

	<b>DEPARTMENT OF TRANSPORTATION POLICY/PROCEDURE</b>		Policy No. 703 Supersedes: 703 Dated: 12-03-2009
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<b>Complete Streets</b>	Effective Date: 11/26/2024	Commissioner: <i>Frank K. O'Leary</i> Sponsor Approval: Assistant Commissioner Statewide Planning, Safety and Capital Investment <i>[Signature]</i> Contact Telephone #: (609) 963-2255	

## I. PURPOSE AND SCOPE

This policy provides for the New Jersey Department of Transportation's ("NJDOT" or "the Department") integration of Complete Streets into the planning, design, construction, maintenance, and operation of all new, rehabilitated, and retrofitted transportation facilities, public highways, and public transportation projects funded or administered under the NJDOT Capital Program, to provide safe and equitable access for all users.

This policy and the associated Comprehensive Solutions Handbook and checklists are intended to apply only to NJDOT Capital Program projects. The policy is not applicable to Local System Support projects.

## II. DEFINITIONS

Complete Streets – streets that are designed to be safe and feel safe for all roadway users, supported by policies and implementation strategies across all transportation projects and public agencies, to provide safe, connected, and equitable transportation networks.

Complete Streets Checklist – a document intended to guide the selection of Complete Streets solutions that adhere to the Department's project delivery process and is used by project managers to record existing roadway conditions, Complete Streets Policy considerations and exemptions, as applicable.

Complete Streets Comprehensive Solutions Approach – an approach that considers a wide range of Complete Streets solutions (Type A, Type B, Type C) for all user types and follows a standardized process that ensures thorough consideration of Complete Streets solutions at the earliest stages of the project delivery process.

Constraint – a limitation to implement a preferred "Type" of Complete Streets Comprehensive Solution that is based on the criteria listed within the Major Constraints and Moderate Constraints.

Constraint Criteria Determination – the use of criteria listed within the Major Constraints and Moderate Constraints to make a decision on the feasibility of including Complete Streets Comprehensive solutions of Type A, Type B, or Type C by the project manager or job manager.

Department Head – a director, manager, and/or equivalent title.

Exemption – project will not be implementing Complete Streets solutions.

Full Scope Project – an NJDOT project that aligns with Federal Highway Administration regulations and follows a standardized project delivery process that consists of the following five phases: Problem Screening, Concept Development, Preliminary Engineering, Final Design, and Construction. A Full Scope Project considers Complete Streets at the earliest stages of the

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Concept Development phase.

Limited Scope Project – an NJDOT project that is intended to extend the functional and structural life of the Department’s assets by addressing deficiencies and follows a standardized project delivery process that consists of the following four phases: Problem Screening, Concept Development, Final Design, and Construction. A Limited Scope Project considers Complete Streets at the earliest stages of the Concept Development phase.

Major Constraint – a limitation to implement a preferred “Type A” of Complete Streets Comprehensive Solution that is based on the criteria listed within the Major Constraints.

Moderate Constraint – a limitation to implement a preferred “Type B” of Complete Streets Comprehensive Solution that is based on the criteria listed within the Moderate Constraints.

Type A Complete Streets Comprehensive Solutions – high effort solutions that are typically suited for full scope projects and involve new construction or significant reconstruction which can include right-of-way acquisition, environmental permitting, and utility work. Type A solutions can be applicable to Limited Scope projects in cases where constraints are limited.

Examples include sidewalks, curb extensions, median refuge islands, protected bicycle lanes, multi-use paths and curb cuts.

Type B Complete Streets Comprehensive Solutions – medium effort solutions which are typically suited for limited scope projects but may also involve full scope projects and maintain the existing footprint and involve minor utility work and no right-of-way acquisition or accelerated right-of-way acquisition.

Examples include pedestrian-scale lighting, dedicated pedestrian signal phases, pedestrian detection, lead pedestrian intervals, bicycle lanes, and improved shoulders.

Type C Complete Streets Comprehensive Solutions – solutions that are suited for simple fix type projects, preventative maintenance projects, limited scope checklist-only projects, limited scope projects, and full scope projects; have minimal effect on project schedule or cost; and are primarily limited to striping, pavement markings and signage.

Examples include striped crosswalks, high visibility crosswalks, sharrows, pedestrian signage and wayfinding, and painted conflict areas.

### III. RESPONSIBILITY

- The Bureau of Safety, Bicycle, and Pedestrian Programs (BSBPP) under the Director of Highway Safety and the Assistant Commissioner of Statewide Planning, Safety and Capital Investment is responsible for maintaining this policy.
- The project manager or job manager for the project is responsible for ensuring this policy is incorporated into the project development process, the selection of the “Type” of Complete Streets Comprehensive Solution, and for providing documentation including justification for all policy exemptions to respective Department heads for approval and subsequently to the Assistant Commissioner if an agreement cannot be reached.
- Department heads are responsible for policy compliance.
- The Assistant Commissioner responsible for the project is responsible for submitting a request, with supporting documentation, for exemption and constraint criteria determination to the Assistant Commissioner of Statewide Planning, Safety and Capital Investment when an

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agreement cannot be reached on a proposed exemption and constraint criteria determination.

- BSBPP is responsible for establishing Complete Streets performance measures and for tracking Complete Streets implementation progress with input from the project manager and other NJDOT units as needed.

**IV. POLICY AND PROCEDURES**

Policy

The Department will implement this updated Complete Streets Policy to all NJDOT projects funded or administered under the NJDOT Capital Program. All projects will account for the safety, mobility, and access of all roadway users, of all ages and abilities, including the most vulnerable and underserved. This vision will be realized by planning, designing, constructing, and operating a comprehensive, integrated, connected multi-modal transportation network, based on local context.

The Department continues to strongly encourage the adoption of similar Complete Streets policies by regional and local jurisdictions who apply for funding through NJDOT Local Aid programs.

The Department, when feasible, will implement a Complete Streets policy that will:

- Improve the safety of pedestrians, bicyclists, children, individuals with disabilities, older citizens, motorists, non-drivers, transit users, freight delivery personnel, and those who are mobility-challenged, as well as those that cannot afford a car or choose to live car-free.
- Provide safe access to all users, including bicyclists, pedestrians, transit riders, individuals with mobility impairments, and persons diagnosed with autism spectrum disorder and persons with intellectual and developmental disabilities.
- Consider and develop universal design elements and infrastructure improvement projects that promote the ability of persons diagnosed with autism spectrum disorder and persons with intellectual and developmental disabilities to travel independently.
- Create a safe, comprehensive, integrated, connected multi-modal network by providing accommodations for walking and bicycling to trip generators such as employment centers, educational facilities, residential neighborhoods, parks and recreational areas, retail centers, transit services and other public facilities. Emphasis should be placed on historically disadvantaged and underserved communities. Jurisdictional coordination between the Department, other roadway jurisdictions, and adjacent property owners must be considered.
- Promote health, physical activity, well-being and the connectivity of people and places.
- Create more livable, equitable, sustainable, and economically viable communities.
- Improve air quality and public health, and reduce reliance on carbon fuels, thereby reducing greenhouse gas emissions and enhancing community resiliency.
- Ensure that, as long-term investments, transportation facilities serve existing and future land use demand for safe and accessible biking, walking, transit, and freight facilities that comply with Title VI, The Americans with Disabilities Act (ADA), and Environmental Justice requirements and shall consider a community's Complete Streets Policy and Municipal Master Plan, as well as complement the context of the surrounding area.

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Procedure

The project manager, job manager or Designer for the project shall:

1. Complete checklists which comply with Complete Streets design measures including, but not limited to, accessible sidewalks (on bridge structures as well as roadways), ADA compliant curb ramps, crosswalks, pedestrian countdown signals, median refuges, pedestrian-scale lighting, bike lanes, and multi-use paths, as well as transit and freight amenities such as bus stops, bus turnouts, and mountable truck aprons. Accommodations shall be included in each project, unless supporting documentation for an exemption or constraint criteria determination is provided.
2. Address the need for bicyclists and pedestrians to cross corridors as well as travel along them. Even where bicyclists and pedestrians may not commonly travel along a travel corridor that is being improved or constructed, they will likely need to be able to cross that corridor safely and conveniently to achieve network connectivity. Therefore, intersections, interchanges, and bridges shall accommodate bicyclists and pedestrians in a manner that is safe, accessible, and convenient.
3. Make provisions for pedestrians and bicyclists when closing roads, bridges, or sidewalks for construction projects as outlined in NJDOT Policy #705 – Accommodating Pedestrians and Bicycle Traffic during Construction.
4. Ensure that Complete Streets facilities are designed using the most recent editions of available references including, but not limited to the New Jersey Roadway Design Manual, the American Association of State Highway and Transportation Officials' (AASHTO) Guide for the Development of Bicycle Facilities, the AASHTO Guide for the Planning, Design and Operation of Pedestrian Facilities, the Manual on Uniform Traffic Control Devices (MUTCD), New Jersey Complete Streets Design Guide, NJDOT Complete Streets Implementation Guide - Comprehensive Solutions Handbook (CS Handbook), Federal Highway Administration (FHWA) Pedestrian Safety Guide and Countermeasure Selection System (PEDSAFE), and FHWA Bicycle Safety Guide and Countermeasure Selection System (BIKESAFE).
5. Incorporate design elements and universal design concepts in the planning, design, construction, maintenance and operations of all new and retrofitted transportation facilities to promote independent travel and advance the mobility options for individuals with mobility impairments.

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Exemption and Constraint Criteria

Complete Streets Comprehensive Solutions (“Solution(s)”) are categorized as Type A, Type B, or Type C solutions, and considered on projects accommodating all user types. The application of Complete Streets solutions, exemptions, and constraint criteria determinations must be evaluated during the project development process and documented in the selection of the project’s preliminary preferred alternative (PPA). For limited scope pavement preservation projects, Complete Streets considerations will be limited to Type C solutions.

Constraints are not exemptions from considering all “Types” of Complete Streets Comprehensive Solutions. A constraint in applying one “Type” of Complete Streets Comprehensive Solution leads to the consideration of other “Types” of Complete Streets Comprehensive Solutions available in the tiered Complete Streets Comprehensive Solutions approach.

Projects **may** be fully exempt from Complete Streets consideration **only** where non-motorized users are prohibited on the roadway, not including ramp connections with minor roadways where non-motorized users may be permitted.

Projects may be considered for exemption if the project addresses improvements beyond the roadway where the potential for pedestrian and bicycle travel does not exist and where future pedestrian or bicycle facilities will not be affected. Projects eligible for exemption include sign structure installation, concrete pavement repair, rockfall mitigation, culvert lining and outfalls, bridge substructures, scour mitigation, guiderail replacement, and horizontal curve signage.

**Major Constraints:**

A specific Type A Solution **may** be considered for omission if it is subject to any of the following major constraints:

- Scarcity of population, travel, and attractors, both existing and future, indicates an absence of need for such design measures and is supported by applicable data for applicable peak periods.
- Detrimental environmental, right of way, or socio-economic impacts outweigh the need for implementation of Complete Streets solutions.
- The safety of the public or the construction contract award date is determined to be significantly compromised by the inclusion of specific Complete Streets Comprehensive Solutions. An example would be a need for emergency repairs.

**Moderate Constraints:**

A Type B solution **may** be considered for omission if it is subject to any of the following moderate constraints:

- Detrimental environmental, utility impacts, right of way, or socio-economic impacts outweigh the need for implementation of Complete Streets solutions.
- The safety of the public or the construction contract award date is determined to be significantly compromised by the inclusion of Complete Streets solutions. An example would be the loss of the scheduled construction season for time-sensitive Limited Scope system preservation projects.

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**V. AUTHORITY**

N.J.S.A. 27:1B-21.39  
N.J.S.A. 27:1A-5

**VI. RELATED POLICIES**

Policy #705 – Accommodating Pedestrians and Bicycle Traffic During Construction.

**VII. ADDITIONAL RESOURCES**

- New Jersey Roadway Design Manual
- American Association of State Highway and Transportation Officials' (AASHTO) Guide for the Development of Bicycle Facilities
- AASHTO Guide for the Planning, Design and Operation of Pedestrian Facilities
- Manual on Uniform Traffic Control Devices
- New Jersey Complete Streets Design Guide
- NJDOT Complete Streets Implementation Guide - Comprehensive Solutions Handbook (CS Handbook)
- Federal Highway Administration (FHWA) Pedestrian Safety Guide and Countermeasure Selection System (PEDSAFE)
- FHWA Bicycle Safety Guide and Countermeasure Selection System (BIKESAFE)