Chapter 11 Design Guidance

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EXHIBITS

Exhibits applicable to this chapter can be found at:
https://dot.ca.gov/programs/local-assistance/forms/local-assistance-procedures-manual-forms

Exhibit 11-A: Geometric Design Guidelines for Local 3R Projects (Off the SHS)
Exhibit 11-B: Bridges and Structures
Exhibit 11-F: Sample Design Fact Sheet
Chapter 11 Design Guidance

11.1 INTRODUCTION
The purpose of this chapter is to provide statewide design guidance applicable to local agency administered federal-aid transportation projects. These guidelines and procedures should be considered in the design of transportation projects and applied with engineering knowledge, experience, and judgement to provide a safe, sustainable, integrated, and efficient transportation system.

Definitions
Alteration – In this manual, an alteration, as applicable to the Americans with Disabilities Act (ADA), is a change to a roadway made by, on behalf of, or for the use of a public accommodation or commercial roadway that affects or could affect the usability of the roadway, or part thereof. Alterations include, but are not limited to, remodeling, renovation, rehabilitation, reconstruction, historic restoration, and changes or rearrangement of the structural parts or elements. The following roadway treatments are considered by the Federal Highway Administration (FHWA) to be an alteration:

- Addition of New Layer of Hot Mix Asphalt
- Hot Mix Asphalt and Concrete Rehabilitation and Reconstruction
- Cape Seals
- Hot In-Place Recycling
- Microsurfacing / Thin Lift Overlay
- Mill & Fill / Mill & Overlay
- Reconstruction
- Open-Graded Friction Course

Design Standards – The adopted design standards, including: highway design specifications, standard plans, construction contract specifications, statewide bridge design procedures, and other procedures, guides, and references listed herein for application in the geometric, structural, pavement, and hydraulic design of local agency highway transportation projects.

Design Decision – A documented decision to use alternative highway design elements in place of applicable design guidance. Documented alternative decisions to the applicable highway design guidance are documented and retained in project files.

New Construction – A new transportation facility that did not previously exist along a highway segment. The addition of appurtenances to an existing facility, such as striping, signs, signals, noise barriers, etc. is not considered new construction.

Preventive Maintenance – Roadway activities that include but are not limited to joint and shoulder rehabilitation, heater re-mix, seal coats, corrective grinding of Portland Cement Concrete (PCC) pavement, and restoration of drainage systems.
Reconstruction - Involves the following:

- Replacement of existing pavement structure
- Addition of a lane (except climbing or auxiliary lanes)
- Significant change in horizontal and/or vertical alignment
- Reconstruction of an interchange by adding moves or relocating ramps (widening ramps for storage, turning movements, or ramp metering are not included)
- Replacement of an entire bridge or the major parts of an existing bridge (in such a manner that it is effectively a new bridge)
- Seismic retrofit projects for the following:
  - Major or unusual structures (all tunnels, unusual and movable bridges, unusual hydraulic or geotechnical structures, or bridges with a total deck area greater than 125,000 square feet)
  - Construction cost greater than $5 million per structure
- Major modifications to Traffic Management Centers

Resurfacing, Restoration, or Rehabilitation (3R) Work – Work which does not fall into the defined categories for new construction, reconstruction, or preventive maintenance, and typically involves the improvement of highway pavement surfaces through resurfacing, restoration, or rehabilitation. Specifically, 3R work is defined as the following:

- Resurfacing - placing additional hot mix asphalt concrete over a structurally sound highway or bridge that needs treatment to extend its useful service life.
- Restoration - returning a road, structure, or collateral facility to the condition existing after original construction.
- Rehabilitation - providing some betterments, such as upgrading guardrail or widening shoulders.

The 3R work is generally regarded as heavy, nonroutine maintenance work designed to preserve and extend the roadway service life for at least ten years and enhance safety where reasonable. However, the work may include selective improvements to highway geometry and other roadway features, including safety appurtenances, and still be considered 3R work.

Construction Contract Specifications – The directions, provisions, and requirements contained in the contract documents for a specific construction project. Included are various proposal conditions, contract administration provisions, required construction methods, and technical requirements for materials.

Standard Specifications – A published document that contains commonly used construction contract specifications developed for use as a reference for construction contract documents.

Note: In this manual, current Caltrans Standard Specifications is understood to mean Caltrans Standard Specifications inclusive of all current revisions, amendments, and standard special provisions, unless otherwise stated.

Standard Plans – A collection of plan details developed for use as a reference for construction contract documents. Included are standard abbreviations, symbols, design notes, design
conditions and data, construction details, specifications, layouts, and measurement and payment details.

11.2 **DESIGN GUIDANCE FOR LOCAL ASSISTANCE PROJECTS**

**New and Reconstruction Projects**

Title 23 of the Code of Federal Regulations (CFR) part 625 designates the standards, policies, and standard specifications that are acceptable for application in the geometric design of Local Assistance projects. The standards are dependent on the type and location of the project.

**Projects on the State Highway System (SHS)**

Local agency new or reconstruction projects on the SHS must be designed in accordance with the current [Caltrans Highway Design Manual](#) and other [Caltrans Division of Design](#) standards, policies, and procedures.

**Projects on the National Highway System (NHS)**

Local agency new or reconstruction projects on the NHS and not on the SHS must be designed in accordance with the FHWA adopted edition of the [American Association of State Highway and Transportation Officials (AASHTO) A Policy on Geometric Design of Highways and Streets](#).

**Projects not on the NHS**

Local agency new or reconstruction projects not on the NHS may be designed in accordance with locally developed design standards or the current [Caltrans Highway Design Manual](#) or the current FHWA-adopted [American Association of State Highway and Transportation Officials (AASHTO) A Policy on Geometric Design of Highways and Streets](#).

Local agency developed design standards may be used on local agency new or reconstruction projects not on the NHS if:

- The standards have been approved by the County Board of Supervisors or the City Council.
- The standards are signed by the City/County Public Works Director who is a California licensed Civil Engineer. If the Public Works Director is not licensed, the standards may be signed by the local agency’s highest level licensed Civil Engineer. Standards may be signed by a consultant on retainer as the City/County Engineer if such individual is licensed and is responsible directly to the Public Works Director or City/County Manager.
- The standards are reviewed for possible updating whenever the applicable AASHTO standards are updated.

**Resurfacing, Restoration and Rehabilitation (3R) Projects**

In accordance with 23 CFR 625.4(a)(3), the geometric design standards for resurfacing, restoration, and rehabilitation (3R) projects on the NHS other than freeways shall be the procedures and the design or design criteria established for individual projects, groups of projects, or all non-freeway 3R projects in a state, and as approved by the FHWA. Below are the standards approved by FHWA.

**Projects on the SHS**

Local agency 3R projects on the SHS must be designed in accordance with the geometric standards and guidance provided by Caltrans [Design Information Bulletin 79-03 (DIB-79)](#).
Projects not on the SHS
Local agency 3R projects not on the SHS must be designed in accordance with the geometric standards and guidance provided in Exhibit 11-A: Geometric Design Guidelines for Local 3R Projects (Off the SHS).

Bridges and Other Structures
All local agency bridge and structure projects must be designed in accordance with the current Caltrans adopted edition of the AASHTO Load and Resistance Factor Design (LRFD) Bridge Design Specifications with California Amendments and Caltrans Bridge Design Manuals, Policies, Standards, and Guidance in accordance with 23 CFR 625.4(b). Additional information applicable to the design of bridge and other structures is provided in Exhibit 11-B: Bridges and Structures.

11.3 STANDARD PLANS
For all local agency projects on the SHS, the Caltrans Standard Plans must be used.
The following standard plans are acceptable for use on local agency projects not on the SHS:

- Current edition of Caltrans Standard Plans
- Local agency developed standard plans

Local agency developed standard plans may be used on local agency new or reconstruction projects not on the NHS if:

- The standards have been approved by the County Board of Supervisors or the City Council.
- The standards are signed by the City/County Public Works Director who is a California licensed Civil Engineer. If the Public Works Director is not licensed, the standards may be signed by the local agency’s highest level licensed Civil Engineer. Standards may be signed by a consultant on retainer as the City/County Engineer if such individual is licensed and is responsible directly to the Public Works Director or City/County Manager.

11.4 STANDARD SPECIFICATIONS
For local agency projects on the SHS, the current Caltrans Standard Specifications must be used.
The following standard specifications are acceptable for use on local agency projects not on the SHS:

- Current Caltrans Standard Specifications
- Local agency developed standard specifications

Local agency developed standard specifications may be used on local agency new or reconstruction projects not on the NHS if:
• The standards been approved by the County Board of Supervisors or the City Council.
• The standards are signed by the City/County Public Works Director who is a California licensed Civil Engineer. If the Public Works Director is not licensed, the standards may be signed by the local agency’s highest level licensed Civil Engineer. Standards may be signed by a consultant on retainer as the City/County Engineer if such individual is licensed and is responsible directly to the Public Works Director or City/County Manager.

11.5 DESIGN DECISIONS

Flexible and a context-sensitive approaches which considers the full range of project needs and the impacts to the community and natural and human environment are encouraged. Alternatives to design guidance are a useful tool that may be employed to achieve a balance of project needs and community values. Local agencies must evaluate, approve, and document design decisions.

Projects on the SHS

Local agency projects on the SHS must follow the design alternative approval procedures outlined in Caltrans Project Development Procedures Manual (PDPM), Chapter 21: Design Decision Standards. Alternatives to accessibility design standards on SHS projects are outlined in the current edition of Caltrans DIB-82, Pedestrian Accessibility Guidelines for Highway Projects.

Projects not on the SHS

For local agency projects not on the SHS and either on or off the NHS, the approval of design alternatives is delegated to City and County Public Works Directors. Approval of design alternatives on local agency federal-aid highway transportation projects must be signed by the Public Works Director or the person to whom approval authority has been delegated. The person with approval authority must be a licensed Civil Engineer in the State of California. The approval authority for design alternatives may be delegated to a private consulting firm that is on retainer as a City or County Engineer if such individual is licensed and responsible directly to the Public Works Director or City/Country Manager.

Design alternative processes may vary, but the fundamental steps should include:

• Determining the cost and impacts of meeting the design criteria.
• Developing and evaluating the potential consequences and risks of alternatives that may fall outside of design guidance.
• Evaluating potential mitigation features.
• Reviewing, documenting, and approving the use of proposed alternatives.

Documentation should be signed, stamped with engineer’s seal, approved by Director of Public Works or the person whom approval authority has been delegated, and retained in projects files for at least three years from acceptance of final voucher per 23 CFR 710.201(f). A sample design fact sheet including other information to document is shown in Exhibit 11-F: Sample Design Fact Sheet.
A tracking system for design decisions should be implemented by local agencies to retrieve project information quickly and accurately. The data should include:

- Project description
- Project location
- Nonstandard features approved
- Indication if future commitments have been made

**Bridge Design and Details**

Local agency proposed bridge or structure design alternatives must follow the procedures outlined in Exhibit 11-B: Bridge and Structures.

**Signs and Markings**

Alternatives to mandatory signs and markings as defined in the California Manual on Uniform Traffic Control Devices (CA MUTCD) may be permitted if a proposal to experiment with non-standard devices is submitted to and approved by the FHWA and California Traffic Control Devices Committee prior to implementation.

### 11.6 OTHER CONSIDERATIONS

#### Highway Cross Drainage, Hydraulic, and Hydrologic Design

For local agency funded projects on the SHS, project cross drainage, hydraulic, and hydrologic design must be designed in accordance with the current edition of the Caltrans Highway Design Manual.

For local agency highway projects not on the SHS, it is recommended to design project cross drainage, hydraulic, and hydrologic design in accordance with the current edition of the Caltrans Highway Design Manual. Local agencies may refer to the current editions of the AASHTO Highway Drainage Guidelines for a general discussion of drainage and the AASHTO Drainage Manual for more detailed guidance on highway hydraulic design. FHWA’s Hydraulic Engineering website contains several other useful references regarding drainage, hydraulic, and hydrologic design.

#### Floodplain Encroachment

Local agencies have the following options for meeting the base floodplain encroachment evaluation requirements of 23 CFR 650:

1. Follow the procedures and guidance provided in Topic 804, Floodplain Encroachments, of the Caltrans Highway Design Manual, or
2. Provide their own Floodplain Evaluation Report following general policy guidance provided in 23 CFR 650.

For further guidance on preparing a Location Hydraulic Study and a Floodplain Evaluation Report, refer to the Chapter 17, Floodplains of the Standard Environmental Reference.

Copies of the Location Hydraulic Study and the Summary of Floodplain Encroachment forms for local projects can be found on Caltrans Local Assistance NEPA Assignment and Environmental Compliance website.
Bicycle and Pedestrian Facilities

Local agencies are encouraged to incorporate designs that help ensure the needs of non-motorized users in all programming, planning, construction, maintenance, operations, and project development activities and products.

Design guidance for bikeway projects is provided in Chapters 100, 200, 300, and 1000 of the Caltrans Highway Design Manual and AASHTO Guide for Development of Bikeway Facilities. Publications such as the National Association of City Transportation Official (NACTO) Urban Street Design Guide, NACTO Urban Bikeway Design Guide, and the Institute of Transportation Engineers (ITE) Designing Urban Walkable Thoroughfares are resources that can also be referenced when making planning and design decisions on local streets and roads. Alternatives to bikeway design guidance must meet the criteria outlined in Section 891 of the California Streets and Highways Code.

Accessibility and the Americans with Disabilities Act

State and local governments, regardless of whether they receive federal funds, are required to comply with the federal 2010 ADA Standards, Title 24 of the California Code of Regulations (which contain California building regulations), or local codes, whichever provides the greatest access. Private-funded improvements within the public right of way are also required to comply with whichever code offers the greatest access or protections to individuals with disabilities. If discrepancies are found between federal, state, or local requirements, the discrepancies should be brought to the attention of the District Local Assistance Engineer. The best practice is for the City or other local public entity conducting the work, the State transportation agency, and FHWA to work together to come to an agreement on reasonable determination, document their policies, and apply that determination consistently in their locality.

Certain types of resurfacing treatments shall be considered an alteration that triggers the requirement to add curb ramps if it involves work on a street or roadway spanning from one intersection to another, and includes overlays of additional material to the road surface, with or without milling. Regardless of whether there is curb-to-curb resurfacing of the street or roadway in general, resurfacing of a crosswalk also requires the provision of curb ramps at that crosswalk.

The following roadway treatments are considered an alteration:

- Open-graded Surface Course
- Cape Seals
- Mill & Fill / Mill & Overlay
- Hot In-Place Recycling
- Microsurfacing / Thin Lift Overlay
- Addition of New Layer of Asphalt
- Asphalt and Concrete Rehabilitation and Reconstruction
- New Construction

Treatments that serve solely to seal and protect the road surface, improve friction, and control splash and spray shall be considered maintenance because they do not significantly affect the public’s access to or usability of the road.
The following types of treatments shall be considered maintenance:

- Crack Filling and Sealing
- Surface Sealing
- Chip Seals
- Slurry Seals
- Fog Seals
- Scrub Sealing
- Joint Crack Seals
- Joint Repairs
- Dowel Bar Retrofit
- Spot High-Friction Treatments
- Diamond Grinding
- Pavement Patching

In some cases, the combination of several maintenance treatments occurring at or near the same time may qualify as an alteration and would trigger the obligation to provide curb ramps.

More information on treatments that are considered an alteration triggering the requirement to add curb ramps can be found at: [http://www.ada.gov/doj-fhwa-ta-glossary.htm](http://www.ada.gov/doj-fhwa-ta-glossary.htm).

In accordance with Section 4454(b)(a) of the California Government Code, Approval of Plans and Specifications, local agency plans and specifications with pedestrian facilities to be constructed with state funds must be reviewed and approved by the Division of the State Architect (DSA). Local agency plans and specifications of pedestrian facilities within the state highway rights of way, excluding rail and transit systems, can be reviewed and approved (certified) by Caltrans in place of DSA. Approval of the plans and specifications by DSA will require fees be paid directly to DSA. DSA regional offices can be found at this website: [http://www.dgs.ca.gov/dsa/AboutUs/contact.aspx](http://www.dgs.ca.gov/dsa/AboutUs/contact.aspx).

The Accessible Parking and Curb Ramp plans included in Caltrans Standard Plans are FHWA-approved for the SHS. Refer to the most current version of [DIB-82](http://www.dgs.ca.gov/dsa/AboutUs/contact.aspx) for further direction and discussion on the use of these standard plans.

The U.S. Department of Justice and the Federal Access Board both have very comprehensive websites committed to accessible design. The websites include ADA design standards and a design guide. The websites are respectively located at: [http://www.ada.gov/](http://www.ada.gov/) and [http://www.access-board.gov/guidelines-and-standards](http://www.access-board.gov/guidelines-and-standards).

**Intelligent Transportation Systems/Traffic Signal Controllers**

In accordance with 23 CFR 940, Intelligent Transportation System Architecture and Standards, all Intelligent Transportation Systems (ITS) projects must adhere to ITS Standards. The choice of ITS Standards hinges on the development of a Regional ITS Architecture. For details on ITS Standards see Caltrans’ Local Assistance [ITS Program website](http://www.dgs.ca.gov/dsa/AboutUs/contact.aspx).
Section 21401 of the California Vehicle Code also requires:

(a) Except as provided in Section 21374, only those official traffic control devices that conform to the uniform standards and specifications promulgated by the Department of Transportation shall be placed upon a street or highway. (b) Any traffic signal controller that is newly installed or upgraded by the Department of Transportation shall be of a standard traffic signal communication protocol capable of two-way communications. A local authority may follow this requirement. (c) In recognition of the state and local interests served by the action made optional for a local authority in subdivision (b), the Legislature encourages local agencies to continue taking the action formerly mandated by this section. However nothing in this subdivision may be construed to impose any liability on a local agency that does not continue to take the formerly mandated action.

Communication standards for traffic signal controllers are available from the National Transportation Communications for ITS Protocol. Other ITS elements to enhance pedestrian safety at intersections can be found at: http://www.walkinginfo.org.

11.7 REFERENCES

Refer to Exhibit 11-B: Bridge and Structures for references related to bridges and other structures.

AASHTO

A Policy on Geometric Design of Highways and Streets
https://bookstore.transportation.org/category_item.aspx?id=DS&gclid=CLTK3eXey6MCFUeEfgodu3UAPQ

Drainage Manual

Guide for Achieving Flexibility in Highway Design

Guide for the Development of Bicycle Facilities

Guide for the Planning, Design and Operation of Pedestrian Facilities

Highway Drainage Guidelines

Roadside Design Guide

Caltrans

California Manual on Uniform Traffic Control Devices (CA MUTCD)
https://dot.ca.gov/programs/traffic-operations/camutcd

Complete Intersections: A Guide to Reconstructing Intersections and Interchanges for Bicyclists and Pedestrians
http://nacto.org/docs/usdg/complete_intersections_caltrans.pdf
Local Assistance Procedures Manual

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Construction Contract Standards (Plans and Specifications)
https://dot.ca.gov/programs/design/ccs-standard-plans-and-standard-specifications

Deputy Directive 64-R2, Complete Streets - Integrating the Transportation System
https://dot.ca.gov/programs/transportation-planning

https://dot.ca.gov/programs/design/design-information-bulletins-dibs/dib-79-03-table-of-contents

Flexible Pavement Structural Section Guide for California Cities and Counties
https://dot.ca.gov/programs/maintenance

Highway Design Manual
https://dot.ca.gov/programs/design/manual-highway-design-manual-hdm

Main Street California, a Guide for Improving Community and Transportation Vitality

NEPA Assignment and Environmental Compliance website

Project Development Procedures Manual
https://dot.ca.gov/programs/design/manual-project-development-procedures-manual-pdpm

Standard Environmental Reference (SER) Standard Plans

FHWA

23 United States Code, Section 109 – Standards

2010 ADA Standards Website
http://www.ada.gov/2010ADAstandards_index.htm

Accommodating Bicycle Pedestrian Travel: A Recommended Approach
http://www.fhwa.dot.gov/environment/bicycle_pedestrian/guidance/design.cfm

Designing Sidewalks and Trails for Access (Part 2), FHWA-EP-01 027


FHWA Hydraulic Engineering Home Page
http://www.fhwa.dot.gov/engineering/hydraulics/

FHWA Performance Based Practical Design Website
http://www.fhwa.dot.gov/design/pbpd/
FHWA Separated Bike Lane Planning and Design Guide

Other

Designing Safer Roads - Practices for Resurfacing, Restoration and Rehabilitation, Special Report 214, Transportation Research Board

Designing Urban Walkable Thoroughfares: A Context Sensitive Approach, Institute of Transportation Engineers
http://library.ite.org/pub/e1cff43c-2354-d714-51d9-d82b39d4dbad


Roadside Safety, Transportation Research Record 1065, Transportation Research Board
http://trid.trb.org/view.aspx?id=309335

Standard Plans for Public Works Construction, developed and promulgated by the American Public Works Association, Southern California Chapter, and the Associated General Contractors of California, Southern California Districts

Standard Specifications for Public Works Construction, developed and promulgated by the American Public Works Association, Southern California Chapter, and the Associated General Contractors of California, Southern California District

Urban Bikeway Design Guide, National Association of City Transportation Officials
http://nacto.org/publication/urban-bikeway-design-guide/

Urban Street Design Guide, National Association of City Transportation Officials
http://nacto.org/publication/urban-street-design-guide/