

Chapter 6

Implementation



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This chapter presents implementation strategies for the Bicycle and Pedestrian Master Plan ranging from planning, funding, project implementation and public support. It also presents ways in which the MPO and local governments can gauge the success of bicycle and pedestrian efforts.

6.1 Planning Strategies

Lexington Area Metropolitan Planning Organization

As the transportation planning and funding agency for Fayette and Jessamine County, the MPO is integral to successfully implementing the Bicycle and Pedestrian Master Plan. Two key documents are developed by the MPO and need to fully incorporate the recommendations presented in this plan:

MPO Long Range Transportation Plan (LRP)

The Bicycle and Pedestrian Master Plan will be adopted as an element of the LRP; however, strategies to fully integrate bicycle and pedestrian projects into the transportation planning process should be evaluated and reemphasized in the LRP (scheduled for update in 2008). For example:

- A “complete streets” approach to transportation planning should be the foundation of the LRP.
- Prioritization of roadway improvement projects should favor projects that will enhance bicycling, walking and transit.
- Projects intended to decrease vehicular demand on the roadway system (bicycle, pedestrian, transit, etc) should be given equal consideration to roadway capacity expansion projects.

MPO Transportation Improvement Program (TIP)

The TIP is updated every two years and identifies transportation projects that will receive state and federal

funding for the following 4-year time frame. During TIP updates, the MPO should consult the Bicycle and Pedestrian Master Plan and Bicycle Pedestrian Advisory Committee to determine priority projects for inclusion in the TIP.

Local Planning Jurisdictions

Support from local planning jurisdictions is critical to successful implementation of this Master Plan. First, local planning commissions can require the provision of bicycle and pedestrian infrastructure in new development and redevelopment projects to proactively eliminate the need for costly retrofit projects in the future. Second, bicycling and walking rates are directly influenced by land use patterns and community designs regulated by local planning commissions.

The MPO should work with local planning agencies and commissions to:

- Adopt the MPO Bicycle and Pedestrian Master Plan as an element of local comprehensive plans.
- Develop and adopt Greenway/Trail Plans as elements of local comprehensive plans.
- Require that greenway trails be built during development, or assess exactions in lieu of construction for use by local governments for trail construction at a later date.
- Revise Subdivision Regulations to require the construction of “complete streets” during new development.
- Incorporate more walkable and bicycle-friendly development patterns in local land use plans as described in Chapter 5.
- Revise zoning ordinances and/or develop design guidelines to provide for more bicycle and pedestrian-friendly site designs as described in Chapter 5. Consideration should be given to the development of form-based zoning codes which can be more conducive to pedestrian-friendly development.



- Work with local school district planners to develop neighborhood-oriented schools that encourage bicycling and walking.

6.2 Project Implementation Strategies

Shared Use Trail Projects

Trail projects constructed in existing neighborhoods can be challenging due to a lack of publicly owned property or opposition from adjacent property owners. The acquisition of property or easements requires coordination, public support and funding. Environmental constraints can also complicate projects constructed in floodplains or other environmentally sensitive areas. The timing of trail construction projects can be impacted if constraints are not identified early in the process. For example, LFUCG has previously received funding for trail projects through grant sources before engineering design studies have been completed. In some case, this has resulted in funding shortages and extended project completion schedules that may jeopardize grant funds.

The Greenway Master Plan recommends that trail corridor master plans be completed for all primary trails to determine alignments, identify constraints and opportunities. Preliminary engineering and design work is also necessary for all trail segments (primary, secondary or tertiary trails) to ensure that safe facilities are built in a cost-effective manner.

The following recommendations will aid in trail implementation:

- Complete trail corridor master plans for the North-South and East-West Corridors in both Fayette and Jessamine County.
- Provide engineering and design funding for high priority trail projects through MPO or local government sources.
- Do not pursue or allocate construction or right-of-way funds for trail projects until design phases are complete and accurate cost estimates can be obtained.
- Identify the agency(ies) responsible for trail project coordination and construction in Jessamine County and/or Nicholasville.

- Assign or establish a Greenway/Trails Coordinator position at LFUCG, as recommended in the LFUCG Greenway Master Plan. The coordinator should oversee greenway development and management including planning, property acquisition, construction, etc. The position should also coordinate public relations, marketing and fundraising.

On-Road Projects

There are many low-cost ways in which bicycle and pedestrian improvements can be made to existing roadways. The cost of adding bike and pedestrian facilities during roadway widening and reconstruction projects is relatively small compared to overall project costs. Resurfacing projects may also provide opportunities for bicycle and pedestrian improvements through bike lane striping, wide curb lane striping and the addition of enhanced crosswalks and curb ramps.

However, it should be noted that most roadways in the region will never be widened and streets are generally only resurfaced every 10-15 years. In cases where no roadway improvements are scheduled in the near future, independent bicycle and pedestrian projects will be necessary for successful plan implementation.

The following recommendations will aid in the implementation of on-road projects:

- Include appropriate bicycle and pedestrian facilities in all local and state roadway construction and reconstruction projects.
- Allocate funds to begin engineering and design work for high priority (stand-alone) bicycle and pedestrian projects as identified in Chapter 5.
- Review local and state resurfacing projects for potential pedestrian improvements such as curb ramp installation/repair and improved crosswalk markings.
- Review local and state resurfacing projects for potential bicycle improvements such as bike lanes, wide curb lanes, bicycle detection devices and bicycle-friendly drainage grates.
- Include cost estimates for bicycle and pedestrian improvements in resurfacing budget requests.



- Conduct a bike lane restriping study for all projects identified as potentially 'feasible' in Chapter 5.
- Restripe bike lanes on roadways not scheduled for resurfacing within five years if determined to be feasible and if no known safety impacts exist.

6.3 Policy Implementation Strategies

Implementing plan recommendations will require the involvement of many individuals, organizations, government agencies and decision-making bodies. It is important for all stakeholders to be knowledgeable of our community goals and the solutions presented for making our region more bicycle and pedestrian-friendly. Each party must understand their role in achieving these goals and should be held accountable for improvements needed in their respective areas. It is therefore recommended to:

- Develop a 'Plan of Action' for Fayette and Jessamine Counties. This working document should include the recommended actions set-forth in this plan, the responsible party (individual, division, government official, etc.), next steps and any known barriers to moving forward. The document should be used to guide the work of appropriate agencies, committees or organizations. The document will also help the MPO evaluate progress made over time and may serve as a public information tool.
- Conduct training sessions on improving the bicycle and pedestrian-friendly qualities of our community. Make these available to professional staff and appropriate committees, boards, commissions or councils.
- Build public and government support for needed policy changes by conducting an education campaign on the benefits of bicycle and pedestrian-friendly communities.

6.4 Funding Strategies

Communities may use a wide array of funding sources for bicycle and pedestrian projects ranging from local, state and federal dollars to private or corporate donations. There are often rules and procedures that must be followed to obtain and utilize each funding source. A discussion of these sources and recommendations for their use follows.

Local Funds

Local funding sources that may be utilized for bicycle and pedestrian improvements include:

- **General funds** - Tax revenue allocated annually through local government budgeting processes.
- **County & Municipal Road Aid Funds (MAP)** - State gas-tax funds allocated by the state and budgeted annually through city or county governments.
- **Municipal bond fund** - Bonds available to local governments for capital improvement projects. For example, Fayette County allocated \$2 million for trail projects in FY 2008 using bond funds.

Funds for bicycle and pedestrian facilities are currently included in many local budgets, particularly when improvements are incidental to other capital or maintenance projects. However, independent bicycle and pedestrian improvement needs exist as well. Departments responsible for such improvement projects must anticipate the needs and be aware of priorities so that funds can be requested during annual budgeting processes. For instance, the following LFUCG agencies may be responsible for project identification, prioritization and funding requests for the following:

- **Division of Parks & Recreation** - Walking/bike path construction and/or maintenance.
- **Division of Engineering** - Sidewalk installation, shared use trail construction, roadway widening for bike lane installation.
- **Division of Streets, Roads & Forestry** - Curb ramp repair/installation, bicycle and pedestrian improvements incidental to resurfacing.



- **Division of Traffic Engineering** - Crosswalk markings, bike lane pavement markings, pedestrian signals, mid-block crossing improvements.
- **Division of Planning** - Bicycle and pedestrian plans and studies, public information materials.
- **Division of Code Enforcement** - Sidewalk Maintenance Assistance Program, sidewalk enforcement funding.
- **Division of Police** - Bicycle and pedestrian enforcement activities and personnel.

Due to the extensive number of divisions responsible for implementing bicycle and pedestrian improvements, an annual process for identifying bicycle and pedestrian needs and priorities should be developed and coordinated to ensure that funding requests are submitted and allocated appropriately.

State/Federal Funds

State and federal transportation funds are administered through the KY Transportation Cabinet and local MPOs. To be eligible for funding, projects must be included in local and state long range transportation plans. As an adopted element of the Lexington Area MPO Long Range Transportation Plan, all projects identified in the Bicycle and Pedestrian Master Plan are eligible for the following main funding sources:

- **Surface Transportation Program (STP)**
The majority of transportation projects are funded with STP funds that are allocated by the state through the State 6-Year Highway Plan. STP funds have traditionally been used for the construction, reconstruction and maintenance of roadways. These projects benefit bicyclists and pedestrians if facilities are included in the scope of projects. Stand-alone bicycle and pedestrian projects are eligible, but have not typically received funding through this source in the past.

- **Surface Transportation Program (Lexington) (SLX)** - The Lexington Area MPO receives an annual allocation of STP funds (called SLX) that can be used for transportation projects at the discretion of the MPO. Due to more local control, these funds are an ideal funding source for stand-alone bicycle and pedestrian projects.

Federal transit funds that are apportioned to local transit agencies and include:

- **Federal Transit Administration (FTA) funds** - Urbanized Area Formula Transit Grants and Transit Enhancements that may be used for improving bicycle and pedestrian access to transit.

A number of federal transportation grant programs are also administered by the KY Transportation Cabinet and Governors Office for Local Development. Grant funds generally require that local governments provide funding for 20 to 50% of project costs. The following grant programs provide funding for bicycle and pedestrian projects:

- **Safe Routes to School (SR2S)**
- **Transportation Enhancement (TE)**
- **Congestion Mitigation & Air Quality Improvement (CMAQ)**
- **Recreational Trails Program (RTP)**
- **Land and Water Conservation Fund (LWCF)**
- **Scenic Highways and Byways**
- **Hazard Elimination Safety (HES) Grants**
- **Transportation Community and System Preservation (TCSP)**

Funding through these grant programs is awarded on a competitive basis throughout the state. Funding agencies receive 10 to 20 times more requests than funds are available. Therefore, while these sources can supplement local and other state/federal funds for bicycle and pedestrian projects, they should not be relied upon as the main funding source for such projects.



Federal funds administered through grants have specific rules, regulations and reporting requirements. Projects constructed with federal grant funds typically take two to three years to reach completion.

Grant applications for federal funds are strongest when projects have been prioritized and supported by local governments. Localities must demonstrate community support through financial contributions, resolutions and letters of support. Projects that are ready for construction are usually looked upon more favorably by state funding agencies (i.e. design work and/or property acquisition is complete). Cash contributions versus local in-kind contributions may also make grant applications stronger candidates for funding.

In the past, LFUCG has submitted a large number of projects for these grants despite limited funding. It is recommended that local governments should identify high priority projects and allocate local funds to complete engineering and design work prior to grant submittals. Local governments should then allocate local funds for (at a minimum) the required grant match and begin focusing grant writing efforts on top priority projects. It is recommended that grant requests not be submitted for more projects than the locality can reasonably expect to receive funding for. This will allow focus to be placed on developing strong applications for priority projects and to present a clear message of priority to state funding agencies.

Other Funding Sources

There are many other ways in which other communities have provided funding for bicycle and pedestrian projects. These include:

- **Legislative allocations** - Federal and state funding may also be allocated to local governments by legislative action. For example, the City of Louisville, KY and Owensboro, KY have secured significant federal funds through such processes for bicycle and pedestrian improvements.
- **Private donations** – Corporate investments and private donations from individuals or foundations may be used for bicycle and pedestrian improvements. Some cities have used private dollars in conjunction with local, state or federal funds to construct city-wide greenway

trail systems, especially through non-profit groups dedicated to greenway development.

- **Local improvement districts** – Sometimes referred to as urban renewal districts or economic/business improvement districts, these funds are provided through assessments levied on a group of property owners by a local government. Such funding sources have been used in communities, particularly in downtown areas, for streetscape and other pedestrian improvements.
- **Levies or user taxes** – These funds are provided through assessments levied on property owners, through a local sales tax or vehicle registration fees. Local governments must pass a resolution (voted on by the public) and develop related local ordinances for these funds to be assessed and used for bicycle and pedestrian projects.

In summary, the following recommendations would improve funding opportunities for bicycle and pedestrian projects:

- Conduct an audit to determine current funding levels for bicycle and pedestrian-related projects; present findings to local governments and/or the MPO.
- Develop a multi-year funding strategy based upon priorities and known funding sources.
- Work with the KY Transportation Cabinet and the MPO to ensure bicycle and pedestrian projects are included in the TIP and State 6-Year Highway Plan.
- Ensure funding requests for priority bicycle and pedestrian projects are submitted by local government divisions on an annual basis.
- Prioritize and submit grant funding applications; allocate local matching funds on an annual basis to ensure that grant funding opportunities are maximized.
- Determine if private dollars will be sought for bicycle and pedestrian projects. If so,



identify a government agency or non-profit organization responsible for receiving and administering funds; identify an official government liaison/spokesperson for soliciting private funds.

- Investigate the level of public support for local levies, taxes or fees for bicycle and pedestrian improvements.

6.5 Partnerships

Partnerships will be a powerful tool for developing a more walkable and bicycle-friendly community and in creating a local culture supportive of bicycling and walking. There are many organizations that have special abilities to help local governments achieve the goals outlined in this plan while, at the same time, achieving their own missions. For example, local safety coalitions and bicycle clubs can provide public safety education and outreach. Advocates, clubs and non-profit organizations can organize and promote local bicycling and walking events with the support of local governments. Local tourism agencies can develop marketing materials and promote local events and attractions to the public at-large. The Bluegrass Area Development District can help to foster the development of regional bicycle and pedestrian initiatives. In particular, increased collaboration with Fayette and Jessamine County Public Schools will be necessary to change attitudes and trends related to bicycling and walking to school.

Local governments should work to identify these potential partners and to provide support (financial and other) to organizations that can better achieve, or can assist local governments in achieving, the goals established in this Master Plan.

6.6 Public Support and Involvement

Public support and involvement is critical to the successful implementation of and any major community initiative. This Master Plan is the result of public interest and support for bicycling and walking initiatives and the following actions will help ensure that the public remains engaged in both decision-making processes and in the plan's implementation:

- Form citizen-based bicycle and pedestrian groups to be the “face” of bicycling and walking initiatives in the region and to assist governments in implementing the Master Plan.
- Host bicycle and pedestrian “summits” to increase public awareness of local plans and to develop priorities and implementation strategies.
- Conduct public information campaigns to increase awareness of bicycle and pedestrian issues, projects, programs and policies. This may include a website, event displays, speaking engagements, annual reports, etc.
- Institute a “Bike Ambassador” program (and similar pedestrian program) with a network of volunteers who are knowledgeable of current bicycle and pedestrian safety issues, plans and projects. Ambassadors should work to educate large audiences by making appearances at public events (such as student orientations, run/walk/bike events, employee health fairs, etc).
- Periodically survey citizens to monitor bicycling and walking activity and issues.

6.7 Oversight and Evaluation

The status of the recommendations presented in the Bicycle and Pedestrian Master Plan should be monitored and evaluated over time. Local governments and the MPO must be periodically informed of progress made and potential barriers to implementation. The following actions will assist in the successful implementation of the plan:

- The Lexington Area MPO Bicycle & Pedestrian Advisory Committee (BPAC) should provide a bi-annual report to the MPO of progress made in relation to the performance measure listed below.
- Local citizen-based bicycle and pedestrian groups in Fayette and Jessamine Counties (such as a Mayor's Task Force) should be formed to provide for public oversight and involvement in plan implementation.



- Baselines should be established for performance measures listed below in order for progress and outcomes to be tracked effectively over time.

Performance Measures

- Percentage of trip made by bicycling, walking and transit.
- Number of bicycle and pedestrian crashes and fatalities compared to bicycling and walking rates.
- Mileage of shared use trail facilities.
- Percentage of major streets (including intersections) that adequately accommodate bicyclists and pedestrians, including persons with disabilities.
- Percentage of transit stops that are accessible to pedestrians, including persons with disabilities.
- Dollars invested in bicycle and pedestrian projects and maintenance.
- Number of public requests for bicycle and pedestrian information.
- Number of people reached through bicycle and pedestrian education efforts.
- Number of maintenance complaints for bicycle and pedestrian facilities.
- Number of local and regional bicycling and walking events.
- Percentage of schools with a Safe Routes to School program.
- Percentage of children who bicycle and walk to school.
- Street and intersection design policies, standards and guidelines include provisions for pedestrians and bicyclists.
- Local planning regulations require street connectivity and bicycle and pedestrian connections within developments and to adjacent existing or planned developments.
- Greenways and trails are routinely dedicated and built in new developments.
- Park and recreation facilities have good bike and pedestrian access.
- Traffic calming requests for streets in new developments have been eliminated through improved design; traffic calming requests in existing developments have been addressed.
- Vehicles speeds are generally within 5 mph of posted speed limits on local, collector and arterial streets.
- Adequate bicycle parking is provided at most destinations such as schools, parks, employment sites and businesses.
- Pedestrians are given priority in downtown areas and there are pleasant pedestrian streetscapes.
- Urban land adsorption rates and impervious surfaces have been reduced due to the development of more compact, walkable communities.
- Local air quality ratings have stabilized or have been reduced below current levels.
- Public health has improved and there are lower rates of overweight and obesity due to a more physically active population.



