

Covered in Section 7...

Recommended policies and programs developed during the Pedestrian Plan Update process through focus groups and national research.

7.0 Program and Policy Recommendations

Achieving the goal of creating a coordinated and safe walking environment cannot be obtained without informing and enforcing pedestrian activities. The “Three E’s” of pedestrian activity – Education, Enforcement, and Encouragement – are important supports to capital improvements. A number of support activities were considered during the *DurhamWalks!* planning process. The descriptions in this section are of those programs that were selected for implementation and refined through the use of Focus Groups, made up of transit, elderly, and enforcement community representatives. The section also presents a schools initiative, Schools Strides, based on the Safe Routes to School model. In addition to working with the Focus Groups, consultants for the *DurhamWalks!* Pedestrian Plan reviewed nine other exemplary pedestrian plans from all over the country. Each exemplary plan was assessed based on a number of characteristics, including graphics, format, education, financing, implementation and public involvement. The *DurhamWalks!* Pedestrian Plan borrows many “state-of-the-art” program ideas from these other plans.

During the course of the development of the *DurhamWalks!* Pedestrian Plan, an emphasis was maintained on realizing the importance of educating people about safe walking habits, enforcing laws for both pedestrian and driver, and encouraging walking as a “transparent” alternative – in other words, making the option to walk an obvious one. Staff met with transit, law enforcement and senior representatives in order to focus explicitly on these issues. A number of viable programs were considered and the top selections are developed in the following sections. Key policy recommendations are provided in Section 7.2. The implementation and phasing of all programs and policy changes in this section is based on a tentative five-year schedule, gauged on existing and anticipated revenues.



Walk to Work Promotion: *International Car-Free Day, September 2004*

7.1 Programs to Educate, Enforce, and Encourage Pedestrians

A number of programs were discussed during the development of the DurhamWalks! Pedestrian Plan. The following is a partial list of those considered:

Walk-to-Work Day	Encouragement – <i>These programs will get people to look more closely at walking as an option, not only for work, but shopping, school, etc. Asheville’s annual “Strive Not to Drive” program promotes transit, walk and bike modes, one day for each throughout the course of a single week. The San Antonio MPO launched a “Walk and Roll” challenge that allows people to log their off-mode miles using an on-line pledge form (www.walkandrollchallenge.com/).</i>
Safe Routes to School	Encouragement and Safety – <i>This category of program is similar to a Walk-to-Work program, but targeting the school system, children, and parents. A Safe Routes to School program is an on-going school-wide effort to encourage walking or bicycling to school by instituting education and outreach programs and also designing a more pedestrian and bicycle friendly environment around schools. Safe Routes to School is often paired with other activities, like walk to school days.</i>
School-Based Safety and Education Assembly	Safety and Education – <i>Different variations of this program exist to provide a walkability audit of public schools; instructional modules in classrooms; and flyers targeted at parents. Generally a briefer, more focused effort than the other school-based programs listed here.</i>
Walk-to-School Day	Safety and Encouragement – <i>This program encourages parents and children to walk to school. It is structured so that parents and children walk to school together, giving the parents an opportunity to discuss potentially unsafe situations with their children.</i>
School Crossing Guard Training Program	Safety and Education – <i>Volunteer adults are trained as School crossing guards. During the training, they learn about the proper way to handle specific situations.</i>
Walkable Communities Workshop	Encouragement – <i>Workshops are conducted by the City to engage staff, residents, and businesses in a discussion of specific improvements to corridors or neighborhoods that will make their communities and neighborhoods more pedestrian friendly.</i>
Senior Safety Program	Safety – <i>This would “piggy-back” on the existing “Remember When” Durham program for seniors. The new program would include information about crossing precautions and pedestrian safety.</i>
Red Flag Crossing Program	Safety – <i>Used in Chapel Hill and other communities, the Red Flag program consists simply of installing bins with red flags at selected intersections. Pedestrians then carry a flag with them as they cross the street to increase driver awareness of their presence.</i>
Walkability Training	Education – <i>Pairs of city employees (e.g., police, public works, parks/rec) go out into neighborhoods where one is required to use a wheelchair for the duration of the trip. This provides an important perspective for those enforcing pedestrian safety laws, constructing facilities, and planning.</i>
Sting Enforcement	Enforcement – <i>A rotating program targeting intersections or crossings for intense enforcement of speeding and stop signs for one or more days.</i>
Passive Enforcement	Enforcement – <i>Consists of (1) educational flyers passed out to those persons caught jaywalking or disobeying traffic laws; or (2) a citizen-created list of driver’s licenses of those engaging in unsafe behavior, which are then linked to the addresses of the drivers. Drivers are then sent a warning with information on their observed infraction and awareness material. Tried in Miami Beach, Florida with positive effect, and may be done cooperatively with the existing Citizen Observer program in Durham.</i>
Spot Improvement Program	Safety and Encouragement – <i>This is a capital improvement program item that targets short, missing segments of sidewalk; pedestrian crossing aids; signage; and other low-cost improvements costing less than a fixed amount. Maximum return of limited dollars is the goal of the program.</i>

The programs detailed below have been selected for immediate implementation. These activities were selected from the list of recommendations as priorities, and ease of implementation will be based upon resource/staffing requirements, organizational structure, effectiveness, and availability of other resources (e.g., the School Crossing Guard Program is already provided by NCDOT). Below is a select list of programs to implement immediately; other resources can also be found at NCDOT’s website, specifically: www.ncdot.org/transit/bicycle/safety/safety_programs.html.



Posters from *DurhamWalks!* outreach on display at City Hall.

Education: School Strides. The School Strides Program is based on the Safe Routes to School Program, a federally-funded program that provides money to state governments which in turn select candidate programs for funding. Eligible funding activities include capital (e.g., sidewalks, bicycle parking) and non-capital (e.g., program) items. This section of the *DurhamWalks!* Pedestrian Plan encapsulates the recommended School Strides program for Durham.

Prior Actions. The City of Durham worked with Durham Public Schools and NCDOT in April 2005 to host a Safe Routes to School training course at Fayetteville Street Elementary School. An “Action Plan” was created for Fayetteville Elementary, which included many recommendations that could apply to all local elementary and middle schools. Many of the recommended actions listed below resulted from the community input from the April 2005 Safe Routes to School course. In addition to the 2005 Safe Routes to School training course, many local schools have participated in International Walk to School Day and other related activities. In 2004, the Durham Fitness & Nutrition Council, Durham Public Schools, Durham SAFEKIDS Coalition, and the Durham Healthy Kids Healthy Communities Program sponsored a Walk to School Day at several local elementary schools. Southwest and Fayetteville Street Elementary Schools also participated in a Walk to School Day program in 2004 and 2005. Many other Durham schools have taken advantage of similar program opportunities in the past, demonstrating a strong interest throughout the community for increased “walkability” to and around schools, as well as better options for physical activity for Durham’s youth.

As part of the *DurhamWalks!* Pedestrian Plan outreach, twelve local elementary schools participated in a walkability program through their respective art departments. Each participating school received disposable cameras, a map of the school site, and instructions on how to complete a walking audit of their school’s surroundings. Students gave insights into the positive and negative features of their school’s walking environment, and the maps, pictures, and surveys that were returned told a tremendous story of the conditions at each school and the problems the children saw around them: broken sidewalk sections, litter, speeding traffic, and other issues. All of the results were displayed

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for several weeks on posters in Durham City Hall. Some of the recommendations below are generated from this program.

Recommended Actions. The Durham Public School System is supportive of its students who would like to walk or ride their bicycles to school. This support provides an opportunity for schools to develop ongoing programs to educate their students on safe walking habits. The following recommendations are suggested to build the School Strides Program in Durham, taking advantage of local and state funding sources:

- Create a “Walk Across North Carolina” program throughout the school system, where children participate in a reward program based on physical activity, particularly walking to and from school or at school.
- Create individual school-based “Frequent Walker” programs where kids who walk to school can earn stamps that can be redeemed for prizes, or let classes compete against each other to earn a pizza party.
- Establish a funding program to install trail connections, sidewalks, and bicycle parking racks at local schools. Emphasis is placed on pedestrian facility construction within ¼-mile radius of all elementary and middle schools.
- Train personnel at the Durham Police Department and Durham Public Schools in one-day NCDOT School Crossing Guard Training Course, and ensure that school crossing guards are trained regularly throughout the City.
- Create a week-long, interdisciplinary education and enrichment program (possibly during “Leave Your Car at Home” week), using the following elements:
 - Hold a local Street Art contest on sidewalks in and around the school using sidewalk chalk to improve aesthetics and walking environment.
 - Promote a Walk-to-School Day for Durham area public schools.
 - Incorporate a Walking School Bus exercise throughout the Durham school system for elementary schools (K-5).
 - Create a health-based class lecture and accompanying materials on the benefits of walking, including air quality, physical health, fuel cost savings, appreciation of outdoors, and mental well-being.
 - Initiate a campus clean-up day where parents come to school and help edge sidewalks, trim/prune bushes and trees, and pick up litter.



Walk to School Day. Durham has participated in many school-based education activities over the years.

Implementation. The City’s Bicycle and Pedestrian Coordinator staffs a standing Bicycle and Pedestrian Advisory Commission that could help with the development of this program as one of their annual tasks. The Commission could designate members to a special Task Force in order to coordinate with the Durham Public School System, and perhaps launch a pilot program in a willing school. The Task Force should also include representative from the health community, which is eager to encourage more physical activity in children.

Education: Durham-Focused Pedestrian Safety Brochure. This recommendation is to have a simple, easily reproducible brochure that is focused on Durham’s pedestrian and traffic issues. The brochure should contain graphics and text that make it easy to understand for a broad audience, and outline what Durham is doing to promote pedestrian safety; who to contact for specific issues; and how to access the *DurhamWalks!* Pedestrian Plan. The brochures should go to schools, health care facilities, senior centers, college campuses, and transit companies.

Enforcement: Create a Pedestrian Awareness Task Force. Durham’s engineering staff and police officers are charged with many responsibilities for keeping Durham’s citizens safe, as well as participating in various community-based programs like the local Partners Against Crime organizations. The creation of the Pedestrian Awareness Task Force would offer the opportunity for police officers, transportation staff, and engineering staff to identify and treat pedestrian problem zones in the City of Durham. In addition, officers and engineers are not often directly confronted with the special needs of visually and mobility impaired persons; this program would allow them that exposure.

Prior Actions. Transportation staff has met with Durham police and engineering staff routinely during the development of the pedestrian plan. Over the course of these meetings, it has become apparent that there could be improved contact between the various partners, in order to address existing pedestrian problem areas and to prevent new ones from arising. Accidents and complaints, while they are being addressed, are often received in one department but not coordinated with other, external staff in another department or division of the City. Complaints are not cataloged in a consistent manner.

Recommended Actions. The principal action to be taken is to have representatives of the police, engineering, and transportation staff meet quarterly to discuss recent accidents, fatalities, and complaints; and recommend courses of action to be taken. Specifically, each meeting should have the following data available for review:



Indiana SAFE KIDS Walk this Way Task Force includes participation from the following organizations:

- Automotive Safety Program
- Community Education & Child Advocacy Dept, Riley Hospital for Children
- Department of Public Works, City of Indianapolis
- FedEx Express
- Governor's Council for Physical Fitness & Sports
- Indianapolis Police Department
- INDOT
- Indianapolis Parks and Recreation Dept.
- Indy Greenways
- Marion County Traffic Safety Partnership
- Mayor's Office of Indianapolis
- Indiana Dept. of Environmental Management
- National SAFE KIDS Campaign



FACTS TO REMEMBER

- An estimated 20,000 children are injured in pedestrian accidents involving motor vehicles every year.
- Children are some of the most vulnerable users of our roads. Even though children under 12 represent only 1% of the population, they make up 10% of pedestrian injuries.
- In 100,000 of sufficient child pedestrian deaths occurred between 1974 and 1976, 94% occurred in non-urban areas.



Children meet before and after in a walk during the event.

ACTION STEPS FOR PARENTS AND CAREGIVERS

- Help your children identify walking routes to school, and walk with them until they are comfortable walking on their own.
- Teach your children safe pedestrian behaviors and reinforce their importance every time you walk together.
- Encourage your community/district/relatives to make improvements that will provide a safe pedestrian environment.
- Talk to your school's principals and managers to see if support is 'Walk to School Day' events for this school.
- Volunteer to be a crossing guard for a busy intersection near your school. Encourage others to volunteer as well.

Walk this Way Task Force
575 West Duke Room 004
10 School of Medicine
Indianapolis, IN 46202

If you would like to learn more about The Indiana SAFE KIDS Walk this Way Task Force, or would like a copy of the tool kit, please fill out the following form:

Name: _____
 Organization (if applicable): _____
 Address: _____

 Please FAX to:
 Indiana SAFE KIDS Coalition
 Attn: Karla Nicholas
 575 West Duke, Room 004
 Indianapolis, IN 46202
 317-278-0399 (fax)

- Yes... I would like more information about Indiana SAFE KIDS Walk this Way Task Force.
 Yes... I would like a copy of the tool kit.



Children, parents, the neighbors, and school partners in the school walk to school.

MISSION STATEMENT

The Indiana SAFE KIDS Walk this Way Task Force promotes pedestrian safety and aims to increase awareness of child issues through media, education, programming, and legislative action.

TOOLKIT DESCRIPTION

Are you interested in promoting pedestrian safety education in your community? The Indiana SAFE KIDS Walk this Way Pedestrian Safety Toolkit can help you do so. The Toolkit is a free resource that highlights school curriculum-based lessons related to pedestrian safety. Use these lessons in your school, at home, or in the community to promote the message of pedestrian safety to children, parents and grandparents in the community. Request your free copy of the SAFE KIDS Walk this Way Toolkit by filling out the form in this brochure or by contacting Indiana Safe Kids.

Call 317-278-0329 for more information on SAFE KIDS Walk this Way

Indiana State Kids Coalition Pedestrian Safety Brochure (Top: Outside)

- Compile a list of complaints from the previous three months about pedestrian behavior, driver behavior towards pedestrians, and the pedestrian environment (e.g., “Signal timing is too short to cross the street”) to share with the other representatives present. The source of complaints should be from transportation, engineering, and police, and compiled using a consistent form: name (if available), date received, location, and complaint or issue.
- A list and a map of all reported pedestrian crashes that have occurred in the past three months, as well as the last three years. This data can be obtained from the Durham Police Department or NCDOT Department of Motor Vehicles. This list should reside in the Durham Transportation Division with the Bicycle and Pedestrian Coordinator.
- At every other meeting (twice per year), the Task Force representatives should organize a field visit to assess one or more problem locations, and be accompanied by a visually or mobility impaired person (and/or simulation aides) to learn more about the problem intersection or street segment. These field visits should target “problem” areas that repeatedly have complaints and crash histories.
- The result of each meeting should be that (1) officers and city staff arrive at a better understanding of the pedestrian problems in their communities and how to avoid them in new construction; (2) persistent problem locations are dealt with holistically; and (3) emerging problem locations can be addressed earlier. A range of treatments, from “sting” enforcement operations to crossing treatments to signage/markings should be available to address each problem location.

Implementation. The three City divisions/departments represented – Engineering, Transportation, and Police – will need to designate consistent representatives to be a part of the quarterly meetings. The Police Department will have an enlarged role, first by recording and cataloging complaints received about pedestrian violations, and second by developing a list of pedestrian-related accidents that have occurred over the past three months and three years. The Transportation and Engineering staff can assist with mapping these locations. The Mayor’s Committee for Person’s with Disabilities should be a key participant in every other meeting to ensure that the perspective of mobility and visually impaired people is brought to the attention of the Task Force. *It is important that the representatives attending these quarterly meetings have the authority to undertake action from their respective departments.*

7.2 Policy Recommendations

A number of policy changes are highlighted in Section 3.0 along with the plans and policy documents where the changes are recommended to be made. A summary of major recommendations for policy changes are identified in the bullets below, along with additional recommendations to existing City policies not covered in earlier sections.

Pedestrians and Transit. Making the connection between pedestrians and transit use is a critical endeavor: without safe and consistent pedestrian access to transit stops, transit users often find themselves walking through muddy ground or in busy streets. Both existing and future transit provisions are important to consider, since many future transit provisions are provided on a piecemeal basis as new private development accesses adjoining street and pedestrian systems.

Expand the marketing budget of DATA (Durham Area Transit Authority) to allow an expansion of an existing outreach program targeted towards children and senior centers. Currently, DATA will provide an overview of the Durham transit system upon request of individual schools. The recommendation here is to expand this program to senior centers and college students, and to more aggressively market the program to these groups.

Provide cursory review opportunities for any new/proposed development (or an expansion worth 50% of the value of the existing property) that is located adjacent to any existing or proposed transit service line (DATA or TTA). Currently, review opportunities are provided for most such developments if they are located near a proposed TTA rail station, and other Durham staff also handles some reviews for DATA staff.

Modify the current “checklist” of items that should be reviewed for each new/proposed development or expansion of 50% of the value of an existing property that cover pedestrian, cycling, and transit provisions. Internal sidewalks, transit connections to the property, mobility-handicapped provisions, and street furniture should adhere to existing minimum standards. (See Table 7-1 for a comprehensive pedestrian-transit checklist.)

Promote pedestrian-oriented transit development, especially near future TTA rail transit stations. Additional discussion of development near regional rail stations can be found in “Station Area Development Guidelines for the Regional Transit Stations” (December 1997).

Table 7-1. Pedestrian-Transit Connectivity Checklist¹

Landscaping and Amenities

- Shelters should be well-lit and constructed of materials that do not obstruct views out of or into the shelter.
- Provide a minimum four-foot wide clearance zone from the curb so that opening bus doors are not blocked by street furnishings, sign posts, landscaping, or other obstructions.
- Sidewalks should be provided within designated bus zones with a landing area for wheelchair access to transit services.
- Provide open sight lines and avoid placing shelters, furnishings, and vegetation that may obstruct driver and waiting passenger views.
- When there is a planting strip adjacent to the curb, provide a sidewalk slab that extends from the existing sidewalk to the curb so that passengers do not have to cross wet grass or mud during inclement weather.

Traffic and Stop Design Considerations

- Bus pullout locations are often warranted where there are heavy traffic conditions. When pullouts are to be located near intersections, a far-side location is preferred. The needs of the passengers boarding and exiting the bus should not conflict with the needs of pedestrians and bicyclists moving through the area. Curb bulbouts at the nearby intersection help pedestrian crossing movements, prevent motorists from entering the bus pullout area, and reduce conflicts with bicyclists traveling through. Pullouts should be designed to meet roadway conditions and bus characteristics. Configurations of pullouts should allow buses to pull up directly adjacent to the curb.
- Curb heights should never be higher than the height of the bus step to prevent falls during passenger boarding and departing. Older buses tend to have a bottom step that is 14 to 18 inches above the roadway. Newer buses can have bottom steps as low as 11 inches above the roadway.
- On streets with parallel parking, near-side bus stops can benefit from elongated curb extensions that provide passengers adequate area to board or exit the bus without having to step into the street or the stream of pedestrian travel on the adjacent sidewalk.
- Transit riders need to be able to cross the road safely at transit stops. On a typical two-way street, with residences and development on both sides, half the riders will need to cross the road when boarding or exiting the bus. Mid-block crossing facilities should be provided at mid-block bus stop locations.

Bus Stop Location and Placement

- Provide nine feet of clearance from the curb for wheelchair lift operation; four feet for the lift to extend and 5 feet for the wheelchair to maneuver beyond the lift. The ADA requires a minimum width of three feet for accessible paths of travel but generally, path widths adjacent to transit should be wider to accommodate groups of pedestrians as well as wheelchair users. Six-foot minimum sidewalk width is suggested for paths next to transit. In high-use urban areas, 10 feet minimum is recommended. Design bus stops to accommodate wheelchair lifts. Only as a last resort should a zone or stop be inaccessible.
- Bus stop design should avoid conflicts with other types of uses. For example, bus stops should not interrupt bike lanes, and waiting areas and shelters should be provided to the side of the walkway so that pedestrians can pass passengers waiting to board.
- Avoid locating bus stops where there are curbs of varying heights.
- All transit stops should be easy to reach by walkways. Transit stops should include sheltered, visible, and comfortable seating areas and waiting spaces, set back from the walkway.
- Strategically locate bus stops to minimize crosswalk movements of transferring passengers if transfer movements between bus routes are heavy. For example, locate bus stops on the same corner of an intersection so users are not required to cross the street.
- Bus stops should provide shelters for protection from weather and a secure waiting place for transit riders based on boarding/alighting counts.

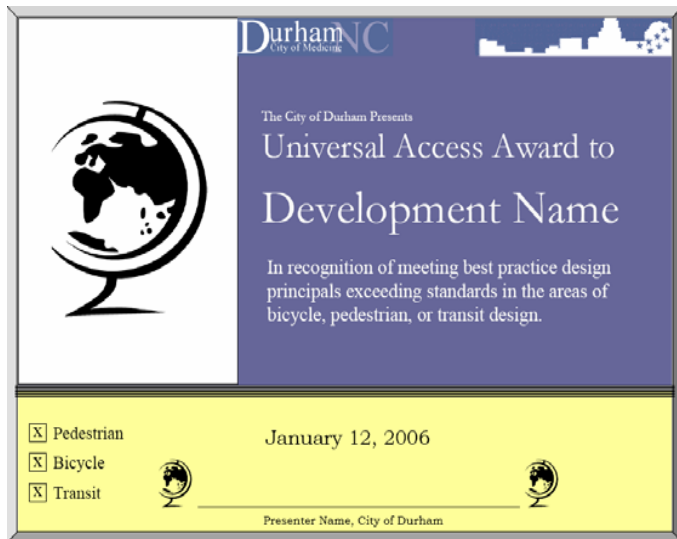
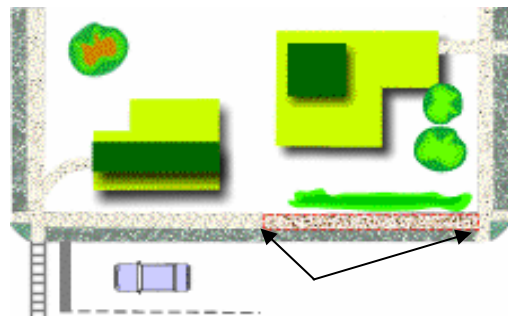


Figure 7-1. Sample Universal Access Award.



Completing sidewalk to nearest corner, or existing sidewalk.

Create a “Universal Access Award” (see Figure 7-1) for developers that exceed minimum standards in the areas of pedestrian, cycling, and transit design. Developers like to acknowledge the merits of their projects during Planning Board and Council reviews, and may be convinced to “go the extra mile” to receive such a commendation. Exceeding requirements is interpreted as adhering to the best practice guidelines in Section 6, as well as the transit checklist provided in this section. The determination of the certificate award will be made by the majority of staff conducting reviews during the circulation of the site plan.

Pedestrian Policies. Creating a supportive policy environment in the City of Durham will lead to incremental improvements not only as new private sector developments enter the site plan review process, but as concern for walkability develops among staff and developers as an “institutionalized” doctrine.

Make the following modifications to the City’s sidewalk ordinances and policies:

1. Establish a method for prioritizing future sidewalk projects that balances simplicity with thoroughness, and is easy to interpret and quick to apply. The City will maintain a prioritized list of any new sidewalk projects, which will utilize the same factors as those described in this plan to prioritize projects; namely, proximity to schools, transit facilities, connectivity, and proximate land uses that generate walking trips. Specifically, the following point system will be used:
 - Elementary or middle school within ¼-mile of sidewalk project = 2 points, any school within ½-mile of sidewalk project = 1 point
 - Proposed project substantially addresses project need identified in *DurhamWalks!* Pedestrian Plan = 2 points
 - Park, regular transit service¹, or pedestrian generator within ¼-mile of sidewalk project = 1 point
 - Project will help alleviate a documented accident location (one or more pedestrian-related accidents within past three years) = 1 point
 - High Demand Area = no more than 60% of the parcels within ¼-mile of sidewalk project belonging to residential, commercial, institutional, office, or recreational/open space uses² = 1 point

¹ Note: Should the TTA Regional Rail Service become active, proposed projects within ¼-mile of rail stops should receive one additional point.

² Note: This score may also be awarded based upon field observation if more than 100 pedestrians are counted in any contiguous four-hour period on an average day.

2. Promote the existing sidewalk petition process in order to make residents more aware of it, and therefore more likely to use it. Currently, Durham residents can expedite sidewalk construction on neighborhood streets by providing the City with a petition for sidewalk signed by over 50 percent of the property owners along the length of the project, who also represent over 50 percent of the property along the project. Once the City has constructed the sidewalk, residents will then pay a \$5 per foot assessment for the sidewalk and \$20 per foot for any new curb and gutter.
3. Increase the amount of the current payment-in-lieu fee for sidewalk construction for new and redeveloped properties to \$65 per foot of property frontage, as discussed in Section 3. This is the most realistic baseline cost for sidewalk construction based on recent City experience.
4. Develop a sidewalk connectivity policy that requires new private developments (or expanded developments increasing the value of the property by 50% or more) to connect sidewalks from the development to the nearest corner or existing sidewalk/multi-use trail, including ADA-accessible ramps. This should only apply in instances where the private development is a retail or general office use in excess of 100,000 square feet of gross leasable floor area or residential complex in excess of 100 units. Under certain circumstances, the developer could opt for a payment-in-lieu fee to be assessed using the same \$65 per linear foot fee structure cited earlier, or the proposed sidewalk connection was not on publicly controlled right-of-way. In any circumstance, the maximum value of the sidewalk should not exceed two percent of the total construction value of the project. Lee County, Florida possesses a similar requirement, with the only difference being that the value of the sidewalk construction can offset other impact fees.
5. Require sidewalk considerations to be included in all development plans. This would include requiring all development plans, site plans and subdivision plans to clearly identify existing and planned bike, pedestrian, trail, school, transit routes and stops, and park facilities within ½ mile on all sides of the development. In addition, site plans and subdivision plans should graphically designate a comprehensive pedestrian and bicycle system that not only connects all elements within the development, but also connects the development to adjacent and nearby (to the extent possible) developments, bicycle and pedestrian systems, trail, greenways, open space and transit stops; be it further

Establishment of Pedestrian Activity Centers. As discussed in Section 4, there are several areas within Durham that, through field observation, pedestrian facilities, accident records, and other information, already show high levels of pedestrian activities. The City should designate these areas as Pedestrian

Activity Centers, where their pedestrian-friendly nature will be protected and preserved, and may be targeted in the future for special pedestrian improvements.

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