The Road Forward for East Baton Rouge Parish

A COMPLETE STREETS VISION & POLICY STATEMENT 2014
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Introduction

In cities and towns across the United States, forward-thinking transportation planners and policy makers are transforming their communities with a simple shift in design focus: **complete the street by considering all potential users.** This simple shift in focus, this slight broadening of scope, has almost unlimited capacity for improving the livability of a community. When all possible users are considered, streets are safe for children to walk to school, parents can bike and walk to neighborhood parks and neighbors of all ages and physical ability can safely navigate sidewalks, public transit, bike lanes, and roadways as they make their way around the community.

**This concept is Complete Streets.** It is an old concept made new again as cities and towns turn their attention and resources to making their communities more accessible places, beginning with the most basic of public spaces—our streets and roadways.

Complete Streets is a profound policy change from how designers and engineers typically approach the public roads in their communities. Adoption of a Complete Streets policy does far more than just accommodate additional users of a road or street. When transportation planners broaden their design focus to include all potential users of the road, they begin to view streets as places. **Adoption of a Complete Streets policy is an acknowledgment that the role of streets is to build communities,** not simply to move cars. In this manner, transportation policies become another tool for Baton Rouge to create place and destination—to make our City and Parish more livable. This Complete Streets Policy Statement is a blueprint for the work ahead.
Chapter 1: Background

What are Complete Streets?

Complete Streets are designed with consideration for users of all ages and physical ability, and they allow for multiple modes of transportation. Pedestrians, bicyclists, motorists and public transportation users are able to safely move along and across a complete street. Complete Streets make it easy to cross the street, walk to shops, or bicycle to work. They allow buses to run on time and make it safe for people to walk to and from all transit stops.

A commitment to the Complete Streets concept does not mean all modes for all roads. Rather, each street design is unique and responds to the needs of the community and destinations surrounding it.

Sidewalks, bike lanes, crosswalks, medians, curb extensions, bus shelters, transit accessibility and landscaping are a few of the hallmarks of Complete Streets. These and other design elements can be implemented in a variety of combinations to develop a truly balanced transportation system. Complete Streets is not about taking space away from automobiles—it is about providing equal access to roads and streets for all users, and creating neighborhoods that are safer and more inclusive.

SIMPLY PUT, COMPLETE STREETS ARE STREETS FOR EVERYONE
What is a Complete Streets Policy?

A Complete Streets Policy is a formal statement of a community’s intent to plan, design, improve, and maintain streets so they are safe for all users. Complete Streets policies direct transportation planners and engineers to consistently design and construct the right-of-way to accommodate all anticipated users.

The aim of this Complete Streets Policy Statement is to improve the quality of life in Baton Rouge by creating streets that are both great public spaces and sustainable transportation networks. This Policy Statement is a blueprint for integrating Complete Streets design practices into the routine development of streets and roadways. After formal adoption, City-Parish departments and agencies will use this Policy Statement to devise road and street design manuals based on Complete Streets concepts.

Complete Streets policies are being adopted at a record pace. Across the country, over 500 regional and local jurisdictions had adopted a Complete Streets policy. Currently, 27 states—including Louisiana—along with the District of Columbia and Puerto Rico, have adopted Complete Streets policies at the state level. In 2011, New Orleans became the first city in Louisiana to adopt a Complete Streets policy.

Complete Streets is Endorsed by the FUTUREBR Plan

With the adoption of the FUTUREBR Plan in September 2011, the East Baton Rouge Metropolitan Council endorsed the adoption of Complete Streets policies for the City-Parish. The Strategic Implementation Plan (October, 2011) directed that the City:

• Adopt Complete Streets cross-section standards.
• Promote Complete Streets cross-section revisions when corridor reconstruction occurs.
• Work in partnership with DOTD to leverage corridors and funding mechanisms that would be of mutual benefit to Complete Streets applications.
• Establish and fund a Great Streets Program for Complete Streets projects on existing and new streets.
• Develop and adopt a Complete Streets Design Manual to guide public and private improvements in both new street construction and retrofits.

At their public meeting in April, 2013, the FUTUREBR Implementation Team (FIT) presented their recommendationsto Mayor Holden for 2013. The adoption of a Complete Streets Policy for the Parish by the end of 2013 was included as one of their priority recommendations, as called for in the FUTUREBR Comprehensive Plan.
Vision of Complete Streets in East Baton Rouge Parish

In May 2013, Mayor Holden created a committee to craft a Complete Streets Policy Statement for East Baton Rouge Parish. During the work of the Complete Streets Draft Committee, concerns about impediments to a Complete Streets policy were identified, including issues related to cost, maintenance and liability.

After extensive research and many comprehensive discussions, we find that not only is a Complete Streets policy feasible in the Parish, but if implemented properly, it will alleviate these concerns.

It is this committee’s view that drafting and adopting a Complete Streets Policy Statement in East Baton Rouge Parish will accomplish the following:

• **Improve travel times on Parish roadways** by increasing transportation options and increasing road connectivity.

• **Improve mobility for all users, including drivers and bicyclists**, with special attention paid to the needs of non-drivers, youth, older citizens and the mobility challenged.

• **Improve safety for drivers as well as people walking and bicycling** to their destinations, thereby providing alternative options to safely get around the Parish.

• **Improve access to public transportation** by making it safer, easier, and more attractive for all users, including older residents and those with disabilities.

• **Improve and provide additional safe routes** for children heading to school and learning institutions.

• **Improve access to employment and educational opportunities** in all neighborhoods.
Chapter 2: Anticipated Outcomes

Benefits of Adopting a Complete Streets Policy

Complete Streets offer many benefits, both tangible and intangible. Although each community is unique and seeks to address problems specific to that locale, with over 500 Complete Streets policies on record to date, practice has proven that there are many common benefits that can be anticipated from adopting a Complete Streets policy.

Complete Streets Can Improve the Local Economy

Making it easier for residents and visitors to take transit, walk, or bike to their destinations can help stimulate the local economy by increasing foot traffic for local businesses and offering individuals and families low-cost transportation alternatives.

The total savings from biking, walking, or taking transit instead of driving are well documented. For example, people living in Dallas can save an average of $9,086 this year by switching from driving to taking transit. Nationally, the average is a monthly savings of $816.1 This “green dividend” means that residents can spend that money in other ways—such as housing, restaurants, and entertainment—that keep money circulating in the local economy.

Complete Streets Spur Private Investment

The investment that communities make in implementing Complete Streets policies can stimulate far greater private investment, especially in retail districts and downtowns where pedestrians and cyclists feel unwelcome.

For example, in Washington, D.C., design improvements along a three-quarter mile corridor in Barracks Row, including new patterned sidewalks...
and traffic signals, helped attract 44 new businesses and 200 new jobs, along with increases in sales and foot traffic for area businesses. As part of a downtown revitalization effort, Lancaster, California added pedestrian safety features including a pedestrian-only plaza, wider sidewalks, landscaping, and traffic calming. The project spurred $125 million in private investment, a 26 percent increase in sales tax revenue and 800 new jobs. And in Mountain View, California, a redesign of the street for pedestrians and the addition of sidewalk cafes were followed by private investment of $150 million, including residential, retail and offices, resulting in a vibrant downtown destination.

Complete Streets Make Sound Fiscal Sense for Families and Individuals

Transportation is the second largest expense for American households, costing more than food, clothing, or health care. Americans spend an average of 18 cents of every dollar on transportation, with nearly 98 percent of that money going toward the purchase, operation, and maintenance of automobiles. This high cost is unavoidable for those living in areas that lack sidewalks, bike lanes, and convenient public transit. Complete streets boost the economy by raising property values, including residential properties, because homeowners are willing to pay more to live in walkable communities.

Complete Streets help families save money by offering alternative transportation options that are both safe and accessible. In fact, a two-person adult household that

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3 www.epa.gov/smartgrowth/pdf/economic_success.pdf
uses public transportation saves an average of $6,251 annually compared to a household with two cars and no public transportation accessibility.  

Complete Streets Increase Property Values

Complete Streets policies lead to networks of streets that are safe and accessible for people on foot or riding bikes, which in turn raises property values by providing equitable services through all neighborhoods. In a survey of 15 real estate markets from Jacksonville, Florida to Stockton, California a one-point increase in the walkability of a neighborhood as measured by WalkScore.com increased home values as much as $700 to $3,000. For neighborhoods in the Washington, D.C. region, becoming one step more walkable on a five-point scale added $9 per square foot to retail rents and nearly $82 per square foot to home values. This increase is amplified when walkable neighborhoods are near each other, demonstrating the value of networks of Complete Streets in a community.

The preference for walkable neighborhoods is likely to increase in coming decades, too, as today’s young college graduates flock to downtowns and close-in suburbs. The population of college-educated 25- to 34-year-olds in these walkable neighborhoods has increased by 26 percent in the last decade, creating a workforce that can further add to economic growth.

And it’s not just sidewalks: bike paths add value to neighboring properties also. One North Carolina neighborhood saw property values rise $5,000 due to a nearby bikeway, and bike paths in Delaware are expected to add $8,800 to neighboring home values. Even design elements like street trees can raise property values. Adding street trees to homes in Portland, Oregon added more than $7,000 to selling prices.

Complete Streets Improve Safety for All Users of the Road

Incomplete streets put the Parish’s citizens at risk. Over 4,000 pedestrians and bicyclists died on U.S. roads in 2011 and more than 70,000 were injured. That means, on average, one pedestrian was injured every eight minutes in traffic crashes.

In the last decade Baton Rouge experienced 163 bicycle and pedestrian fatalities, comprising 10% of overall Louisiana fatalities. In 2012 alone, Louisiana experienced 24 bicycle fatalities- the highest in the past decade. Over the last five years, the number of bicycle citizens at risk. Over 4,000 pedestrians and bicyclists died on U.S. roads in 2011 and more than 70,000 were injured. That means, on average, one pedestrian was injured every eight minutes in traffic crashes.

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6 “Complete Streets raise property values.” Smart Growth America. www.smartgrowthamerica.org/complete-streets/complete-streets-fundamentals/factsheets/economic-revitalization

years, 76 bicyclists were killed on the state’s roadways. On average, bike and pedestrian fatalities account for nearly 14% of total traffic fatalities in the state. In 2012, this percentage jumped to 20%.

Complete Streets Can Improve Public Health and Reduce Medical Costs

Louisiana has the highest rate of adult obesity in the nation, as well as high rates of heart disease and diabetes. A 2009 study estimated that Louisiana would spend $1.9 billion in 2013 on obesity-attributable health care.

Obesity takes a huge toll on a person’s health and quality of life, and leads to a host of related problems like diabetes and heart disease. That means higher health care costs and lower satisfaction.

Complete Streets provide opportunity for physical activity by incorporating features that promote regular walking, cycling, and transit use. Studies have found that when people have the opportunity to walk in their neighborhoods, they are far more likely to meet recommended activity levels than those who live in neighborhoods with incomplete streets.

Complete Streets Can Improve the Air Quality

A Complete Streets policy that results in more walking and cycling will reduce the number of automobiles on the road, which, in turn, reduces exhaust emissions. As a result, air quality in East Baton Rouge will improve and help support the Parish’s environmental policies and goals. Poor air quality in urban areas is linked to increases in asthma and other illnesses. In 2015 East Baton Rouge Parish will once again become a nonattainment area for ozone emissions. This could potentially have a drastic effect on existing roadway projects and also become a public health issue. If each resident replaced one car trip with one bike or walking trip just once a month, it would cut carbon dioxide emissions by more than 3,764 tons per year in the community.

Complete Streets Offer Solutions to Lingering Infrastructure Issues

Decades of continual urbanization have created vast, impervious concrete landscapes that challenge the environmental sustainability of the Parish.

Wide roads of impervious concrete not only contribute to the heat island effect, they also create major problems for drainage and stormwater runoff management.

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8 Louisiana Highway Safety Commission
12 Capital Region Planning Commission, www.crpc-la.org/
When stormwater runoff is simply redirected or removed as quickly as possible, there can be serious environmental consequences, such as sedimentation, bank erosion, and polluted runoff entering our water system.

Complete Streets design elements such as bioswales, planters, rain gardens, and street trees act as on-site stormwater runoff treatment systems, improving water quality and reducing soil erosion by slowing the volume and flow-rate of stormwater runoff.¹⁴

**Complete Streets Can Improve the Quality of Life for Our Citizens**

Better conditions for bicycling, walking, and transit use have intangible benefits to the quality of life in cities and towns. Complete streets increase opportunities for cafes, areas to congregate and socialize, and help create vibrant communities. More than 7% of households, or approximately 30,000 residents, in East Baton Rouge do not have access to a motor vehicle.¹⁵ Complete Streets will increase their ability to meet with friends and family, and commute to work. In fact, the number of people using non-motorized or public transit can be a good indicator of a community’s livability, a factor that has a profound impact on attracting businesses and workers as well as tourism.

**Complete Streets Create Social Capital**

Comfortable and connected streets offer alternatives to personal motor vehicles and increase opportunities for social contact with others. By providing appropriate bicycle, pedestrian, transit facilities and amenities, communities enable interaction between neighbors and other citizens that can strengthen relationships and contribute to a healthy sense of identity and place.

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¹⁴  Green Streets, Smart Growth America, accessed September 2013, www.smartgrowthamerica.org/complete-streets/implementation/factsheets/green-streets/

¹⁵  2008-2012 American Community Survey 5-Year Estimates
Chapter 3: Implementation

Adopting a Complete Streets Policy Will Change Transportation Planning

Currently, most roads and streets in East Baton Rouge Parish are designed and built with only motor vehicles in mind. For decades, planning for streets and roads has been solely focused on the speed and movement of motorized vehicles, and for decades we have experienced problems related to the streets—parents feeling that their children cannot safely walk or bike to school, older adults becoming housebound and lonely when they can no longer drive, and obesity rates rising while people have fewer places to walk. These are all reasons to change the way we make decisions about our roads and streets.

By focusing primarily on motor vehicles, it has become difficult and more dangerous for all non-motorized road users to access the streets. Yet sidewalks, bike lanes, and transit connections are often the first “amenities” to be cut during any project planning or construction.

This Complete Streets Policy ensures that transportation planners and engineers consistently plan, design, operate, and maintain the entire roadway with all users in mind—including bicyclists, public transportation vehicles and riders, and pedestrians of all ages and abilities to the greatest extent possible. Now is the time to change transportation planning in East Baton Rouge Parish.

Complete Streets Are Cost Effective

The adoption of Complete Streets may result in an increased cost for some projects when additional design elements such as bike lanes, sidewalks, and crosswalks are added into the design phase. However, jurisdictions implementing a Complete Streets policy within a
balanced and fiscally sound budget find that it adds little to no expense to their transportation budgets, and is cost effective over the long term.

The Florida Department of Transportation estimated that Complete Streets features (bicycle and pedestrian accommodations) could add from two and half to five percent of a project’s costs. However, it would be an error to consider these costs as additional or extra expenses.

Rather, when a transportation project has been designed properly, as one piece of a balanced and fiscally sound transportation system, the Complete Streets facilities are an integral and complementary part of the transportation project and should not be treated as an add-on expense.

In looking at the bigger picture, Complete Streets are more cost effective than the current alternative—streets made only for automobiles. Over the long term, Complete Streets can help save money for the Parish. Remember, Complete Streets is an investment in the overall health of the community on several different levels.

As discussed earlier, Complete Streets policies bring tangible economic benefits to the community in many ways that must also be considered when thinking about transportation funding. These added benefits and efficiencies offset the cost of adding pedestrian sidewalks, bike paths, transit amenities, eco-friendly landscaping and other Complete Streets design elements.
Funding for Complete Streets

There are several federal, state and local funding sources for Complete Streets projects. New federal regulations require approaches that include bicycling and walking in roadway designs. The design elements and facilities associated with Complete Streets may be funded from several existing sources, including bond programs, public-private partnerships and ongoing maintenance resources. Incorporating Complete Streets design elements may be accomplished by shifting resources, leveraging new sources of funding or both.

Implementing a Complete Streets Policy requires a coordinated effort between policy makers, the development community, and planning, public works and transportation staff. Steps to implement parishwide Complete Streets policies include the following:

• Adopting a Complete Streets Ordinance directing integrated Complete Streets practices into the development of public and private roadways.
• Identifying lead agencies responsible for implementation.
• Updating local policies and procedures to incorporate Complete Streets.
• Building institutional capacity through training, communication and monitoring.
• Forming partnerships to help advance the policy.
• Identifying pilot projects that build support and provide experience with the implementation process.
Chapter 4: Complete Streets Policy Statement

COMPLETE STREETS POLICY STATEMENT FOR EAST BATON ROUGE PARISH

I. Policy Statement

The City of Baton Rouge and the Parish of East Baton Rouge recognize that the full integration of all modes of travel in the design of streets and highways will help increase the capacity and efficiency of the road network, reduce traffic congestion by improving mobility options, reduce greenhouse gas emissions, and improve the general quality of life of all citizens by providing them with additional choices of transportation modes. Therefore, the City of Baton Rouge and the Parish of East Baton Rouge will plan for, design, construct, operate, and maintain appropriate transportation facilities and amenities that are safe, convenient and fully integrated into a network for all user -- automobile motorists, pedestrians of any age or ability, bicyclists, transit vehicles and riders, freight providers, emergency responders, children and the elderly -- in a balanced, responsible and equitable manner consistent with and supportive of the surrounding community.

The Department of Public Works is designated as the “lead agency” responsible for implementing the City Parish Complete Streets Policy for the Parish.

II. Scope and Applicability

The East Baton Rouge Parish Complete Streets Policy shall apply to all phases of design, development, and implementation of all transportation projects within the Parish.

This Complete Streets Policy applies to:
1. All aspects of identified roadway facilities’ construction, reconstruction, operation and maintenance, including planning, design, funding, right-of-way acquisition, engineering and construction, as well as the restriping of resurfacing projects on roadways with the capacity to accommodate multiple transportation modes.

2. Local roadway projects where the Capital Region Planning Commission has the programming authority to allocate funding and agrees to incorporate Complete Streets elements.

3. Local roadway projects where the State has the programming authority to allocate funding and agrees to incorporate Complete Streets elements.

4. Local roadway projects that are included in the Transportation Improvement Plan after the adoption of the Complete Streets Policy and that are not ready-for-letting at the time this policy is adopted.

This Complete Streets Policy does NOT apply to:

1. Resurfacing activities that do not alter the current/existing geometric designs of a roadway or street, where the roadway capacity does not allow restriping to include additional users. However, this exemption does not include the need to improve and maintain cross-walks, accommodate ADA requirements, and provide signage and signalization as needed.

2. Emergency utility repair requiring roadway reconstruction.

III. Policy Requirements under Complete Streets Policy

1. Roadway projects shall be designed and planned, to the greatest extent possible, to accommodate all users of the transportation system, including motorists, pedestrians, bicyclists, transit riders, truckers, and emergency responders, while respecting the access needs of adjacent land uses. Special attention in the design and planning of a project shall be given to addressing the needs of people with disabilities and the elderly.

2. Roadway projects shall make use of best practice design standards, policies, and guidelines.
while respecting the character of the area within which the project is located and those solutions shall be flexible so that they consider the needs of the users of the corridor.

3. Roadway construction will incorporate sustainable stormwater management techniques.

4. All roadway projects shall include performance standards with measurable outcomes to determine the effectiveness of corridor design.

5. Phases and key milestones of project development shall be identified for all projects.

6. A public participation process shall be identified for all projects.

7. The Louisiana Department of Transportation and Development shall retain design decision authority over its projects, including the decision as to whether to apply Complete Streets standards.

IV. Establishment of Complete Streets Procedures and Standards

1. The Office of the Mayor-President shall establish a Complete Streets Technical Committee to assist in overseeing the implementation of the Complete Streets Policy. The committee shall, at a minimum, include representatives of the Office of the Mayor-President, the Department of Public Works (DPW), the City Parish Planning Commission, the Police Department, the Office of Community Development, the Capital Area Transit System (CATS), the Capital Region Planning Commission, and the Parks and Recreation Commission of East Baton Rouge Parish.

2. The Department of Public Works and the Planning Commission shall review their policies, design criteria, standards, and guidelines, as appropriate, to ensure that they reflect best professional practices of street design, construction, complete streets and operation and report their findings to the Complete Streets Technical Committee.

3. The Technical Committee, after reviewing the findings of the Department of Public Works and the Planning Commission with regard to changes to ordinances, policies, design criteria, standards, procedures, and guidelines shall recommend changes that may be needed to further the goal of implementing Complete Streets in East Baton Rouge Parish.
4. After receiving the recommendations of the citizens’ Complete Streets Advisory Committee regarding the proposed changes to ordinances, policies, design criteria, standards, procedures and guidelines for implementing Complete Streets, the Technical Committee will approve the changes and, if the Technical Committee elected not to confirm any recommendations from the Complete Streets Advisory Committee, advise that group of the basis for their decision.

5. The Technical Committee shall develop an inventory of the pedestrian and bicycling infrastructure within the parish, including the availability of the important amenities that enhance the experience of pedestrians and cyclists (e.g., street furniture, bicycle parking, shade trees, shade pavilions) that shall be maintained by the Planning Commission.

6. The Technical Committee shall identify specific street segments as well as geographic areas within which streets should be prioritized for development as Complete Streets (including the elimination of barriers to accessibility) and include these priority segments in Capital Budget requests to the Mayor-President. The initial review shall consider any street proposed for improvement within two miles of a school, with a focus on eliminating gaps in the network of pedestrian and bicycle facilities, as well as the priority streets identified in FUTUREBR.

7. The Technical Committee shall recommend metrics for evaluating the impact of efforts to improve transportation choice in Baton Rouge and East Baton Rouge Parish. Metrics may include such things as the percentage of streets within two miles of schools that provide for the full array of transportation options, changes in modal split, and the linear extent of interconnected pedestrian and bicycle facilities within the community.

V. Complete Streets Advisory Committee

1. The Metro Council shall establish a nine-member Complete Streets Advisory Committee to assist in overseeing and evaluating the implementation of the Complete Streets Policy. The committee will include one member of the Planning Commission as well as representatives of (membership representation is yet to be determined)

2. The Department of Public Works and the Planning Commission shall provide staff support to the Advisory Committee.
3. The Advisory Committee shall coordinate with the Technical Committee in the following ways:

   (a) Review and comment on the recommended priority areas identified by the Technical Committee for development of complete streets as well as the proposed changes to ordinances, policies, design criteria, standards, procedures and guidelines prior to any action by the Technical Committee to implement them as “Complete Streets;”

   (b) Approval of the metrics for evaluating the effectiveness of the Complete Streets program; and

   (c) Receive regular reports on the progress of the parish with regard to implementation of Complete Streets.

4. The committee shall be convened by the Office of the Mayor-President at least quarterly or as needed to discuss Complete Streets implementation and will provide an annual written report to the Metropolitan Council evaluating the City’s progress and providing recommendations for improvement of the Complete Streets program.
Appendix: Resource Guide

American Association of State Highway Transportation Officials (AASHTO)

- A Policy on Geometric Design of Highways and Streets (The Green Book)
- Guide for Planning, Designing, and Operating Pedestrian Facilities
- Guide for the Development of Bicycle Facilities
- Institute of Transportation Engineers (ITE)
- Designing Walkable Urban thoroughfares: A Context Sensitive Approach

National Association of City Transportation Officials (NACTO)

- Urban Bikeway Design Guide
- U.S. Access Board
- Public right-of-Way Accessibility guidelines
- Highway Capacity Manual
- Highway Safety Manual

The National Complete Streets Coalition www.completestreets.org

- Information on Complete Streets Interactive Workshops www.completestreets.org/workshops
- Complete Streets Introductory Presentation (downloadable) www.completestreets.org/completed-streets-fundamentals/#slideshow
- Complete Streets Topical Fact Sheets www.completestreets.org/completed-streets-fundamentals/factsheets/
- Partnership for Active Communities’ Model Complete Streets Communications Plan www.completestreets.org/completed-streets-fundamentals/resources/

Alliance for Biking and Walking www.peoplepoweredmovement.org

AARP
www.aarp.org

• Planning Complete Streets for An Aging America (2009)
  www.aarp.org/home-garden/livable-communities/info-08-2009/Planning_Complete_Streets_for_an_Aging_America.html

• The Getting Around Guide. An AARP Guide to Walking, Bicycling and Public Transportation
  www.completestreets.org/webdocs/resources/aarp-gettingaroundguide.pdf

• Sidewalks and Streets Survey Toolkit
  www.chfwcny.org/Tools/BroadCaster/Upload/Project13/Docs/AARP_Sidewalks_and_Streets_Survey.pdf

American Planning Association
www.planning.org

  www.planning.org/research/streets/index.htm

Federal Highway Administration
www.fhwa.dot.gov

• Bicycle and Pedestrian Program

Political Economy Research Institute www.peri.umass.edu


Pedestrian Bicycle Information Center www.walkinginfo.org