

## Chapter 4 ~ Walkability Action Plan

This chapter details Louisville’s Walkability Action Plan; a tool to help Louisville create a community in which walking is a comfortable, safe and enjoyable experience. The Plan provides a detailed list of objectives and actions that Louisville can implement to improve conditions for pedestrians in the city. One of the final objectives in this plan is to create an organizational structure – advisory to the Mayor – to oversee The Plan.

A number of programs and activities that contribute to the walkability vision are already underway such as code changes, an ACTIVE Louisville Sustainability grant, speed reduction, the Complete Streets Policy, recreational walking programs such as the Mayor’s Miles, the Louisville Loop, and a New Freedom Grant to improve access to TARC service.

### Action Plan Organization

This plan is organized into **four themes**. A set of **objectives** is associated with each theme, followed by **actions** for each objective. Short, medium and long term time frames for each objective provide guidance on plan implementation. (See Figure 1.4)

**THEMES.** Each theme addresses one element needed to create and maintain a walkable community. In theory, the themes are sequential, moving from **inventorying and assessing** through **planning and designing** to **building and maintaining**, ending with the **programs** that make a pedestrian network effective. In practice, however, the themes are iterative and interwoven.

1. Evaluating and planning for pedestrians. This theme focuses on creating a single inventory of sidewalks, paths, crosswalks, connectors and other pedestrian roadway facilities, assessing the condition of this network and planning network improvements based upon this evaluation. It includes setting a Metro-wide PLOS goal.<sup>1</sup>
2. Designing with the pedestrian in mind. Louisville’s Complete Streets Policy and Manual provides a blueprint for accommodating pedestrians in the public right-of-way. This second theme articulates ways to integrate Complete Streets concepts into all project planning, describing specific details and designs that safely and effectively accommodate pedestrians and encourage walking.<sup>2</sup> This theme also identifies methods to create walkable destinations through connections on public or private property between neighborhoods and to community destinations.

<sup>1</sup> PLOS measures assess the comfort level of pedestrians walking along roads in a given community. It is calibrated to reflect user perception of comfort with a grade ranging from A, extremely high level of comfort, to F, extremely low comfort level.

<sup>2</sup> Complete Streets affects planning for public projects and private development/redevelopment projects.

“I think there needs to be a combination of changes that will improve transportation in Louisville. I feel that changes such as mandating drivers to follow the rules of the road, adding more sidewalks in some areas, and developing safer intersections can be vital in improving transportation in Louisville.

I would also like to suggest that about every 8 years drivers are retested about road safety as a requirement to renew their driver’s license. Maybe this will make drivers more aware of the importance of safety on the roads.”

*Comment from On-line survey*

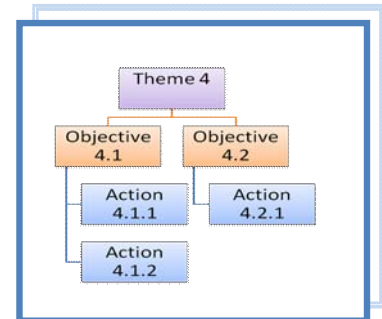
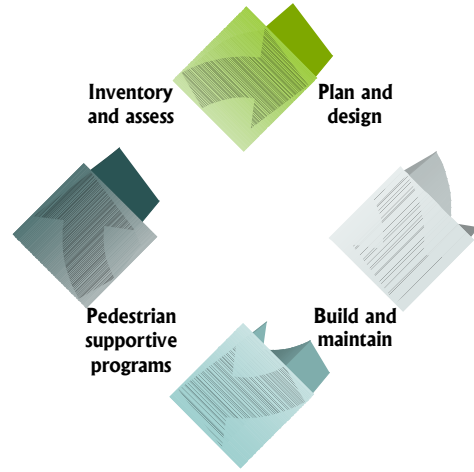


Figure 1.4 – Visualization of Theme Organization

Determining how the pedestrian network affects both environmental and personal well-being is part of the assessment process.

3. Building, funding and implementing the pedestrian network. The third theme covers tools, techniques and policies to fund, build and maintain the pedestrian network. This theme also identifies strategies and tactics available to fund pedestrian facility improvements and expansions.

4. Creating a pedestrian-friendly community. This theme focuses on promoting and sustaining walkability in the Louisville Metro community by integrating pedestrian-friendly programs and practice into civic and community life. It also establishes a governmental structure to unify and direct work done by community members and public agencies.



**OBJECTIVES.** A series of objectives and specific actions is detailed for each theme. Objectives describe desired outcomes and actions suggest how to achieve the outcome.

**TIMEFRAME.** A timeframe for each objective is identified as **Short Term** (within 12 months), **Mid Term** (within 1 to 3 years) and **Long Term** (within 3 to 5 years). Cases where initial work on an objective is to be completed within a specific timeframe, but the results of that work continues are identified as “then, on-going.” Actions within each objective that can be accomplished in a very short timeframe are identified with *bolded and italicized type* (QUICK ACTION).

The following table summarizes theme, objective and actions by timeframe.

SHORT TERM <i>Within the next 12 months</i>	MID TERM <i>Within the next 36 months</i>	LONG TERM <i>Within the next 60 months</i>
<b>Theme 1: Evaluating and planning for pedestrians</b>		
Objective 1.1: Set goals to improve walkability within a specific timeframe.	Objective 1.2: Create and maintain an inventory of the existing pedestrian network.	
	Objective 1.3: Assess and prioritize routine maintenance, major repair, and expansion of the pedestrian network.	
<b>Theme 2: Designing with the pedestrian in mind</b>		
Objective 2.1: Incorporate pedestrian-friendly design into the Complete Streets design and development review processes.	Objective 2.2: Enhance pedestrian throughput and safety through intersection design, traffic calming and direct route design.	Objective 2.7: Work with the Governor, State Legislature and the Kentucky League of Cities to legalize impact fee set-aside at the time of development so funds can be used for walkability needs.
	Objective 2.3: Include full connectivity and accessibility in design standards and retrofits.	
	Objective 2.4: Implement pedestrian and school-based community safety evaluation and engineering programs – Safe Routes to Schools and beyond.	
	Objective 2.5: Use creative parking policies to encourage walking and transit use.	
	Objective 2.6: Institute a health impact assessment for transportation projects and for new/re-development applications.	
<b>Theme 3: Building, funding and implementing the pedestrian network</b>		
Objective 3.1: Create a financial plan to expand and improve the pedestrian network, based on the overall PLOS goal.	Objective 3.4: Develop incentive programs to create mixed-use areas in existing residential zones.	Objective 3.3: Develop incentive programs to retrofit existing retail setting for pedestrian access.
Objective 3.2: Use existing and new sources of funds to finance pedestrian network needs; coordinate projects to use funds efficiently.		
<b>Theme 4: Creating a pedestrian-friendly community</b>		
Objective 4.1: Create a voice for pedestrian safety and walkability issues comparable to those for vehicular travel.	Objective 4.2: Create high profile pedestrian and school-based community safety education and enforcement programs – Safe Routes to Schools and beyond.	
Objective 4.3: Maintain pedestrian-ways during construction and special events.	Objective 4.4: Enhance pedestrian travel with supportive amenities and transit service.	
Objective 4.5: Establish community-based, government-supported programs that increase walking by Louisville Metro citizens.		
Objective 4.6: Create an organizational structure to oversee the Community Walkability Plan.		



**Theme 1: Evaluating and planning for pedestrians**

This theme focuses on creating a single inventory of sidewalks, paths, connectors and other pedestrian roadway facilities, assessing the condition of this network and planning network improvements based upon this evaluation. It includes setting a Metro-wide PLOS goal.



**Objective 1.1: Set goals to improve walkability within a specific timeframe. (Short Term)**

**ACTION 1.1.1:** Use the 2004 PLOS analysis to set PLOS goals and reduce pedestrian-related crashes. Set a Louisville-wide goal and separate goals for each road classification.

Turner A. Howard’s 2004 study of bicycle and PLOS in Louisville establishes a baseline from which the community can plan. The current citywide PLOS rating of D can be improved through a process that begins with setting goals for where the level of service should be in the future.<sup>3</sup>

**ACTION 1.1.2:** Set a goal to improve Louisville’s place in AMPA and Prevention magazine’s ranking of the walkability of cities.<sup>4</sup>



**Objective 1.2: Create and maintain an inventory of the existing pedestrian network.<sup>5</sup> (Mid Term)**

**ACTION 1.2.1:** Create a single system to inventory, assess and track sidewalks and roadway facilities.

**ACTION 1.2.2:** Inventory and assess the presence and quality of sidewalks and roadway facilities.

- a. Create a standard methodology to assess the condition of sidewalks and roadway facilities and future facilities. Assessment criteria should include:
  - Barriers
  - PLOS rating
  - Adequacy of pedestrian facilities at intersections
  - Adequacy of walkability to major destinations such as schools, employment and retail centers

Pedestrian Level of Service



Level of Service D  
Breckinridge Lane



Level of Service A  
Broadway

<sup>3</sup> Turner, Howard A., Suitability of Louisville Metro Road for Bicycling and Walking: Bicycle and Pedestrian Level-of-Service Analysis, prepared for Louisville Metro Planning and Design Services: August 2004.

<sup>4</sup> Louisville ranked 126th. See <http://www.apma.org/walking>

<sup>5</sup> The pedestrian network includes sidewalks, trails, and crossing locations. It encompasses parking lot connections, transit access, and school pickup and drop-off zones.

- b. Combine into the single inventory existing information from the TARC bus stop inventory, Neighborhood Walking Assessments, Neighborhood Plans, and the Economic Development Office’s retail corridors plans.<sup>6,7</sup>
- c. *Continue neighborhood walkability assessments for neighborhoods, incorporating assessment information into the inventory.* QUICK ACTION

**ACTION 1.2.3:** Evaluate pedestrian safety accident data as part inventory and assessment.

**ACTION 1.2.4:** Identify goat trails (informal trails and pathways) that could be improved to serve pedestrians.<sup>8</sup>

- a. Begin with an initial set of trails that connect neighborhoods and connect to destinations such as schools, parks and shopping centers.
- b. Use children (such as scout troops, religious youth groups, PTSA’s) and aerial photography to document known trails and pathways.

**ACTION 1.2.5:** *Create a web-based community toolbox to fully engage residents in contributing to an on-going assessment of the pedestrian network.* QUICK ACTION

- *Residents could use the toolbox for information-sharing and reporting, i.e., report repairs, identify “good” walking facilities, etc.*
- *Louisville could use the toolbox to communicate with the community on issues such as sidewalk construction or closures. Montgomery County, Maryland’s web-based program allows residents to track development projects can serve as a model.<sup>9</sup> Additionally, the Maryland Department of Transportation is using Google maps in developing a statewide trails network.<sup>10</sup>*

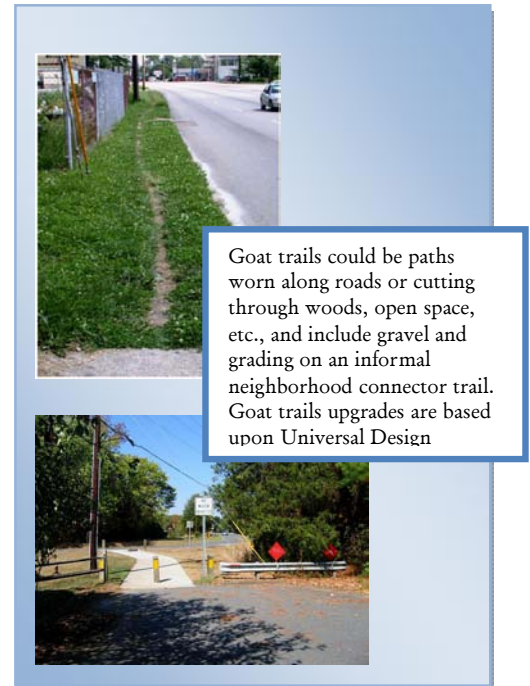


Figure 2.4 – Goat Trail Before & After

<sup>6</sup> Use a single data base such the TARC bus stop inventory program to consolidate all information.

<sup>7</sup> Use college, high school students, retirees, neighborhood and business groups, etc., to complete the initial survey of the pedestrian network and provide updates.

<sup>8</sup> See Figure 2.4.

<sup>9</sup> The County system does not require a log in and can be viewed at:

[http://edynamicportal.com/DPI/Metroplex/marylandparkplan/login/wiz\\_login.asp](http://edynamicportal.com/DPI/Metroplex/marylandparkplan/login/wiz_login.asp). A tutorial for the program is also offered to users: <http://www.mc-mncppc.org/development/daic/>

<sup>10</sup> MDOT is developing a strategic plan to improve the process for the planning, design, and construction of major trails on the statewide trails network, with a goal of promoting trails as a transportation alternative to the automobile. One of the key elements of this project will be the identification of significant missing links in the network. Other ongoing outreach efforts are complemented with a Maryland Trails Google Map website that allows users to collaboratively add information relating to the Maryland Trails Inventory. Participants can log in and add missing trail links, problem intersections, and travel barriers and provide descriptive information.

### Objective 1.3: Assess and prioritize routine maintenance, major repair, and expansion of the pedestrian network. (Mid Term)

**ACTION 1.3.1:** Establish criteria and set priorities for constructing pedestrian facilities based upon condition, location and proximity, as well as current and future demand.

- a. Establish routine and regular mode share data for pedestrian trip generators such as schools and neighborhood retail centers, transit stops through data collection by all agencies.
- b. Determine priority criteria by a committee including professional and citizen representatives based on social justice, accessibility, ease of completeness (i.e., low cost) and safety needs.

## Theme 2: Designing with the pedestrian in mind

Louisville's Complete Streets Policy and Manual provides a blueprint for accommodating pedestrians in the public right-of-way.<sup>11</sup> This second theme articulates ways to integrate Complete Streets concepts into all project planning, describing specific details and designs that safely and effectively accommodate pedestrians and encourage walking. This theme also identifies methods to create walkable destinations through connections on public or private property between neighborhoods and to community destinations. Determining how the pedestrian network affects both environmental and personal well-being is part of the assessment process.

Our focus and expectations will shift from thinking about automobile access (during the building, design and construction phases) to thinking about pedestrian access & pedestrian 'systems.'

*Comment from On-line Survey*

### Objective 2.1: Incorporate Complete Streets design into the development review processes. (Short Term)

**ACTION 2.1.1:** Educate professionals and residents about Louisville's Complete Streets Policy and Manual. (Short Term)

- a. Continue the Walkability Leadership Task Force as an on-going working group on walkability issues.
- b. Educate decision-makers and developers about transportation policies and pedestrian-friendly design, ensuring decision-makers (e.g., city planners) solicit input regarding specific community needs through plans review.
- c. Expand the role of the Department of Neighborhoods to work with neighborhood associations to advocate for Complete Streets and pedestrian-friendly design in their neighborhoods and to participate in site plan review.
- d. Create a tool to evaluate neighborhood needs.

<sup>11</sup> The Complete Streets Policy was adopted in February 2008 and is currently used as a guide to multi-modal design in the public right-of-way.

**ACTION 2.1.2:** Use Louisville’s Complete Streets policy more fully.

- a. Give the Complete Streets Manual regulatory force by incorporating relevant portions into the Land Development Code (LDC).
- b. Reduce the number of cases in which pedestrian facilities may be eliminated by establishing clear, specific language in the LDC addressing under what circumstances facilities would not be required, taking into account all reasonable alternatives.
- c. Implement the Thoroughfare Typology hierarchy system adopted as part of the Complete Streets Manual, which matches bicycle and pedestrian facilities with functional class, design, speed and Form Districts.
- d. Use the Walkability Leadership Task Force to oversee and coordinate multi-modal transportation review of development projects, and work with the governmental structure created in Objective 4.5.12
- e. Include community involvement to help to define what is necessarily “complete” for a setting or user group. For example, neighborhood walkability assessments can contribute to this. Also see item 2.1.1.c above.
- f. Encourage the Kentucky Transportation Cabinet (KYTC) to use the Complete Streets Policy for state roads in Louisville Metro.

**ACTION 2.1.3:** Use model Complete Streets projects to test changes in standards. (Mid Term) *Continue the road diet program building on knowledge gained from the road diets completed on Algonquin Parkway and Southwestern Parkway, and in the planning for the diet on Brownsboro Road.* QUICK ACTION

- a. Expand Neighborhood Speed Reduction Program into a Neighborhood Traffic Calming Program. (See Action 2.2.2)
- b. Allow for and develop model mid-block crossing examples, supported with road diets.<sup>13</sup>
- c. Develop model pedestrian through-paths parallel to major arterials by connecting through collectors and local system.

<sup>12</sup> The Walkability Leadership Task force would connect with work complete by KIPDA’s Alternate Mode and Access Subcommittee (AMAAS) began originally in 2000 as the KIPDA Bicycle and Pedestrian Subcommittee of the Technical Coordinating Committee. It’s role was expanded to consider all alternate modes (bicycle, pedestrian, transit, and paratransit) and how they work together. The AMAAS makes recommendations to the Technical Committee on projects and related issues. AMAAS membership includes representatives from user groups, low-income populations, minority populations, and KIPDA member governments. Besides reviewing and giving input on amendments to the Long-Range Transportation Plan and Transportation Improvement Program, they will be responsible for reviewing related policies and planning tools with the upcoming long-range transportation plan update.

<sup>13</sup> Criteria for mid-block crossing locations should be developed based upon successes in other cities. Mid-block crossing should be identified and designed with community input, and supported with education and enforcement activities. Guidance can come from TRB’s Transit Cooperative Research Program (TCRP) and National Cooperative Highway Research Program Improving Pedestrian Safety at Unsignalized Crossings. (TCRP Report 112 or NCHRP Report 562), which examines selected engineering treatments to improve safety for pedestrians crossing high-volume and high-speed roadways at unsignalized locations.

## Objective 2.2: Enhance pedestrian throughput and safety through intersection design, traffic calming and direct route design. (Mid Term, then on-going)

**ACTION 2.2.1:** Improve pedestrian through-put and safety at intersections and direct route pathways.<sup>14</sup>

- a. Continue on-going program to install countdown pedestrian signals as older pedestrian signals are replaced. Advance replacement for key intersections identified in Objective 1.2. Quick Action.
- b. Balance vehicular and pedestrian times at signalized intersections; integrate into the Complete Streets Manual.
- c. Use brighter signs identifying pedestrian laws.
- d. Use contrasting color crosswalks.
- e. Create speed table for high use or high risk crosswalks.
- f. Synchronize speed cameras at intersections with pedestrian walk/don't walk signals to support pedestrian safety enforcement programs.<sup>15</sup>

**ACTION 2.2.2:** Expand the Neighborhood Speed Reduction Program to include street-level changes, business and resident involvement and enforcement.<sup>16</sup>

- a. Develop, test and publicize a toolkit for neighborhoods to slow traffic and improve yielding behavior at intersections (mini-circles and roundabouts, raised crossings, sign, paints, chicanes and lane narrowing, etc.). Utilize locations identified in this planning process as potential test locations for appropriate improvements.
- b. Include community members in start-up and on-going maintenance of some speed reduction elements. For example, businesses and residents can collaborate on signage. Maintenance and beautification (e.g., flower beds) can be community service projects of neighborhood schools.

**ACTION 2.2.3:** Continue to address barriers to walkability identified in the PLOS.<sup>17</sup>

<sup>14</sup> Use traffic analysis and crash data, as appropriate.

<sup>15</sup> Work within legal constraints.

<sup>16</sup> Re-define Neighborhood Speed Reduction Program with street-level design standards. See Action 2.1.3.

<sup>17</sup> Howard, Turner A., page 33.

**Objective 2.3: Include full connectivity and accessibility in design standards and retrofits. (Short Term – Actions 2.3.4 and 2.3.4; Mid Term – Actions 2.3.1 and 2.3.2)**

**ACTION 2.3.1:** Develop specific standards for pedestrian connectors between cul-de-sacs and other subdivision connections to ensure functionality and safety (size, width, fencing limitations, lights, etc.). Require full connectivity in subdivision design standards and retrofits.

**ACTION 2.3.2:** Coordinate transit stop and pathway accessibility needs between Louisville and the Transit Authority of River City (TARC).

- a. Develop a program that evaluates transit stops and pathways two blocks in each direction from the stop, including all intersections.
- b. Review current ADA transition plan, consolidating all plans for improving the pedestrian network for persons with disabilities.<sup>18</sup>

**ACTION 2.3.3:** Evaluate and consider revising Land Development Code Form District standards to promote and provide incentives for wider use of pedestrian-oriented development. Prioritize review of dimensional standards for non-residential and mixed-use developments in the suburban form districts of the Land Development Code to assure that the standards address safe pedestrian accessibility and promote walkable environments.

**ACTION 2.3.4:** Develop an educational program to help the Planning Commission, Planning staff, Board of Zoning Adjustments (BOZA), Metro Council, and other agencies understand the elements of pedestrian-friendly design in order to become stronger advocates of this practice when reviewing development cases.

**Objective 2.4: Implement pedestrian and school-based safety evaluation and engineering programs – Safe Routes to Schools and beyond. (Mid Term)**

**ACTION 2.4.1:** Create a school site evaluation process based on “learning cottages”<sup>19</sup> that includes health impact costs and benefits; multi-modal transportation impact analysis; and school-life transportation costs.

**ACTION 2.4.2:** Revise current school location standards and conditions to include:

- a. 5-foot wide (minimum) sidewalks so kids can walk comfortably in groups
- b. Bigger, brighter signs for vehicular traffic when sight distances are short in the area surrounding the school.
- c. Pedestrian-activated beacons at school crosswalk. This is especially important for early arriving/late leaving crossing when guards are not present or visibility is low.
- d. Use air quality assessments completed by the Air Pollution Control District for land use and multi-modal travel.
- e. Fewer or no parking and drop-off locations, with stricter enforcement.

<sup>18</sup> Managed by the Louisville Metro Office for Aging/Disabled Citizens (OADC) (part of the Louisville Metro Human Services).

<sup>19</sup> Learning cottages are smaller education centers focusing on specific subjects. Cottages are sited in neighborhoods with shorter and safer walking or bicycling distances.

**ACTION 2.4.3:** Incorporate connectivity and walkability into school site design standards by developing minimum standards for pedestrian connectivity and walkability.

- a. Evaluate existing school locations and set priorities for retrofits that meet standards.
- b. Use hazard bussing requests to identify priority locations for pedestrian improvements. Include the specific locations in the inventory and assessment (Objective 1.2).<sup>20</sup>

**ACTION 2.4.4:** Create a Safe Routes to School program and team to evaluate engineering needs at all Louisville Metro schools and apply for SRTS funding.

## Objective 2.5: Use creative parking policies to encourage walking and transit use. (Mid Term, then on-going)

**ACTION 2.5.1:** Create a parking strategy to encourage trip-chaining by walking.<sup>21, 22</sup>

- a. Broker joint-use parking agreements, supported by site plan review process that rewards joint-use parking elements, i.e., expedited review/permitting. Off-set elements to include:
- b. Joint Use Parking required when two or more uses on the same or separate properties are located along a transit route and have different peak use times.
- c. Establish a set aside of avoided parking construction costs for pedestrian-friendly facilities.
- d. Develop parking nodes with Freewheelin' Stations and TARC circulators for employers, pedestrians and transit users.<sup>23</sup>
- e. Use developer set asides (see item "a" above) from reduced parking requirements to pay for pedestrian-friendly facilities.<sup>24</sup>

**ACTION 2.5.2:** *Encourage employer-based programs that offer incentives to walk and use transit with disincentives to drive.*<sup>25</sup> QUICK ACTION

*Program elements may include:*

- a. *Offering employees a choice between bus passes and free parking.*
- b. *Recognizing businesses and employees for walking more and driving less.*
- c. *Changing free parking to a taxable benefit.*

<sup>20</sup> Hazard bussing requests are granted if students live within the 1-mile walking radius of a school, but the walking route to school must meet specific hazard criteria.

<sup>21</sup> Santa Monica, California's Reforming Parking Policies toolbox offers a different approach to parking: [http://www.mtc.ca.gov/planning/smart\\_growth/parking\\_seminar/Toolbox-Handbook.pdf](http://www.mtc.ca.gov/planning/smart_growth/parking_seminar/Toolbox-Handbook.pdf)

<sup>22</sup> Trip chaining occurs by combining several errands/destinations into a single trip, regardless of the mode of travel.

<sup>23</sup> Plans are underway to expand Humana's "Freewheelin'" bike-sharing program for public use. The current program serves employees of Humana Corporation, headquartered in Louisville, Kentucky.

<sup>24</sup> Currently, developers may defer construction of the required number of spaces, if the applicant commits to implement a traffic demand management plan which eliminates the need for the number of parking spaces being deferred. Deferred costs are set aside for open-space.

<sup>25</sup> Employers may also encourage bicycling to work by providing bike parking.

**Objective 2.6: Institute a health impact assessment for transportation projects and for new/re-development applications. (Mid Term)**

**ACTION 2.6.1:** Collaborate with the Department of Public Health and Wellness to develop criteria and review process for comment based on physical activity and environmental impacts of all new projects. Use existing processes as models for Louisville Metro, such as Decatur, Georgia.<sup>26</sup>

**ACTION 2.6.2:** Create a menu of tactics to improve impact of a new development or re-development, including elements such as:

- a. Expedited permitting for developments that maximize pedestrian, bicycle, and transit functionality in the design in exchange for parking, setback, or density.
- b. Idling restriction with enforcement.
- c. Balance of drive-through windows for cars with walk-up windows for pedestrians.

**Objective 2.7: Work with the Governor, State Legislature and the Kentucky League of Cities to legalize impact fee set-aside at the time of development so funds can be used for walkability needs. (Long Term)**

Impact fees are a tool used for smart growth goals and can be a logical part of creating walkable communities. States currently using impact fees include Indiana, Arkansas, Virginia, and South Carolina.<sup>27</sup>

<sup>26</sup> Decatur, Georgia, completed a rapid Health Impact Assessment (HIA) as part of their Community Transportation Plan. The HIA assesses the effects of the CTP's recommendations on the health of individuals and the community at large. The HIA finds that implementation of this Plan will contribute significantly to making Decatur a more active community and thus healthier. More information on the plan is at:

[http://www.decaturga.com/cgs\\_citysvcs\\_dev\\_transportationplan.aspx](http://www.decaturga.com/cgs_citysvcs_dev_transportationplan.aspx)

<sup>27</sup> Impact fee is for negative health cost. More information on impact fees is at: <http://impactfees.com>

### Theme 3: Building, funding and implementing the pedestrian network

The third theme covers tools, techniques and policies to fund, build, and maintain the pedestrian network. This theme also identifies strategies and tactics available to fund pedestrian facility improvements and expansions.

The governmental structure created to oversee the Community Walkability Plan will be responsible for recommending a coordinated approach to funding, based on a guiding funding strategy. Once the strategy is in place, the governmental structure (See Objective 4.6) will develop tactics to use existing funds and identify new funding sources.

#### **Objective 3.1: Create a financial plan to expand and improve the pedestrian network, based on the overall PLOS goal. (Short Term)**

Sidewalks and accompanying roadway facilities are highly desired by those living in Louisville. Respondents to the on-line survey and participants in the community workshops and Pedestrian Summit provided many examples of the need. For example, when asked what factors would improve walkability in Louisville, nearly 70% of survey respondents said more sidewalks are needed.

Louisville can plan investments in sidewalks, connections, and intersection safety improvements over a time frame that meets the PLOS goal and raises its ranking in AMPA's ranking of walkable cities. The financial plan's timeline takes into account sidewalk and other roadway facility condition, and available financial resources.

**ACTION 3.1.1:** Create a funding plan to complete missing sidewalks based on the PLOS goals set by Objective 1.1.

**ACTION 3.1.2:** Create a funding plan to complete sidewalks on at least one side of street based on the PLOS goals set by Objective 1.1.

**ACTION 3.1.3:** Create a funding plan to complete intersection safety improvements based on the PLOS goals set by Objective 1.1.

**ACTION 3.1.4:** Set achievable goals for completing connections City-wide, such as connections between neighborhoods, and from neighborhoods to schools, shopping and employment centers, based on Action 1.1.2.

**Objective 3.2: Use existing and new sources of funds to finance pedestrian network needs; coordinate projects to use funds efficiently. (Short Term, then on-going)**

**ACTION 3.2.1:** Articulate a strategy to identify funding sources.

- a. Leverage smaller pedestrian infrastructure dollars with larger public works projects and the lower price tag of construction today versus construction in 10 years.
- b. Gain buy-in from banks on Louisville's walkability plan. Banks approve funding for projects that historically have a strong payoff.<sup>28</sup> They need to be part of the conversation to approve funding for new, pedestrian-friendly projects.

**ACTION 3.2.2: Use existing resources to create more value for fewer dollars.**

- a. Coordinate pedestrian improvements with construction projects such as roadway maintenance, repaving, painting, sewer and water works, and utility corridors.
- b. Require routine pedestrian (and bicycle) accommodation with off-site impacts (both new or redevelopment), and a full transportation analysis, with performance based specifications.
- c. Phase-in improvements. Perform temporary, less expensive work first. If they work, schedule the permanent change for the next time the road is paved.
- d. Create a matching grant program for sidewalk repair and construction in neighborhoods to assure local interest, support, and involvement and to leverage construction funds.
- e. Create process to use fee-in-lieu funds for sidewalk improvements. Phase out program by requiring that sidewalks must be built unless explicitly impossible. When fee is to be provided in lieu of facility, add a 20% surcharge to act as disincentive to deferring in-kind construction and to assure adequate funds to provide compensatory facility.
- f. Systematically use Council Members' discretionary funds for pedestrian facility repairs and improvements.
- g. Coordinate work by the Economic Development Department, such as streetscape improvement programs and walkability improvements.<sup>29</sup>
- h. Identify a strategy for the Department of Public Works and Assets, and TARC to spend New Freedom Grant funding on project that improve access to bus stops.

**ACTION 3.2.3: Link new funding sources to walkability goals.**

- a. Increase PLOS with:
  - A special improvement district or tax increment financing for some or all of local construction or repair work (Can be based on neighborhoods or business districts).
  - A specific tax, fee, or surcharge dedicated to the pedestrian network. For example, surcharge (e.g. \$2 per quarter/\$8 per year) on sewer bill to create fund for matching grant program for local sidewalk construction and repairs. Consider offering a match for local fund-raising and engagement and ownership of the project. For example, Olympia, WA, citizens approved a 1% tax on natural gas,

<sup>28</sup> For example, see Yan Song and Gerrit-Jan Knaap, "New Urbanism and Housing Values: A Disaggregate Assessment," *Journal of Urban Economics* 54, no. 2 (2003): 218-238.

<sup>29</sup> The Economic Development Department's COOL team (Corridors of Opportunity in Louisville) fosters redevelopment along specific corridors, encouraging physical and economic connectivity to the surrounding area. The coordinating role of the COOL program makes it a logical partner in promoting investments that link schools and shopping with pedestrian and bicycle facilities and other neighborhoods.

electric and telephone bills to pay for sidewalks. The total tax is 3%; the remaining 2% goes for parks.

- b. Provide encouragement and education through a state vanity license plate for pedestrians with revenue going to pedestrian facilities/walkability needs, such as an “I brake for people” license plate.
- c. Connect a cleaner environment through
  - A designated portion of parking meter revenue to stay in neighborhood/area for local streetscape and sidewalk improvements.<sup>30</sup>
  - A fee proportional to environmental and health impacts of a project. Use a sliding scale fee, based on pedestrian impact.<sup>31</sup>

### **Objective 3.3: Develop incentive programs to retrofit existing retail setting for pedestrian access. (Long Term, then on-going)**

**ACTION 3.3.1:** Develop incentive programs for pedestrian access.

- a. Use reduced parking requirements, speedy site plan review during changes (e.g. signage, new construction), and fixed-term tax abatement to offset development costs. Conduct local community outreach to encourage use of the new retail.
- b. Induce pedestrian pathways to retail areas through walls and fences; smaller parking lots, more landscaping proportional to the total parking spaces (for pedestrians and drivers), and designated pedestrian pathways through parking lots.

### **Objective 3.4: Develop incentive programs to create mixed-use areas in existing residential zones. (Mid Term, then on-going)**

Mixed use developments have an internal pedestrian system with attractive retail and office destinations. Incentive programs will encourage re-development of existing residential areas, resulting in new green space infrastructure, pedestrian-accessible stores, and sidewalk and outdoor use through a revised permitting process and relaxed standards (carefully considered). Specific incentives include eased parking requirements, speedy site plan review during changes, and fixed-term tax abatement to offset some of costs.

<sup>30</sup> Begin with smaller portion and phase-in increases over 5 years until reaching the desired share (e.g., 60%).

<sup>31</sup> The scale could assess no fee for negligible impact and increasing fees as pedestrians are neglected. Include induced traffic loads and reduce fee according to mitigation. Add a “quality factor” to impact fee assessment such as mixed uses or landscaping to create a performance approach.

## Theme 4: Creating a pedestrian-friendly community

This theme focuses on promoting and sustaining walkability in the Louisville Metro community by integrating pedestrian-friendly programs and practice into civic and community life. It also establishes a governmental structure to unify and direct work done by community members and public agencies.

### **Objective 4.1: Create a voice for pedestrian safety and walkability issues comparable to those for bicycle and motor vehicle travel. (Short Term)**

**ACTION 4.1.1:** *Use public service announcement traffic reports to provide walkability information such as: remind drivers that “pedestrians are everywhere”, announce “good” intersections, advise pedestrian network detours due to construction or special events.*

QUICK ACTION

**ACTION 4.1.2:** Incorporate neighborhood walkability information in the web-based toolbox described in Action 1.2.5.<sup>32</sup>

### **Objective 4.2: Create high profile pedestrian and school-based community safety education and enforcement programs – Safe Routes to Schools and beyond. (Mid Term)**

**ACTION 4.2.1:** Develop a strong safety education program that includes videos for kids, mandatory street-crossing education and bicycle education programs as part of the physical education/practical living curriculum.

**ACTION 4.2.2:** Develop an effective encouragement program that includes family safety audits, crossing guards at targeted intersections, community policing and neighborhood watch activities during walking to/from school times, and information about SRTS for those involved in designing environments in which children walk or bicycle to school.

**ACTION 4.2.3:** Develop an aggressive Enforcement Program that includes zero tolerance penalties for speeding in a school zone and parking on sidewalks within one mile of school.

**ACTION 4.2.4:** Address speed limits as a safety factor.

- a. Enforce speed limits with more consequential enforcement.
- b. Lower speed limits in targeted areas, based upon perceived safety, vehicular and pedestrian volumes, and crash data.

I wish there were more signs downtown to remind drivers that pedestrians have the right of way. For example, when drivers turn from one one-way street to another, they do not even see the pedestrians. I would like to see more signs like the one on 6th at Broadway that says driver MUST yield to pedestrians. I would also like to see drivers ticketed for simply turning when the light turns, not paying any attention to the pedestrians.

*Comment from On-line Survey*

<sup>32</sup> See [www.walkscore.com](http://www.walkscore.com), or include neighborhood walkability assessments are they are completed.


**ACTION 4.2.3:** Increase enforcement and safety resources at intersection crosswalks and mid-block crossings.

- a. Request the Kentucky Attorney General to clarify current state crosswalk laws. Based on the opinion, conduct education and training programs for Louisville Metro public safety officials and the general public.
- b. Conduct regular crosswalk “stings” with plain clothes police enforcement.
- c. Synchronize speed cameras with crosswalk signals.
- d. Enforce jay-walking when crosswalk laws are clarified (see item “a” above).

**ACTION 4.2.5:** Increase opportunities for driver education about pedestrians, including:

- a. Education/re-education as part of driver’s license renewal. Change process to get license, e.g. on test; include pedestrians or bicyclists as part of driving test. Conduct on-going educational process about changes. For example, show a video on pedestrian safety at DMV offices. Reduce car insurance to reflect this.
- b. Re-test more frequently, perhaps every 8 years.
- c. Use public service announcement traffic reports and Metro TV to provide walkability information such as: remind drivers that “pedestrians are everywhere”, announce “good” intersections, advise of pedestrian network detours due to construction or special events.
- d. Publicize the number of pedestrian-vehicle crashes.
- e. Create a mechanism to report things needing repair or correction, such as the web-based toolbox in Action 1.2.5.
- f. Use neighborhood and work place walking groups to help identify needed enforcement or education, reporting them on the web-based toolbox.
- g. Create incentives for pedestrians doing the right thing (e.g., free TARC pass.)
- h. Educate pedestrians to look for vehicles through reminders at key intersections.
- i. Establish cell phone free areas for drivers and pedestrians.

**ACTION 4.2.6:** *Participate in Walk to School Day on Wednesday, October 8, 2008.*  
(<http://www.walktoschool-usa.org>) QUICK ACTION

 **Objective 4.3: Maintain pedestrian-ways during construction and special events. (Short Term, then on-going)**

**ACTION 4.3.1:** *Assign responsibility within Louisville Metro for managing the pedestrian-construction needs, e.g., within Public Works.* QUICK ACTION

**ACTION 4.3.2:** Establish design and implementation standards for alternative pedestrian pathways.

- a. Design standards to include barriers when entire sidewalk is closed to protect pedestrians, temporary sidewalks that are safe, walkable, and meet ADA standards, car detours instead of pedestrian detours (e.g., pedestrian-only streets during construction or special events, pre-empt a parking lane for pedestrians).
- b. Implementation standards to include daily compliance inspection, traffic police at non-working lights, a limit on the amount of time a sidewalk or handicapped ramps can be closed, prohibition of contractor/construction workers vehicle parking on sidewalks.

- ACTION 4.3.3:** Establish a process for creating, reviewing and enforcing a workable plan.
- Daily compliance inspection and enforcement with consequences for non-compliance.
  - Special attention given to streets with schools, hospitals, and centers for persons with disabilities.
  - Use police to direct pedestrian traffic.

**ACTION 4.3.4: Routinely communicate sidewalk closures prior and during construction or a special event.**

- Use outlets such as the web-based toolbox (Action 1.2.5), pedestrian segments of traffic reports (Action 4.1.1), and a “pedestrian network hot line.”
- Require informational signs be posted that include duration and detour information, phone number for questions.

**Objective 4.4: Enhance pedestrian travel with supportive amenities and transit service. (Mid-Term, then on-going)**

On-line survey respondents often cited better transit as a way to walk more and drive less. The Transit Authority of River City (TARC) is working to improve bus stop locations and accessibility through its recent bus stop inventory and a New Freedom Grant.<sup>33</sup>

**ACTION 4.4.1:** Coordinate with TARC to improve bus stop amenities such as shelters, lighting and service information.

**ACTION 4.4.2:** Coordinate with TARC on efforts to provide better service as reflected in TARC’s strategic plan.

**Objective 4.5: Establish community-based, government-supported programs that increase walking by Louisville Metro citizens. (Short Term)**

**ACTION 4.5.1:** *Expand the Mayor’s Miles Program to*

- include schools, neighborhoods and commercial areas*
- create mechanism for citizens who already incorporate walking into their daily routine to track their mileage; and promote walking by enabling neighborhoods and community groups to track their progress and accurately perceive distance, thus promoting and sustaining active lifestyles.* QUICK ACTION

**ACTION 4.5.2:** *Continue to work with ACTIVE Louisville to encourage using CPTED (Crime Prevention through Environmental Design) analysis for neighborhood improvements.*<sup>34</sup>  
QUICK ACTION

<sup>33</sup> The grant will improve access to public transportation in areas where there is a known need for transit service and where there is a concentrated population of people with disabilities and older adults using transit service. Physical improvements related to accessibility included in the program are building, widening and repairing sidewalks; adding shelters and benches; making curb cuts for accessibility and removal of any other impediments that reduce access to public transportation.

**ACTION 4.5.3:** *Create more Car-free neighborhood guides such as the guide for the Clifton Neighborhood.* QUICK ACTION

#### Objective 4.6: Create an organizational structure to oversee the Community Walkability Plan. (Short Term)

*Current programs and projects aimed at increasing Louisville Metro's walkability are handled by several departments, as well as the Mayor's Healthy Hometown Movement. Improving walkability in Louisville Metro requires an alliance of many stakeholders, and must be lead by a well-crafted structure within the Metro government.* QUICK ACTION

*Regardless of what the entity looks like, it should be responsible for:*

- *ensuring the continuous input of ideas from all stakeholders (both citizen and staff advisory)*
- *developing mechanisms to monitor and implement improvements to walkability*
- *acting with departmental responsibility and accountability to manage routine transportation planning and accommodation, and integration with land use planning efforts and community-based programs such as Safe Routes to Schools and related programs.*

Options for this governmental structure include a department of active living, a department of transportation, and a cabinet-level presence for walkability and pedestrian issues through a Deputy Mayor or mayoral advisory.

<sup>34</sup> CPTED's goal is to prevent crime through designing a physical environment that positively influences human behavior – people who use the area regularly perceive it as safe, and would-be criminals see the area as a highly risky place to commit crime.

