on one side of the roadway
- ☐ New shared-use path on both sides of the roadway
- ☐ Existing sidewalk present
- ☐ Other (Please explain)
- ☐ No (Please explain, include pedestrian counts)

2. Does the project include accommodations for bicyclists? (See ACOG Design Guidelines for explanations and examples)

- ☐ Conventional bicycle lane
- ☐ Buffered bicycle lane
- ☐ Protected bicycle lane (on-street)
- ☐ Shared-use path on one side of the roadway
- ☐ Shared-use path on both sides of the roadway
- ☐ Existing bicycle facility present
- ☐ Other (Please explain)
- ☐ No (Please explain, include bicycle counts)

3. Does this project include accommodations for transit users?

- ☐ New or improved bus facilities/stops
- ☐ Sidewalk connecting to a bus facility/stop
- ☐ This project is not on a transit route
- ☐ Other (Please explain)
- ☐ No (Please explain)

4. Will this project be designed to promote the desired vehicle operating speed? (See Table 1 of the Complete Streets Policy)

- ☐ Yes, the desired operating speed is: _____
- ☐ No (Please explain)

5. Does this project use the best and latest design criteria and guidance available?

- ☐ Yes (Explain the guidance used)
- ☐ No (Please explain)

Additional Comments:

Please submit completed Exception Forms to tpsgrants@acogok.org or with project application.