



# CONNECTICUT DEPARTMENT OF TRANSPORTATION

## POLICY STATEMENT

POLICY NO. EX.O-44

Date: August 21, 2023

### **SUBJECT: Complete Streets Controlling Design Criteria**

It is the policy of the Connecticut Department of Transportation's (CTDOT)'s to provide a safe and accessible intermodal transportation network for all users. To further implement the CTDOT Complete Streets policy included in Policy No. EX.O.-31, CTDOT shall establish three (3) new Controlling Design Criteria and associated design guidance for 1) pedestrian facilities, 2) bicycle facilities, and 3) transit provisions on applicable CTDOT projects.

Together, these Controlling Design Criteria shall be collectively referred to as "Complete Streets" Controlling Design Criteria, and are defined as follows:

*Pedestrian facilities* may include sidewalks, shared use paths or side paths. *Pedestrian facilities* shall be provided on both sides of a roadway if any of the following apply:

- For all roadways in urbanized areas, urban clusters, rural town centers, or pedestrian safety zones, where pedestrians are legally allowed.
- For bridges on Urban Federal-Aid Highways or on rural routes carrying more than 1,000 ADT, where pedestrians are legally allowed and where the scope of work is beyond bridge cyclic maintenance or condition-driven maintenance as identified in the AASHTO Guide to Bridge Preservation.
- For all State Routes with a high likelihood for pedestrian use.

*Bicycle facilities* may include paved outside shoulders, bicycle lanes, buffered bicycle lanes, separated bicycle lanes, side paths, or shared use paths. Facilities may provide service in a single direction of travel ("uni-directional") or two directions of travel ("bi-directional"). *Bicycle facilities* shall be provided and shall provide service for each direction of vehicular travel:

- For all roadways where bicycles are legally allowed, *except* roadways classified as local.
- For bridges on Urban Federal-Aid Highways or on rural routes carrying more than 1,000 ADT, where pedestrians are legally allowed and where the scope of work is beyond bridge cyclic maintenance or condition-driven maintenance as identified in the AASHTO Guide to Bridge Preservation.

*Transit provisions* may include crosswalks or other means of facilitating accessible pedestrian access within proximity of existing or proposed transit stops, and a shelter or bench at all transit stops with a threshold number of boardings per day along a transit route. For the purposes of this criterion, a *transit route* is any fixed-route service operated under contract by CTDOT or by a Transit District.

If any of the Complete Streets Controlling Design Criteria applicable for a project does not meet standards, then formal approval of a Design Exception by the Chief Engineer is required. A copy of each Complete Streets Controlling Design Criteria Design Exception approval shall be provided to the Commissioner.

A handwritten signature in blue ink, appearing to read "Garrett Eucalitto", is written over a horizontal line.

Garrett T. Eucalitto  
Commissioner



Connecticut DOT

Number: ECD-2023-8

Bureau of Engineering and Construction

Date: August 21, 2023

# ENGINEERING & CONSTRUCTION DIRECTIVE

DocuSigned by:  
*Scott A. Hill, PE*  
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Chief Engineer

## Complete Streets Controlling Design Criteria and Justification Process

The purpose of this Engineering Directive is to establish three (3) new controlling design criteria and associated design guidance for pedestrian facilities, bicycle facilities and transit provisions on applicable CTDOT projects as defined in **Exhibit 1**. These new criteria will be collectively called “Complete Streets” controlling design criteria. This Directive supplements Section 6-5 of the Highway Design Manual; and supports CT General Statutes Section 13a-153f, *Accommodations and Provisions of Facilities for All Users*; CTDOT Policy Statement Ex. O -31, *Complete Streets*, dated October 23, 2014 (as revised); and Executive Order No. 21-3, *Actions That Reduce Carbon Emissions and Adapt to Climate Crisis*, dated December 16, 2021.

This Directive shall be implemented as follows:

1. This Directive shall apply to all projects initiated after September 1, 2023, except those project types from the **Exempt Projects** list.
2. Projects with a Design Approval date on or before August 31, 2023, are exempt from the requirements of this Directive, unless otherwise directed by the Chief Engineer on a case-by-case basis.
3. All other active applicable projects that have not yet received Design Approval shall be reviewed with the respective Division Chief for the feasibility of incorporating the requirements of this Directive. This review shall be completed by November 15, 2023.

### **Exhibit 1 Applicable CTDOT projects (all shall apply)**

CTDOT is the project proponent.
CTDOT administers the project.
CTDOT is responsible for project funding (state or federal aid).
CTDOT controls the affected infrastructure (State Highway).

The design guidance contained herein is intended to provide designers with sufficient flexibility to address the unique and diverse conditions encountered on Connecticut’s streets and highways.

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CTDOT recognizes 18 controlling design criteria which includes the 15 controlling design criteria noted in Section 6-5.02 of the Highway Design Manual and the three “Complete Streets” controlling design criteria listed below.

1. Pedestrian Facilities
2. Bicycle Facilities
3. Transit Provisions

Information on the Complete Streets controlling design criteria to be applied to CTDOT projects are contained in the most current editions of the guidance documents listed in **Exhibit 2**. Every reasonable effort should be made to design projects within the ranges of standards provided in these guidance documents.

## **Exhibit 2**

### **Applicable Design Guidance Documents**

<b>Author</b>	<b>Guidance Document</b>
AASHTO	Guide for the Development of Bicycle Facilities
AASHTO	Guide for the Planning, Design, and Operation of Pedestrian Facilities
AASHTO	Guide on Geometric Design of Transit Facilities on Highways and Streets
AASHTO	A Guide on Achieving Flexibility in Highway Design
AASHTO	A Policy on Geometric Design of Highways and Streets (“Green Book”)
FHWA	Achieving Multimodal Networks
FHWA	Small Town and Rural Multimodal Networks
FHWA	Bikeway Selection Guide
NACTO	Urban Bikeway Design Guide
CTDOT	Highway Design Manual

### **Complete Streets Justification Worksheets**

The Complete Streets Justification Worksheets (Worksheets) provide a uniform method for considering, evaluating, and documenting design decisions for the Complete Streets controlling design criteria. The latest version of the Worksheets can be downloaded from the CTDOT’s Templates folder ([DOT Engineering Administrator - Templates - All Documents \(sharepoint.com\)](#)). The Worksheets shall be completed as follows:

#### **For new projects:**

When initiating projects, the initiating unit shall complete the Worksheets and submit to the Chief Engineer for approval as required, except for those projects included in the **Exempt Projects** list below. The Worksheets shall be included with the Proposed Project Information (PPI) or the Recommended Project Memorandum (RPM) and a copy provided to the Designer of the proposed project. If any changes occur that affect the Complete Streets provisions set

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forth in the Worksheets at project initiation, the Designer shall prepare supplemental Worksheets accordingly during design, preferably during the Preliminary Design phase (30% design), and seek approval from the Chief Engineer, as required. All completed Worksheets (original and supplemental copies) shall be retained to document project history for Complete Streets provisions.

If all Complete Streets controlling design criteria are met, the Designer shall include the Worksheets with the project files. If the Designer cannot meet the standards for any of the three (3) Complete Streets controlling design criteria that are applicable to the project, an exception to design standards is required. "Applicable to the project" means any criteria not identified as exempt in **Exhibit 3**, or otherwise categorically exempt from the need to prepare and submit the Worksheets. The Designer shall prepare the required documentation for the Complete Streets controlling design criteria applicable to the project that don't meet the standards and seek approval for a Design Exception from the Chief Engineer.

For applicable active projects initiated before August 31, 2023, that have not yet received Design Approval:

Wherever feasible, designers should incorporate the requirements of this Directive given considerations such as, but not limited to, project schedule, available right-of-way, geometric constraints, and project funding. Designers are required to fill out the Worksheets for each project to document design decisions regarding the accommodations for pedestrian and bicycle facilities and transit provisions. Each project shall be reviewed with the respective Division Chief to determine the feasibility of incorporating the Complete Streets provisions.

If the Complete Streets provisions are to be incorporated into the project, the process for meeting the Complete Streets controlling design criteria is the same as noted above for new projects. If the Complete Streets provisions cannot be incorporated into the project, the Worksheets shall be kept with the project files and documented in the Design Approval memo.

### **Exempt Projects**

The following types of projects are exempt from the need to prepare and submit the Complete Streets Justification Worksheets:

- Projects initiated under the High Friction Surface Treatment (HFST) program
- Pavement preservation/preventive maintenance activities:\*
  - Crack sealing and crack filling
  - Patching (HMA and/or Mastics)
  - Emulsified asphalt fog sealing
- Bridge cyclic maintenance or condition-driven maintenance as identified in the *AASHTO Guide to Bridge Preservation*, Appendix A.
- Non-roadway maintenance actions such as mowing, catch basin cleaning, or street sweeping
- Drainage only
- Noise barrier only

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- Guiderail only
- Illumination only
- Traffic signal modifications and/or component equipment replacement only
- Signing only
- Landscape only
- Non-occupied structures
- Non-vehicular access permits

\*In order to claim these exemptions, the purpose and need of the project must be solely to maintain the roadway surface and the crash history must not indicate any apparent geometric deficiency.

In addition to the project type exemptions provided above, some of the controlling criteria are not applicable to every project that requires a Complete Streets Justification Worksheet. **Exhibit 3** lists all projects where a subset of the controlling design criteria would not require formal approval if the criteria are not met.

### Exhibit 3

#### Exemptions from the Need to Comply with Complete Streets Controlling Design Criteria

(Categories of work marked with “X” require formal approval by the Chief Engineer in the event the applicable controlling design criteria is not met.)

Project Work Type	Pedestrian Facilities	Bicycle Facilities	Transit Provisions
Pavement preservation/preventive maintenance activities*† <ul style="list-style-type: none"> <li>• Emulsified chip sealing</li> <li>• Asphalt rubber chip sealing</li> <li>• Mill and Fill</li> <li>• Microsurfacing</li> <li>• Cape Seal</li> <li>• Ultra-thin bonded wearing course</li> <li>• Thin friction wearing course</li> </ul>	X†	X	
Pavement Maintenance Resurfacing Projects (PMRP)* †	X†	X	
Pavement marking only†	X†	X	
Sidewalk and/or curb ramps only	X		X
Work on facilities where pedestrians are not legally allowed		X	
Work on facilities where bicyclists are not legally allowed	X		X
Work on side streets where there are no existing pedestrian facilities within 1500 feet**		X	X

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Work on side streets where there are no existing bicycle facilities within 1500 feet**	X		X
Work on facilities with no existing or proposed fixed-route transit service	X	X	

\*In order to claim these exemptions, the purpose and need of the project must be solely to maintain the roadway surface and the crash history must not indicate any apparent geometric deficiency.

\*\*Refer to **Figures 1, 2 and 3**.

†For these types of projects, controlling criteria for pedestrian facilities shall apply to the installation of crosswalks and illumination only. ADA requirements shall be in accordance with Chapter 15 of the Highway Design Manual.

### **Complete Streets Controlling Design Criteria Guidance**

The following sections are provided to define CTDOT's state-specific Complete Streets controlling design criteria.

#### **Pedestrian Facilities**

CTDOT is committed to providing facilities that are accessible to all users in accordance with all state and federal regulations. Federal regulations are issued by the United States Department of Justice (DOJ) under the 2010 ADA Standards for Accessible Design and the United States Department of Transportation (USDOT) under the 2006 ADA Standards for Transportation Facilities. It is recognized that full compliance with these regulations may not be feasible in all situations based on existing or latent field conditions. The Designer shall design pedestrian facilities in accordance with Chapters 10 and 15 of the *CTDOT Highway Design Manual*; Engineering Directive ED-2019-7, *Accessibility Guidelines in the Public Right of Way (PROWAG)*; Policy No. EX. O-42, *Sidewalks*; and the *AASHTO Guide for the Planning, Design, and Operation of Pedestrian Facilities*.

#### *Definitions:*

*Pedestrian facilities* may include sidewalks, shared use paths, or side paths.

*Pedestrian Safety Zones* are established areas in downtown districts or community centers where there is a high level of pedestrian activity. Such zones may also be established adjacent to, or in the immediate vicinity of, a hospital property. This is a type of speed zone that allows for the speed limit to be set as low as 20 mph to reduce the risk of fatal or serious injuries to pedestrians within the zone. Pedestrian Safety Zones must be complemented by other speed reduction methods, like recommended actions from a speed management plan. The OSTA is responsible for the establishment of Pedestrian Safety Zones on State Highways and such requests shall be made to the Executive Director of the OSTA.

*Urbanized areas and urban clusters* are defined and published by the CTDOT Office of Policy and Planning and available through [Roadway Classification and Characteristic Maps and Dashboards | CTDOT Open Data \(arcgis.com\)](#).



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*Rural Town Center* applies to rural areas located within developed communities. Rural town centers generally have low development densities with diverse land uses, on-street parking, sidewalks in some locations, and small building setbacks. Rural town centers may include residential neighborhoods, schools, industrial facilities, and commercial main street business districts, each of which present differing design challenges and differing levels of pedestrian and bicycle activities.

*Requirements:*

*Pedestrian facilities* shall be provided on both sides of a roadway if any of the following apply:

- For all roadways in urbanized areas, urban clusters, rural town centers, or pedestrian safety zones where pedestrians are legally allowed.
- For all State Routes with high likelihood for pedestrian use. Interactive mapping for these State Routes is available in the DOT TED GIS Production Portal [ArcGIS Enterprise - Bike Pedestrian Demand \(ct.gov\)](#).
- For bridges on Urban Federal-Aid Highways or on rural routes carrying more than 1,000 ADT, where pedestrians are legally allowed and where the scope of work is beyond bridge cyclic maintenance or condition-driven maintenance as identified in the *AASHTO Guide to Bridge Preservation*, Appendix A. Examples of scope of work are as follows:
  - Deck replacement
  - Superstructure Replacement
  - Full replacement\*

\*On full replacement bridge projects where pedestrians are legally allowed along the roadway underneath the bridge, Designers shall provide adequate width between the new substructure (i.e., abutment) and the edge of roadway below the new structure, to allow for future pedestrian accommodations on both sides of the roadway.

The minimum *pedestrian facility* width is 5'-0". The minimum width of a *pedestrian facility* is exclusive of any curb width or buffer area. Other than shared-use paths and side paths, any *pedestrian facility* shall be exclusive of any width intended for bicycle travel.

Marked crosswalks shall be provided across every leg of an intersection with a traffic control signal where sidewalks are present and/or proposed.

Illumination shall be provided for marked crosswalks on all State roads.

An activated *No Turn on Red* prohibition sign shall be used where an intersection is controlled by a traffic control signal with permissive right turn on red movements for vehicles that will cross a marked crosswalk. A blank-out sign displays the message *No Turn On Red* when a pedestrian



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walk phase is activated. When not activated, the sign face is blank.

### **Bicycle Facilities**

Designers should select *bicycle facilities* that provide bicyclists with a suitable accommodation and are feasible to implement given considerations such as, but not limited to, available right-of-way, geometric constraints, construction cost, and maintenance factors.

Bicycle Facilities shall be selected in accordance with **Appendix A** and designed in accordance with the *AASHTO Guide for the Development of Bicycle Facilities*, *FHWA Bikeway Selection Guide*, and *NACTO Urban Bikeway Design Guide*.

#### *Definitions:*

*Bicycle facilities* may include paved outside shoulders, bicycle lanes, buffered bicycle lanes, separated bicycle lanes, side paths, or shared use paths. Facilities may provide service in a single direction of travel (“uni-directional”) or two directions of travel (“bi-directional”).

*Paved outside shoulder* is the portion of the roadway contiguous with the traveled way that accommodates stopped vehicles, emergency use, and conveyance of drainage. Paved shoulders are often used by bicyclists.

*Bicycle lane* or *Bike lane* is a portion of the roadway that has been designated for preferential or exclusive use by bicycles indicated by pavement markings and, if used, signs.

*Buffered bicycle lane* is a bicycle lane that is separated from the adjacent general-purpose lane or parking lane by a buffer area which may include chevron or diagonal pavement markings.

*Separated bicycle lane* is a bicycle lane that is physically separated from motor vehicle traffic by vertical elements as well as a horizontal buffer or elevation change from the street. These may also be referred to as protected bike lanes or cycle tracks. On-street parallel or angled motor vehicle parking can serve as the vertical elements. Separated bicycle lanes can be designated for one-way or two-way travel.

*Shared use path* is a bikeway physically separated from motor vehicle traffic by an open space or barrier and is either within the highway right-of-way or within an independent right-of-way. Shared use paths may also be used by pedestrians, skaters, wheelchair users, joggers, and other nonmotorized users. Shared use paths are also commonly referred to as trails, paths, or greenways.

*Side path* is a shared use path located adjacent and parallel to a roadway.

#### *Requirements:*

*Bicycle facilities* shall be provided and shall provide service for each direction of vehicular travel if any of the following apply:

- For all roadways where bicycles are legally allowed, *except* roadways that are functionally classified as local.

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- For bridges on Urban Federal-Aid Highways or on rural routes carrying more than 1,000 ADT, where bicycles are legally allowed and where the scope of work is beyond bridge cyclic maintenance or condition-driven maintenance as identified in the *AASHTO Guide to Bridge Preservation*, Appendix A. Examples of scope of work are as follows:
  - Deck replacement
  - Superstructure Replacement
  - Full replacement

A paved outside shoulder or bicycle lane shall not be used as a *bicycle facility* if any of the following apply:

- For all roadways with a posted speed equal to or greater than 40 miles per hour.
- For all roadways with a traffic volume equal to or greater than 18,000 vehicles per day.

The minimum widths for various bicycle facilities are provided in **Exhibit 4**.

**Exhibit 4**  
**Minimum widths for Various Bicycle Facilities**

Bicycle Facility	Minimum Width (feet)
Paved Outside Shoulder	5
Bicycle Lane	5
Buffered Bicycle Lane *	5
Separated Bicycle Lane (one-way) *	5 <sup>1</sup>
Separated Bicycle Lane (two-way) *	8 <sup>2</sup>
Shared Use Path	10
Side path	10

\*Minimum width excludes buffer area (minimum buffer width = 2')

<sup>1</sup>A minimum width of 6' is required where the bicycle lane is constrained on both sides by curbs or other vertical barriers.

<sup>2</sup>A minimum width of 10' is required where the bicycle lane is constrained on both sides by curbs or other vertical barriers.

**Transit Provisions**

Transit Provisions shall be designed in accordance with Chapter 15 of the *CTDOT Highway Design Manual* and the *AASHTO Guide for Geometric Design of Transit Facilities on Highways and Streets*.

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*Definitions:*

For the purposes of this criterion, a *transit route* is any fixed-route service operated under contract with CTDOT or by a Transit District.

For the purposes of this criterion, a *transit stop* is any officially designated location used for the boarding or alighting of passengers on a *transit route*.

For the purposes of this criterion, *service area* is defined as 1/4<sup>th</sup> (quarter) mile from local fixed-route service and 2.5 miles from commuter bus fixed-route service stops (Park and Ride Lots) and rail stations.

*Requirements:*

For all projects that are located within the *service area* of an existing or proposed transit route (considering both railroads and bus service) and containing facilities where pedestrians or bicyclists are legally allowed, the Designer shall coordinate with the Bureau of Public Transportation's Offices of Transit and Ridesharing and Rails, submit a set of 30 percent Design plans for their review and/or invite them to any planning or scoping meetings, as required.

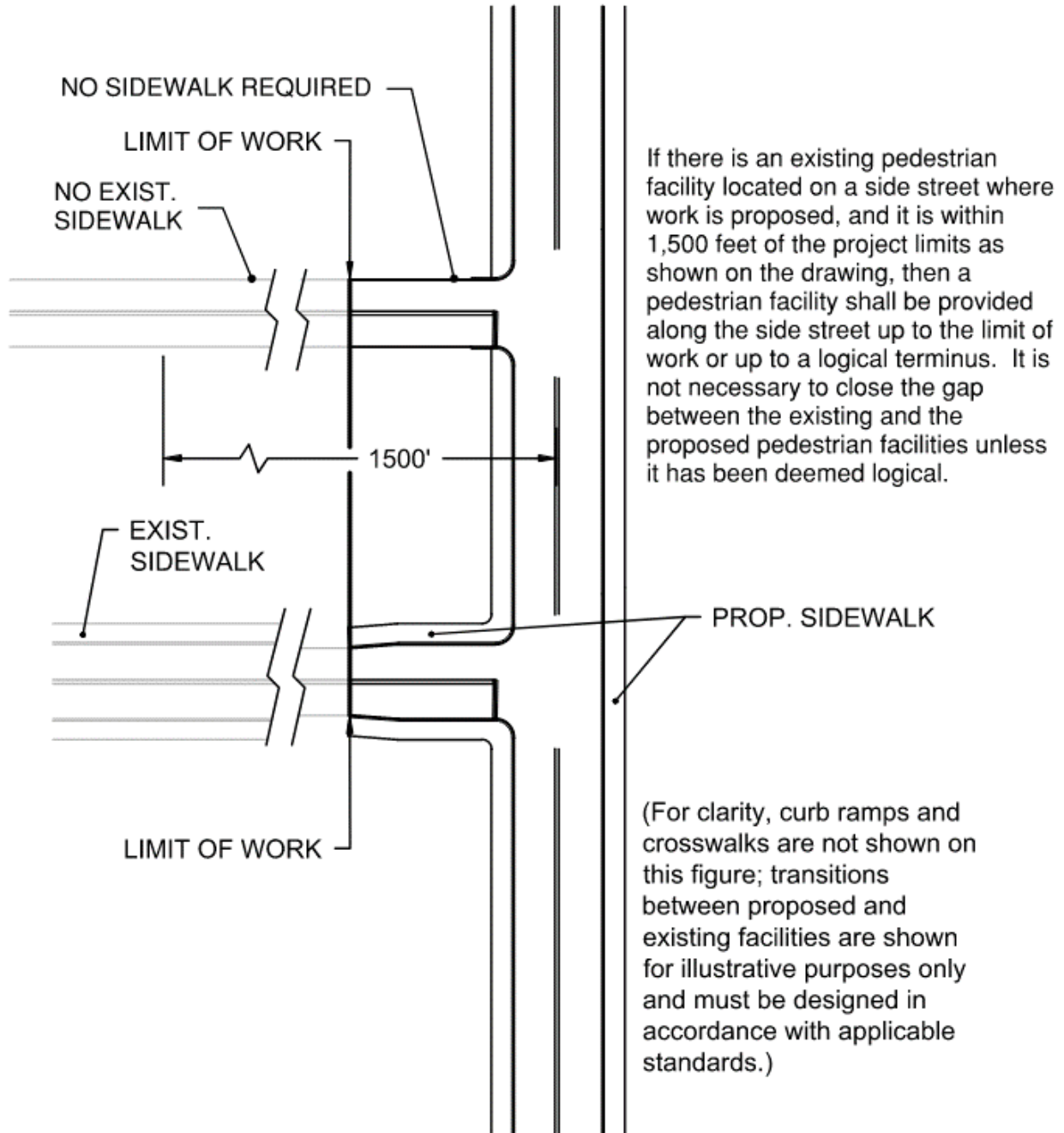
Accessible pedestrian access shall be provided between both sides of a roadway within 400 feet of existing or proposed *transit stops*.

A shelter or bench shall be provided at all *transit stops* with high levels of boarding per day or low levels of frequency of service. The Designer shall coordinate with the Bureau of Public Transportation's Office of Transit and Ridesharing for guidance and/or recommendation.

Illumination shall be provided at all *transit stops*.

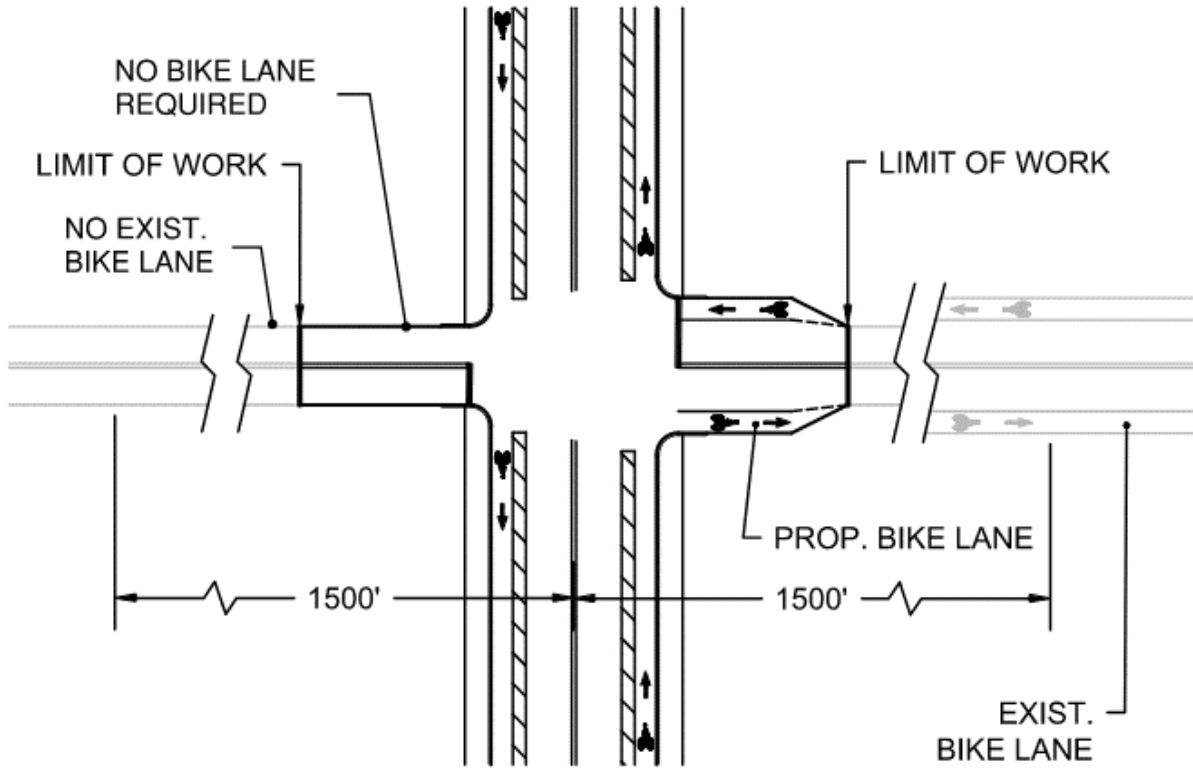
Existing transit stops within the project limits shall comply with ADA requirements in accordance with Chapter 15 of the *Highway Design Manual* and the *Guide Sheets for Bus Stop Enhancements*.

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**Figure 1**

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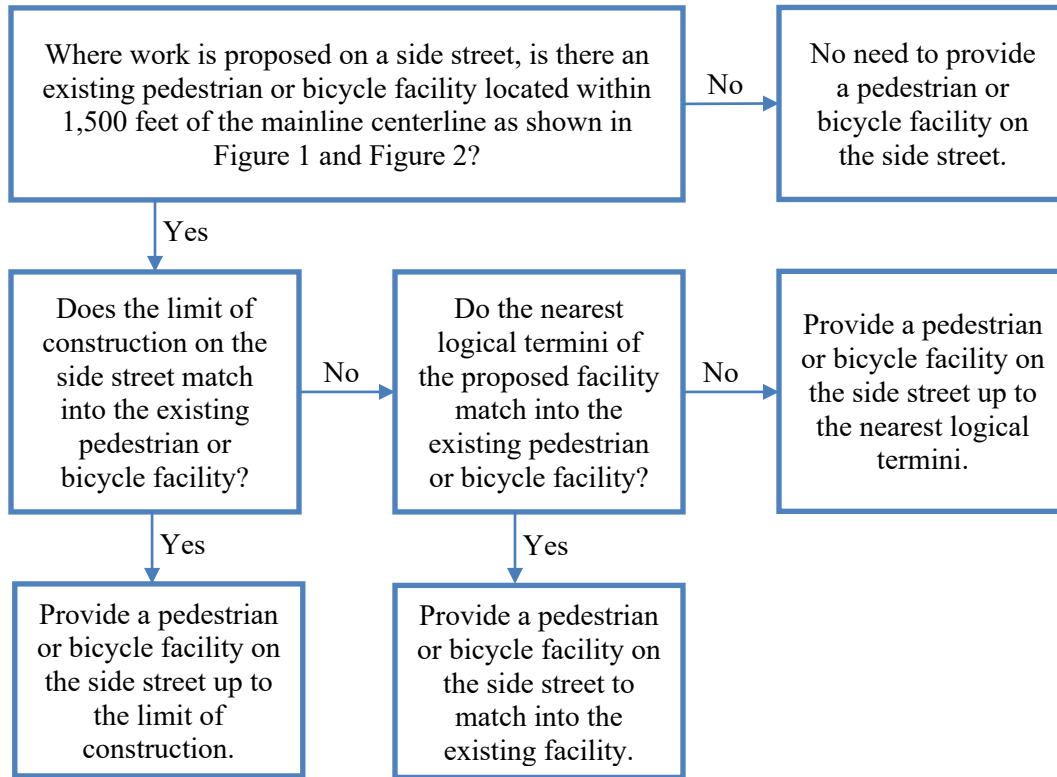


If there is an existing bicycle facility located on a side street where work is proposed, and it is within 1,500 feet of the project limits as shown above, then a bicycle facility shall be provided along the side street up to the limit of work. It is not necessary to close the gap between the existing and the proposed bicycle facilities unless it has been deemed logical.

(For clarity, transitions between proposed and existing facilities are shown for illustrative purposes only and must be designed in accordance with applicable standards.)

**Figure 2**

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**Limits of Pedestrian and Bicycle Facilities on Side Streets**  
**Figure 3**