



COMMONWEALTH OF KENTUCKY  
TRANSPORTATION CABINET  
transportation.ky.gov

Andy Beshear  
GOVERNOR

Jim Gray  
SECRETARY

OFFICE OF THE SECRETARY  
OFFICIAL ORDER

112974

**SUBJECT:** *Complete Streets, Roads, and Highways Policy*

This policy has been prepared to provide information and guidance to personnel of the Kentucky Transportation Cabinet (KYTC) and its partners. KYTC shall include appropriate facilities to meet the need of all users of the transportation system as the Cabinet plans, builds, rehabilitates, reconstructs, and maintains state jurisdiction streets, roads, and highways. The main objective is to design and build facilities that safely and comfortably accommodate all users, including motorists, cyclists, pedestrians, transit, and freight, benefitting people of all ages and abilities, as well as promoting Americans with Disabilities Act (ADA) acceptable provisions.

The policies and procedures set forth herein are hereby approved and declared effective unless officially changed.

All previous instructions, written and oral, relative or in conflict with this policy are hereby superseded.

Signed and approved this \_\_\_\_\_ day of 9/7/2022, 2022.

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Jim Gray  
Secretary

Approved as to Form & Legality

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## **Kentucky Complete Streets, Roads, and Highways Policy 2022**

### **Purpose**

The Kentucky Transportation Cabinet (KYTC) shall include appropriate facilities to meet the needs of all users of the transportation system as the Cabinet plans, builds, and reconstructs, and state jurisdiction streets, roads, and highways. As the Cabinet undertakes projects for rehabilitation and preservation of the existing transportation network it should consider the retrofit of appropriate facilities which can be accomplished within the project scope. The KYTC Complete Streets, Roads, and Highways Manual (CSRHM) builds upon multiple efforts and promotes an integrated multimodal transportation system and sustains land use developments. The main objective of Complete Streets is to design, build and operate facilities that safely and comfortably accommodate all users of the roadways benefiting people of all ages and abilities, as well as complying with Americans with Disabilities Act (ADA) acceptable provisions. Complete Streets users on Kentucky streets, roads, and highways include, but are not limited to motorists, bicyclists, pedestrians, transit, and freight.

### **Goals**

Complete Streets benefit everyone using the transportation network, serving to protect vulnerable roadway users and provide equitable transportation options in underinvested and underserved communities. Most importantly, embracing Complete Streets concepts creates a balanced transportation system by providing safe, accessible, and efficient connections between destinations while bolstering economic growth and stability.

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

KYTC and its District Offices shall partner with Metropolitan Planning Organizations (MPOs), Area Development Districts (ADDs), transit agencies, local municipalities, the Federal Highway Administration (FHWA), the Federal Transit Administration (FTA), local elected officials, and stakeholders:

- Identify opportunities to promote and provide safe, convenient access and travel for all users of the transportation network while reducing crash rates and the severity of crashes.
- Improve mobility and accessibility of all individuals, including those with disabilities in accordance with the ADA.
- Safely integrate intermodal connections across the transportation network to maximize the efficient use of existing transportation facilities.
- Support mode shift to non-motorized transportation and transit in appropriate situations.
- Ensure early coordination during project scoping to identify and document potential actions or strategies to address impact of rehabilitation, reconstruction or new construction projects

to bicyclists, pedestrians, and transit riders of all ages and abilities.

- Offer internal and external training opportunities and other resource tools in the areas of planning, engineering, environmental services, education, encouragement, and evaluation to the state legislature, local elected officials, stakeholders, and local citizens.

### **Determining Project Merit and Feasibility**

This policy requires KYTC to establish a process to consider and document the needs of all users of all abilities during the planning and project development of street, road, and highway improvements. In this process KYTC and its project partners determine whether accommodations are warranted and feasible. KYTC shall consider the needs of all current and anticipated users of all abilities, and whether the benefit/cost of the project improvements justify the added social and financial expense.

In making the determination KYTC and its project partners shall exercise professional judgment and may rely upon any technical resources to be deemed useful and appropriate including Cabinet policies, legal requirements, and engineering standards and guidance. KYTC will evaluate recommendations from the local community, regional planning organizations, state planning staff, and information provided by the KYTC Bicycle and Pedestrian Coordinator.

KYTC and its project partners will consider relevant factors of the facility including, but not limited to:

- Safety,
- Mobility,
- American with Disabilities Act (ADA) requirements,
- Public input,
- Functional classification,
- Traffic volume and posted speed,
- Existing right-of-way,
- Context and setting,
- Equity,
- Existing and adjacent uses,
- Potential and likely future users,
- Associated cost of proposed alternatives,
- Environmental impacts,
- Local recommendations and municipal policies and
- Regulations affecting transportation and land use.

Specific accommodations may not be warranted or feasible in each project, such as but not limited to, where:

- Pedestrians or bicyclists are prohibited
- Current and future needs are not warranted due to low use, low population density in the vicinity of the project, or limited public support

- Engineering, financial, or environmental constraints exist
- Substantial public opposition exists
- Insufficient local financial commitment
- Facility maintenance for the required period does not exist

Project merit and feasibility shall be determined on a case-by-case basis and must be documented by the Project Manager and approved through the Complete Streets Review Process.

### **Design Considerations**

Complete Streets are designed and operated to enable safe access for all users. A set formula for a complete street does not exist, but typically some the following elements are included:

- Sidewalks & crosswalks
- Bicycle or shared lanes
- Rural Shouldering
- Refuge medians
- Bus Pullouts
- Raised crosswalks
- Audible pedestrian signals
- Pedestrian countdown signals
- Sidewalk bump-outs
- Curb extensions
- Bus priority lanes
- Bus priority signals
- Transit accommodations
- Roadway Reconfigurations
- Access management
- Roundabout intersections
- Traffic calming strategies
- On-street parking
- Target speed
- Land use

Planners, engineers, and designers must be careful not to sacrifice user safety in project development.

### **Implementation Strategies**

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

- The implementation of Complete Streets will occur in phases. For new Design starts in 2022, application of the Complete Streets policy is required. Projects which already have environmental clearance or are further in the development process will go through the Complete Streets Review Process to review elements and determine potential viable implementation strategies. Implementation for other project types (such as preservation or resurfacing projects) let to construction will begin no later than February 2023.
- Provide broad general guidelines for consideration of Complete Streets as part of the Cabinet's Performance Based Flexible Solutions (PBFS) process.
- "One size fits all" design or designs based on functional roadway classification do not work. Complete Streets design should be based on context and need and requires a flexible design process. KYTC shall ensure improvements comply with Title VI/Environmental Justice, ADA requirements, and complement the context of the

surrounding community.

- Facilities shall be planned, designed, constructed, and maintained in accordance with current applicable laws and regulations, using best practices and guidance available from the following, but not limited to: KYTC American Association of State Highway and Transportation Officials (AASHTO), Institute of Transportation Engineers (ITE), FHWA, the Americans with Disabilities Act Access Board, and National Association of City Transportation Officials (NACTO).
- Certain situations (low volume, rural, or low speed roadways) may require vehicles, bicycles, and pedestrians to share the travel lane and is considered a reasonable integration of user needs.

### **Exceptions to Implementation to Complete Streets**

All exceptions to the Implementation of Complete Streets will be documented, assessed, and approved through the Complete Streets Review Process.

### **Operations and Maintenance Considerations**

- Designers will work with maintenance staff during development to ensure that maintenance is reasonable and balanced with functionality.
- Recommendations should include applications for new as well as rehabilitation projects using accepted design standards specific to area need.
- Documentation should include level of maintenance needed by mode (examples: sweeping, snow removal, mowing, and signage), identify required funding and potential funding sources, roles for operations and maintenance of the completed facility, and accompanying legal agreements.
- Traffic calming elements and public amenities such as landscaping, trees, bike racks, etc. beyond standard design amenities should be considered if appropriate, can safely be included, and local/specialized funding sources are available and/or maintenance agreements have been signed. Elements and amenities considered must be approved through existing KYTC processes and guidelines where applicable.

### **Future Considerations**

- Local and/or regional governments are encouraged to adopt their own Complete Streets policies, consistent with local/regional policy, and federal and state design standards.
- KYTC should periodically review and revise information in the KYTC Highway Design Guidance Manual and Standard Drawings based upon state of the practice. In 2022, KYTC will develop, publish and implement a Complete Streets Review Process.
- Consideration of Complete Streets concepts in a project shall be included in the scoping phase of the project.
- KYTC will serve as a resource to assist local agencies in developing their own Complete Streets Policies.
- New construction and rehabilitation project design should include accommodation for all users and be sensitive to the context of the setting of the project. It is important to note Complete Streets may look different for every project and facility type.

- In 2022, KYTC will establish and implement a procedure to evaluate resurfacing projects for Complete Streets inclusion according to project length, local support, environmental constraints, right-of-way limitations, funding resources, and bicycle and/or pedestrian compatibility.
- A systems approach should be used in developing roadway projects, especially to ensure coordination and connectivity between contiguous jurisdictions.
- If another project is planned or in development nearby, project coordination should occur to ensure consistency in the facilities serving the corridor.
- If the project serves a destination point, (e.g., school, recreational facility, shopping center, hospital, office complex, etc.) an opportunity for access to the project facilities should be extended.
- Each local agency should update their design standards on a periodic basis and provide staff training.
- Future long-term transportation facility improvements shall not be precluded if demand for biking and walking facilities warrants investment.
- The Cabinet shall provide training regarding the policy, as well as subsequent revisions to the KYTC Highway Design Guidance Manual and KYTC Planning Guidance Manual to comply with this Policy.

**POLICY & GUIDELINE ADOPTION**

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

DocuSigned by:



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Jim Gray  
Transportation Secretary

Date: 9/7/2022

## GLOSSARY

**ADA:** Americans with Disabilities Act

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

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

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

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

**Bicyclists:** Those that ride bicycles.

**Buffered Bicycle Lanes:** Buffered bicycle lanes utilize a designated buffer space separating the bicycle lane from the adjacent motor vehicle travel lane and/or parking lane.

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

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

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

**Micromobility:** Micromobility encompasses a variety of human-powered and small electric vehicles. These vehicles are relatively lightweight when compared to mopeds, motorcycles, and large, motorized scooters and typically operate at much lower speeds.

**Motor Vehicle:** Motor vehicles include more than just personal vehicles. They encompass freight, delivery services such as trash pick-up, and more. In some circumstances, transit vehicles may also be considered a motor vehicle.

**Pedestrian:** Any person afoot, in a wheelchair, or using other navigational aids.

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

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

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

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

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

**Separated Bicycle Lanes:** Separated bicycle lanes, also referred to as cycle tracks or protected lanes, include bicycle lanes, a buffer area, and some type of vertical feature that reduces the likelihood of encroachment into the bicycle lane by motor vehicles, increasing user comfort and safety.

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

**Shared Streets:** Shared streets accommodate a variety of users mixing on the street, including any combination of pedestrians, motor vehicles, bicyclists, and other micromobility vehicles.

Shared streets are applicable on low-volume, low-speed commercial and residential streets or frontage roads.

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

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

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

**Sidepaths:** Sidepaths are shared-use paths that are adjacent to the street, road, or highway. The term sidepath may be interchangeable with shared-use path, and this Policy will refer to sidepaths as shared-use paths.

**Transit:** Transit includes a variety of vehicle types and service models from large urban buses, light rail, small rural transit buses, and paratransit vans picking up at designated park-and-ride locations, transit stops, or individual homes.

**Urban Section:** A cross-section of roadway that includes curb and gutter, provides an underground storm water system, and typically contains sidewalks.