



**February 1, 2019**

## City of Florence

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# **FLORENCE, KENTUCKY BIKE & PEDESTRIAN PLAN 2019 UPDATE**

**Boone County Planning Commission  
February 1, 2019**

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# FLORENCE, KY, BIKE & PEDESTRIAN PLAN 2019 UPDATE

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# FLORENCE, KY, BIKE & PEDESTRIAN PLAN 2019 UPDATE

## EXECUTIVE SUMMARY

This plan is an update of the 2002 Florence Pedestrian & Bike Plan, which replaced the City's original 1992 plan. The plan considers existing bike/ped facilities as well as those expected in the near future, identifies needs, and recommends actions to meet future goals. It analyzes gaps in the existing bike/ped network and considers transportation grant potential to rank projects.

The following recommendations and deliverables are based on data analysis, staff expertise, and citizen input and are consistent with the goals of the [Boone County Comprehensive Plan](#) and [2018 Boone County Transportation Plan](#):

- A final plan with maps, tables, and other pertinent information, including project history, analytical methods, citizen engagement, and future recommendations.
- Updated digital mapping of City of Florence and adjacent Bike/Ped facilities, including gaps and proposed connections.
- Suggested approach for creating a 35+ mile regional Multi-Use Path system in conjunction with neighboring jurisdictions, 60% which is already planned for completion by late 2021.
- A continued sidewalk program that connects into the Path system and expands pedestrian access to and within Florence.

Finally, the plan recognizes that Florence's Bike/Ped program is much more than sidewalks. It is poised to be a part of the City's identity as a regional leader and key quality of life factor capable of attracting prospective businesses and residents.

# FLORENCE, KY, BIKE & PEDESTRIAN PLAN 2019 UPDATE

## 1. INTRODUCTION AND PURPOSE

In mid-2018, the City of Florence requested that the Boone County Planning Commission update the existing 2002 Florence Pedestrian & Bike Plan, which has been the guiding document for policy decisions concerning Florence's Bike/Ped facilities program since its adoption (**Appendix A**). The primary purpose of the plan is to provide an updated document that identifies needs and sets future priorities based on both data analysis and public input.

Other project goals include:

- Provide current digital mapping of the City's existing and proposed Bike/Ped facilities and tools to allow City staff to update that data
- Identify and prioritize "gaps" in the existing Bike/Ped network
- Utilize online interactive methods to obtain citizen input on Bike/Ped facilities needs
- Provide recommendations to guide the City in bridging gaps in the network and progressing toward a more complete Bike/Ped system
- Prioritize projects based on need, connectivity, and ability to meet current and future transportation grant criteria such as Surface Transportation Program funds for Northern Kentucky (SNK), Transportation Alternatives (TA), and other funding sources
- Prioritize recommended connections to Bike/Ped facilities in adjacent jurisdictions
- An updated plan for Florence that is consistent with the [Boone County Comprehensive Plan](#) (currently being revised) and [2018 Boone County Transportation Plan](#)
- A final plan in digital format containing recommendations, relevant maps, prioritized list(s), and other relevant information.

## 2. BACKGROUND AND EXISTING FACILITIES

This 2019 plan is the third Bike/Ped plan developed for the City of Florence since 1992. The 1992 Pedestrian/Bike Path Plan, City of Florence and Boone County, Kentucky, was completed based on recommendation of the 1990 Boone County Comprehensive Plan that a "further study should be undertaken to outline the need and provide the mechanism for providing pedestrian/bicycle trails." The study was undertaken to address poor pedestrian connectivity within commercial districts and between those districts and residential areas, complicated by the fact that many of the older (1950s - 1970s) subdivisions were built without sidewalks. The study identified pedestrian attractors such as commercial zones, schools and parks and prioritized sidewalk needs based on overlap between attractors and problem areas like the Burlington Pike and US-42 overpasses. Based on analysis, more than half of the plan was dedicated to detailed recommendations for improvements in the Bike/Ped system throughout

the City, including specific locations and initial cost estimates for recommended facilities. The plan also included sections on policy recommendations, funding, and operations/maintenance.

In 1997, an effort was begun to prioritize the detailed recommendations of the 1992 plan, which were not prioritized in the plan itself. That work served as the foundation for the 2002 Florence Pedestrian & Bike Plan prepared by the BCPC. The 2002 study developed a list of sidewalk needs and ranked projects using a weighted points system based on the following criteria:

- Connectivity – to other existing sidewalk segments
- Potential Use – based on proximity to denser residential areas
- Proximity to Pedestrian Attractors – schools, parks, churches, commercial zones, etc.
- Traffic Volume & Speed Impacts – to what extent the project may improve pedestrian safety

The 2002 analysis led to a prioritized list of 31 Sidewalk Projects (see Table 1) ranging from Mall Road and Industrial Road at the top down to Valley View Dr. The plan also ranked 9 proposed Bike/Pedestrian paths, Industrial Road and Woodspoint Drive among them. The study also included a number of Specific Intersection Improvements for key intersections such as KY 18/Merchants Dr. and US 42/Gunpowder Rd.

### **Existing Facilities**

The City of Florence Public Services Department has followed the 2002 plan since its completion, with additional consideration paid to proximity to pedestrian attractors (schools and parks) where needed. As **Table 1** indicates, considerable progress has been made toward completing the sidewalk and Multi-Use Path (MU Path) projects identified in the 2002 plan; MU Paths are all caps in the table.

<b>TABLE 1. COMPLETED SIDEWALKS &amp; MU PATHS FROM 2002 PLAN</b>	
<b>KY 18/I-75 Overpass</b>	<b>Locust St.</b>
<b><i>Center St.*</i></b>	<b>Plaza Blvd.</b>
<b>Drexel Ave.</b>	<b>Tee St.</b>
<b>Surfwood Dr.</b>	<b>MALL ROAD</b>
<b>Evergreen/Tamarack</b>	<b>INDUSTRIAL RD.</b>
<b>Shenandoah Dr.</b>	<b>SOUTH FORK PARK DR.</b>
<b>Lakeshore/Achates</b>	<b>INDUSTRIAL Rd.</b>
<b>Glen/Roberta</b>	<b>WOODSPOINT DR.</b>
<b>KY 18 West/I-75 Overpass</b>	<b>EWING BLVD</b>
<b>Roger Ln.</b>	<b>PLEASANT VALLEY RD*</b>
<b><i>* Completion expected in 2019</i></b>	

Florence currently has a total of 112.2 miles of pedestrian facilities classified as concrete sidewalks (3 to 5-foot wide) and 16.1 miles considered MU Paths, all but one of which (Hopeful Church Road Trail) is somewhere between 6 and 10 feet wide and of asphalt or concrete.



Sidewalk coverage and connectivity in Florence varies across the city. Sidewalk and/or MU Path coverage is excellent in the Houston Road, Mall Road, Pleasant Valley and south US 42 corridors (**see Map 1**). Coverage in Central Florence (bounded by US 42, I-71/75 and Turfway) is moderate but more spotty to the east (east of Dixie/Turfway) and northeast (east of Turfway, north of Dixie). The mid-20<sup>th</sup> Century subdivisions between US 42 and Industrial Road have fewer connected sidewalks than anywhere; similar neighborhoods are strung along US 42 to the south toward Weaver Road.

Florence has completed more than half of the MU Paths in the 2002 plan, including Woodspoint Drive, Mall Rd (1.5 miles) and Industrial Rd, which range in length from 0.75 to 1.5 miles long (**see Map 2**). Additional MU Paths are located in Florence Nature Park, South Fork Park and Stringtown Park. Others are in subdivisions like Orleans, Plantation Point, and Saddlebrook Farms. The 10-foot wide path on Ewing Blvd is part of a loop called the Florence Government Center Trail.

Details about these facilities are available through [Florence Trails online](#), which is a digital version of maps printed in 2013. Also of note, some existing MU Paths are part of three LiveWell Florence walking routes developed in partnership with [LiveWell NKY](#). These include a 2.25-mile Houston/Woodspoint route (**Figure 1**), 2.75-mile Ewing/KY 18/US 42 route, and 1.25-mile route in Orleans along Antoinette Way, etc.



**FIGURE 1: LiveWell NKY Sign on Woodspoint Dr.**

Florence's Bike/Ped infrastructure will benefit greatly from projects coming online soon. The most significant are road reconstruction projects with MU Paths: Mt. Zion Rd (mid-2019) and Pleasant Valley Rd (late 2020). Boone County plans to extend the MU Path from Aero Parkway into Burlington by 2020, which will connect to Pleasant Valley and a new path north to Hebron. This will form most of a loop west out of Florence. The City built a sidewalk on the south side of Weaver Rd east to Ascot Dr in 2018. Sidewalk on the north side of Weaver (to Saddlebrook Ln.) should be completed by mid-2019 as part of the "Jug Handle" intersection improvement at



Weaver and US 42. The City has also secured 2021-2022 SNK funding to complete sidewalks on Center and Russell streets in Central Florence.

### **3. PROJECT METHODOLOGY**

The primary goal of the 2019 Florence Bike/Ped Plan Update is to identify gaps in the existing Bike/Ped infrastructure and prioritize future projects to fill those gaps. The City requested that, where possible, analysis and recommendations be based on criteria used by OKI to prioritize grant applications. Other measurable criteria were also considered in the analysis, including:

- Residences within ½ mile
- Number of connections to existing sidewalks/paths
- Proximity to key pedestrian attractors (schools, parks, multifamily dwellings)
- Total length of existing sidewalks/paths within ½ mile.

#### **The Gap Analysis**

The Boone County GIS (BCGIS) system was the main tool used to identify gaps in the existing bike/ped system. All GIS data were analyzed using ESRI ArcGIS 10.5.1 with the Network Analyst extension. BCGIS maintains sidewalk centerline and planimetric data for pavement features. Findings were verified using both in-house aerial photography (6-inch resolution) and Google Street Views. The [Current and Future Boone County Road/Sidewalk Construction Projects Status Report](#) was referred to for all “in progress” design and construction projects. Together this information formed the basis for identifying gaps in the city’s Bike/Ped network.

The first step in identifying gaps involved finding sidewalk segments that could be connected to other existing segments. The next step was to look at streets with park facilities that lack sidewalks and connect those to the existing network. The sidewalk networks around educational facilities and multifamily complexes were also evaluated, although most school zones in Florence already have complete sidewalk networks. Finally, consideration was given to how the MU Paths (over 6ft wide) might be expanded.

The next phase of the Gap Analysis involved looking at the network from a neighborhood standpoint. Network Analyst was used to identify all pathways and residences within ½ (0.50) mile walking distance. All of the gaps identified have the following attribution added:

- Number of residences within a half a mile
- Type of sidewalk connection
- Number of sidewalk connections
- Length of existing connections within half a mile
- Attributes for OKI ranking criteria discussed below

The analysis also helped identify other relevant walkability concerns such as crosswalks. For example, the absence of crosswalks along a 0.25-mile section of Dixie Highway between Mandarlay Dr and US 42 prevents safe pedestrian passage. The Gap Analysis was reviewed and edited by City of Florence staff, who identified issues such as (1) private streets not included in the gap analysis and (2) missing or incomplete sidewalk data.

### **Prioritizing the Gaps**

The priority ranking process (that generated recommendations for future projects) was conducted on the initial list of gaps identified by GIS analysis, further supplemented with information obtained through public comment (see Section 4 below). This step of the analysis process utilized the criteria in OKI's most recent (2018 funding cycle) [Surface Transportation Program for Northern \(STP/SNK\)](#) grant Prioritization Process. Note that OKI modifies these criteria periodically to reflect changing Federal policy and regional goals.

OKI uses a points system to help prioritize transportation grants. For Bike/Ped projects there are 45 points available under *Transportation Factors for Bike and Pedestrian Projects* and 60 points available under *Planning Factors for All Projects* (see **Appendix B**). Note that some criteria are qualitative in nature and require written justification; others are easier to quantify and estimate in advance. As many criteria as possible were taken into consideration for this analysis (see **Table 2**).

Some of the OKI prioritization criteria used for the analysis were easier to quantify than others. Base numbers for the *Safety* and *Environmental Justice* criteria, for example, were taken directly from data layers supplied by OKI to BCGIS for the project. The *Network Connections*, *Complete Streets* and *Intermodal Connections* criteria were also easy to count. The *Impact on Safety* criterion is more subjective but the analysis assumed that adding a sidewalk to a street that currently lacks one would be qualify as at least a "Low Impact" improvement, which is worth 1 point in the scoring process. The criteria related to planning (SRPP & Local) were assigned fixed numbers of 1 and 5, respectively, as these minimum scores should be easy to justify in any grant application.

Data to evaluate the *Economic Vitality (Existing Employment)* criterion could not be obtained for use in the BCGIS and was estimated using [ESRI's online ArcGIS Business Analyst product](#). This provided an estimate of the number of existing jobs within ½ mile of each of the identified Gap projects. All but two of gaps fell into either the 1000-2499 jobs (3 points) or 2500-4999 jobs (4 points) category.

The OKI grant prioritization process includes many other criteria deemed too subjective to be quantified for this analysis. Fields for some of these were included in the GIS data layer to be populated in the future by City of Florence staff. These criteria included:

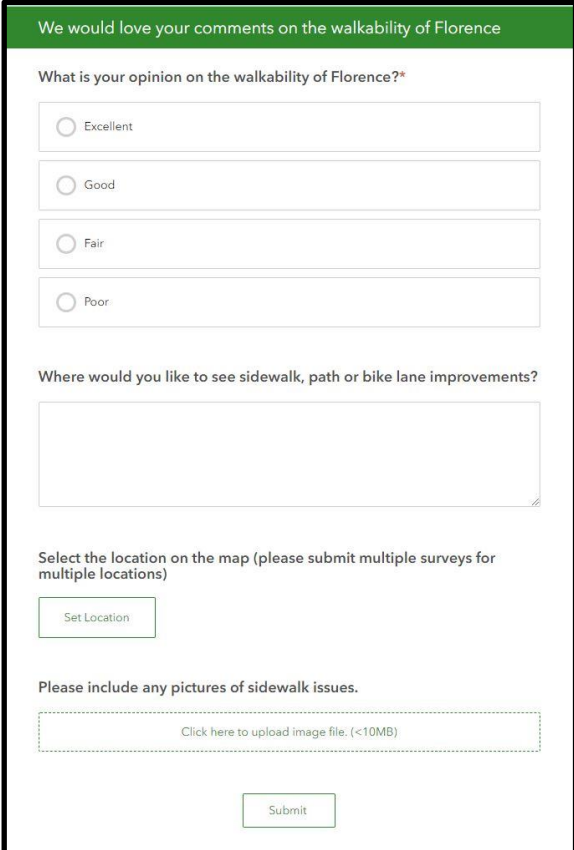
- *Feasibility*, which involves a project-by-project assessment of factors such as cost, ROW width, public support and environmental constraints
- *Existing Surface Conditions*, which is also best assessed on a per project basis
- *Project Status*, which can vary depending on whether the project has already begun, although all initial requests for Construction, ROW & Design projects in Kentucky are assigned 1 point
- *Economic Vitality (Investment Bonus and Employment Bonus)*, additional economic factors which OKI staff calculates after grant applications are received
- *Air Quality/Energy*, reduction of Vehicle Miles Traveled and/or Emissions
- *Local Share Factor and History of Project Delivery*, both impossible to quantify in advance
- *Technology*, new for 2018, awards up to 10 points for “Equipment or technologies that reduce reliance on motorized travel or enhance public accessibility and usage...” which should be considered where possible on a project-by-project basis.

<b>TABLE 2. PRIORITIZATION CRITERIA USED IN ANALYSIS</b>	
<b><i>Transportation Factors for Bike and Pedestrian Projects</i></b>	
<b>SAFETY</b>	<b>POINTS</b>
(# of Bike/Ped Crashes in Project Area 5 year avg)	0 – 5
<b>IMPACT ON SAFETY</b>	
Low to High Impact	0 – 5
<b>NETWORK CONNECTIONS</b>	
Regional network component	10
Connection to regional network	6
Local network component	4
Non-network component	2
<b>COMPLETE STREETS (1 pt for each)</b>	
Motor vehicle	1
Fixed transit route	1
Pedestrian facility	1
Bicycling facility	1
Traffic calming	1
<b><i>Planning Factors for All Projects</i></b>	
<b>ENVIRONMENTAL JUSTICE</b>	<b>POINTS</b>
Overall net benefits	0 – 5
<b>ECONOMIC VITALITY</b>	
# of Jobs within ½ mile of project (0 – 5000+)	0 – 5
<b>INTERMODAL CONNECTIONS</b>	
New interactions/connections	0 – 5
<b>REPLACEMENT/EXPANSION</b>	
100% New/Expansion to 100% Replacement	0 – 5
<b>OKI STRATEGIC REGIONAL POLICY PLAN (SRPP) IMPLEMENTATION</b>	
Most Florence bike/ped projects	1
<b>SRPP LOCAL PLANNING</b>	
All Florence bike/ped projects	5

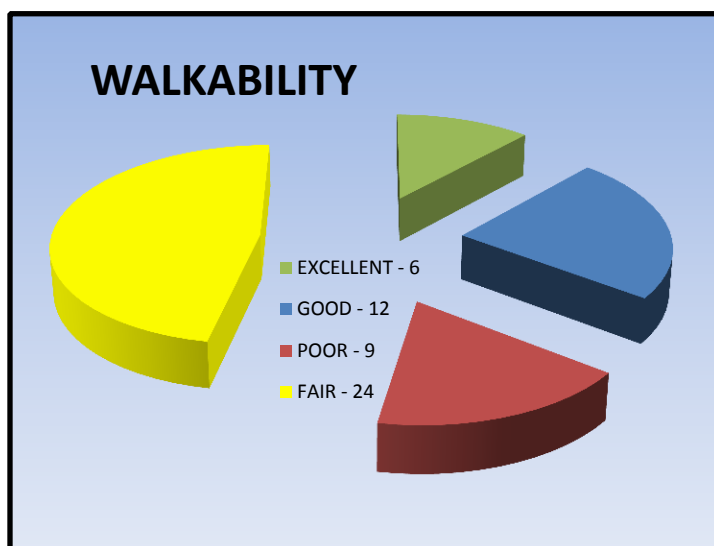
## 4. PUBLIC ENGAGEMENT

Citizen input was gathered digitally for this project using a map-based user input with comment fields. A Survey123 page with questions and a link to a map of Florence was developed and available for 3 weeks (October 16 - November 5, 2018) (see **Figure 2**). The City of Florence and Boone County Administration promoted the link on their Facebook pages and via the county's CERKL extensive email distribution service. A short article about the update and survey appeared in the Cincinnati Enquirer's online edition (Cincinnati.com) on October 17, 2018.

The survey stated *"We would love your comments on the walkability of Florence,"* and asked for a ranked response (Poor, Fair, Good, Excellent) to *"What is your opinion on the walkability of Florence?"* (**Figure 3**). To gather longer, open-ended responses, a comment box was provided for the question *"Where would you like to see sidewalk, path or bike lane improvements?"* which could be site specific or general in nature. Respondents were encouraged to select specific map locations and submit additional survey forms for multiple locations.



**FIGURE 2: Public Survey Screenshot**



**FIGURE 3: Responses to Walkability Question**

### Survey Results

The survey generated 51 responses, eight of which could not be pinned to a location. The remaining 43 were plotted in ArcGIS where the respondent indicated. The majority of points fall within Florence City limits with a few falling to the west along Camp Ernst Rd or outside Florence to the south.

More than anywhere else, respondents identified spots along Weaver Road/KY 842 and Burlington Pike/KY 18 (both east and west of I-71/75) as needing attention. Comments about Weaver mentioned “numerous pedestrians, runners and bicyclists.” Most comments about KY 18 focused on a desire for improved walkability near Mall Road/Hopeful Road and need for a sidewalk or path west on 18 from Houston Rd to Aero Parkway, Oakbrook and Burlington. The next most frequently mentioned areas were Pleasant Valley/KY 237 and Camp Ernst Road, with 9 mentions total, best characterized by the comment “bike path on Aero Parkway could extend to Oakbrook then connect to a path on Pleasant Valley.”

Several other areas generated 3 comments each, including Hopeful Church Road, Kentaboo, Aero Parkway/Ted Bushelman Blvd., and Central/Old Florence. Typical comments related to improving bike access on Hopeful Church, connectivity to Aero or central Florence, or to building sidewalks “in older subdivisions” or “neighborhoods that don’t have any!” Areas receiving 2 mentions each included Mt. Zion Road, the I-75/42 overpass, Dixie Hwy/US 25, Mall Road, and Industrial Road. Finally, Long Branch Road, St. Jude Circle, Kentucky Drive, and Highridge St. received a single mention each.

While the location data obtained by the survey is very helpful, the comments overall reveal even more about what the public appears to want in terms of bike/ped facilities. There is strong interest in **(1) connectivity**, **(2) a preference for separated bike paths** rather than bike lanes and **(3) a regional trail** comparable to the Little Miami Scenic Trail. Along with the above Aero-Oakbrook-Pleasant Valley comment, others included:

- “Connected Ted Bushelman Boulevard trail to Woodspoint Trail to Ewing Boulevard Trail to Industrial Road Trail”
- “Path. Bike lanes are still dangerous to use.”
- “The county and city is large enough to have a bike trail/path. I am not talking about a couple of miles. Ohio has so many bike trails and Northern Ky has none. This needs to be done.”
- “...None of the paths safely connect. Lebanon and the little Miami trail did it right.”
- “Connect existing bike lanes until multiuse, off the roadway paths can be constructed. Connect schools to residential areas and create loops to promote exercise.”

## 5. ANALYSIS AND DISCUSSION

Based on the analysis of existing pedestrian and bicycle infrastructure in Florence (and adjacent jurisdictions), public input, and discussion with City of Florence staff, the analysis in this section leads to two recommended courses of action for Florence:

1. Development of a connected system of Multi-Use Paths (MUPs)
2. Continued construction of sidewalks which tie into that system

### **THE FLORENCE MULTI-USE PATH SYSTEM**

Since the 2002 plan was completed, Florence has built (or advocated for) individual MU Paths of varying widths and aesthetic appeal which all serve their localities to some degree. Based on the siting of these trails, the goals going forward should be to (1) connect as many existing MU Paths as possible and (2) build additional MU Paths to expand the system and maximize connections to existing and future sidewalks and paths. This system could exceed 45 miles in length with connections to Kenton County, Burlington, Union and Hebron, as well as parallel links such as Houston Rd - Woodspoint Trail (all the blue lines shown on **Map 1**). With parallel/redundant links removed, the system is still over 36 miles long, 24 miles of which should be complete by the end of 2020.

Following these two guiding principles, the steps below are recommended to implement the conceptual Florence MU Path System shown in Map 1.

1. Link existing MU Paths to create an East/West bike/ped connection from the Burlington/Hebron area and CVG Trail through the Houston Road district and Florence Govt Center into western Kenton County.
2. Build on the links created in Step 1 to create a North/South bike/ped connection from Central through the Mall Road district and Pleasant Valley area south into Union.
3. Expand both the East/West and North/South extent by creating links between the main corridors.

The following section focuses on key connections, based on both data gathered during the project and relevance to the proposed MU Path System. The order of presentation is prioritized by recommended order of completion rather than strictly by possible SNK grant point estimates provided in **Table 3**, which also lists # of residences within ½ mile. **Appendix C** includes expanded data for Tables 3 and 4. Note that while much of the system falls with the City of Florence, it will require partnerships between Florence and neighboring jurisdictions to fully realize (see below).

TABLE 3. MULTI-USE PATHS: SNK GRANT POINTS ESTIMATES & ½ MILE HOUSING				
PROJECT NAME	DESCRIPTION	LENGTH FT	SNK PTS	HOUSING
MAIN ST	US 42 to Turfway	2828	43	1270
HOPEFUL CHURCH RD	Upgrade 1 side to MU Path	11597	42	1089
US 42 - EWING-MAIN	Ewing to Main St.	4220	42	685
BURLINGTON PK WEST	Ewing to Houston Rd. & Crossing	3833	41	82
BURLINGTON PK EAST	Ewing to Turfway Rd.	6623	41	1284
US 42 EWING-INDUSTRIAL	Ewing to Industrial w/crossing	858	40	416
THOROUGHbred \ SPIRAL	Spiral Dr. to Turfway	5210	40	0
TURFWAY - I-75 TO MAIN	I-71/75 to Main St.	4470	40	1500
SPIRAL DRIVE	MU Path, complete or upgrade	2872	40	0
HOUSTON RD TO 18	Bushelman to KY 18	3768	39	18
US 42 / I-71/75 TO HEIGHTS	Wide sidewalk or MU Path	4821	39	372
TED BUSHELMAN EAST	Houston Rd to Woodspoint	1727	37	5
US 42 HEIGHTS - MALL	Heights Blvd to Mall Rd.	1394	36	270
US 42 - OCKERMAN	Hopeful Church to Mall Rd.	2691	36	651
OLD TOLL & US42	US 42 to Pleasant Valley	2515	30	507
OLD US 42	Wetherington to Farmview	1875	30	381
HAINES US42	Pleasant Valley to Old US 42	2618	28	394
HANSEL AVE	MU Path or Sidewalk	309	26	0
HOUSTON RD - I-75 EXIT	North of Meijer Dr.	1003	26	5
HOPEFUL RD	MU Path or Sidewalk	2903	22	557
MEADOW VIEW DR	MU Path or Sidewalk	3659	18	306
MORGANS TRACE	MU Path or Sidewalk	2588	17	317

**Connecting Aero Parkway to Industrial Road.** This main route of the East/West axis mentioned above primarily involves bridging the gaps between several existing MU paths. It was also specifically mentioned by two people who responded to the survey.

US 42 from Ewing Blvd to Industrial Rd (40 points). This 500-foot section of US 42 serves as a barrier between two otherwise excellent pedestrian facilities: the Industrial Rd. (KY 1842) and Florence Govt. Center/Ewing Blvd MU paths. Upgrading the sidewalk on one side of US 42 to MU path and enhancing the pedestrian crossings of Ewing and US 42 would establish a safer and more attractive MU link from central Florence all the way to Turkeyfoot Rd in Kenton County. *This should be explored during the design phase of the I-75/42 interchange redesign study slated for 2019*, a long-standing issue which was raised again by public input. Ensuring that the project extends south along US 42 over I-71/75 to Heights Blvd (39 points) would establish a direct MU link to the existing Mall Road Trail. While future MU Paths should be built to a minimum 10 foot width to meet current American Association of State



Highway and Transportation Officials (AASHTO) guidelines, given the narrow ROW and complexity of this interchange, a properly designed 6 foot trail over the I-75 bridge may suffice, especially in conjunction with traffic calming measures.

KY 18 Ewing to Woodspoint w/Ped Crossing near Mall Road (41 points). This critical link provides access between the existing Mall Road and Woodspoint MU paths and sidewalks connecting to Ewing Blvd and the Florence Government Center. The closest existing pedestrian crossing is at Houston Road. A safer pedestrian crossing somewhere between Mall Road and the ramps to/from I-71/75 would be beneficial. The ideal solution would be a pedestrian bridge/Florence Gateway over KY 18. While costly, it could be justified as a regional connection for funding purposes once links to Industrial Road to the south and Aero Parkway to the north are completed.

Spiral Drive/Thoroughbred Blvd to Turfway Rd (40 points). Completion of a Multi-Use path on Thoroughbred Dr. south from Turfway Rd. to the existing sidewalk on Spiral Drive provides a strong pedestrian link from the Woodspoint MU path to Aero Parkway and points west. Future upgrading of the Spiral Drive sidewalk to MU path would make it a valuable Multi-Modal route.

Ted Bushelman Blvd East (37 points). Upgrading the existing sidewalk to MU Path on Ted Bushelman between Houston Rd. and Woodspoint Dr., along with the Houston Rd. pedestrian crossing enhances the connection between Florence and Burlington.

Houston Road (39 points). An alternative to the above Bushelman-Woodspoint Dr. trail connection is to construct a new MU Path along Houston Road south from Ted Bushelman to Kentucky 18. There is adequate ROW on the east side of Houston for a path of 10 or more feet wide.

**Connecting the Mall Road Business District to Pleasant Valley and Wetherington Blvd.** This is the primary axis of the North/South corridor. It provides access between Mall Road and a significant number of households through southwestern Florence into Union, especially once the Mt. Zion MU Path is completed in mid-2019. Several improvements can be made over time to achieve this goal.

MU Path on Old Toll Road and US 42 (30 points). This facility would provide a safe and more attractive (than US 42) connection between Hopeful Church Rd and the existing MU path on Pleasant Valley Rd. The reconstruction of Pleasant Valley (KY 237) and new MU Path will create links from Oakbrook to Burlington and all the way to old Hebron, following

completion of the just funded Boone County-Conner Road 10-foot MU Path. An alternative way to make this connection would be along a new road constructed west from Hopeful Church to Pleasant Valley along the Kyhler Drive corridor.

MU Connection from Pleasant Valley Rd. to Wetherington Blvd (up to 30 points). There are several potential routes for this connection, which would link the existing Wetherington Blvd MU Path to the one along Pleasant Valley planned for completion in 2020. Any connection to Wetherington also benefits greatly by tying into the future Mt. Zion MU Path. The most direct route between Pleasant Valley and Wetherington is along US 42 and Haines Drive (28 points). Another option would be to complete a MU path on Old US 42 between Farmview Dr. and US 42 (30 Points) opposite Wetherington and install wayfinding signage to direct pedestrians through South Fork Park on its existing MU path, which is arguably the City's most scenic trail. *A pedestrian facility on Old US 42 is strongly recommended regardless to establish a link to the existing Wetherington MU Path.*

Upgrade sidewalk to MU path on Hopeful Church Road (42 points). This recommendation comes directly from public input. Upgrading the existing sidewalk on one side of Hopeful Church from Burlington Pike south to US 42 would provide MU Path through the Mall Road District to central Florence following completion of an I-75/US 42 pedestrian facility. This would join up to the sidewalks under construction on Weaver Rd to access residences east of US 42.

**Burlington Pike west (41 points).** Several respondents to the survey indicated that a sidewalk or MU Path west from Florence to Burlington along KY 18 should be a priority. Such a facility would be an excellent addition to the MU Path system, but securing a true MU Path connection via Aero Parkway to the north should be the priority. In the interim, Florence could certainly explore developing an MU Path (or at least sidewalk) on the north of KY 18 from Houston Rd. to Merchants Dr.

**Burlington Pike east (41 points), Turfway (40 points) and/or Dixie Hwy/Main (43 points).** Extending the MU Path system to serve the Main Street area and northeast residential area of Florence should be a future goal. There are no existing MU Paths in those areas, but their construction would garner points under the current grant criteria for replacing existing sidewalk infrastructure. Potential routes include KY 18 and the Dixie Hwy/Main St, with the former being the more feasible option according to City of Florence staff. Either route would meet Turfway Rd, which should include the upgrading of existing sidewalk to connect into the MU Path-width pedestrian facilities under I-71/75.

## **CONTINUING THE SIDEWALK PROGRAM**

Florence has been proactively planning for and building sidewalks for over 25 years and the City has every intention of continued progress toward a complete pedestrian system. One of the main purposes of this plan is to gather and analyze data to help prioritize sidewalk construction projects. **Map 2** depicts all existing gaps in the system. However, only those gaps, which connect to existing sidewalk or MU Path, are presented in **Table 4** (and **Appendix C**). Sidewalk projects score lower than MU Paths on grant ranking points estimates and most are within a 5 point spread (15-20 points). Potential to serve existing housing is therefore considered a more relevant criterion for prioritizing sidewalk projects. Only a few are discussed individually here.

<b>TABLE 4. SIDEWALKS: SNK GRANT POINTS ESTIMATES &amp; ½ MILE HOUSING</b>				
<b>PROJECT NAME</b>	<b>COMMENTS</b>	<b>LENGTH FT</b>	<b>EST PTS</b>	<b>HOUSING</b>
<b>WEAVER RD</b>	Saddlebook to Sam Neace Blvd	5740	30	624
<b>GOODRIDGE DR</b>	Connect to Florence Nat. Park	1067	21	412
<b>SCOTT / CENTER STREETS</b>	<b>Approved 2018-2019 SNK</b>	2036	21	363
<b>LACRESTA DR</b>	To Florence Lions Park	1350	20	198
<b>TANNERS LN</b>	South of KY 18	1871	20	89
<b>OBLIQUE ST</b>	Between Center & KY 18	377	20	1224
<b>VIRGINIA AVE</b>	Between Shelby & Girard	1071	19	292
<b>CENTER ST EAST</b>	Between Shelby & Girard	258	19	798
<b>GRAND / EDWARD</b>	Between US 42 & Roger Ln.	4015	19	553
<b>LYNN ST</b>	Between Lloyd & Main St.	1025	19	1086
<b>NEW BUFFINGTON RD</b>	Dixie Hwy to Kenton Cty Ln	2341	18	176
<b>LLOYD AVE</b>	Connect to Turfway	320	18	762
<b>KENTABOO AVE</b>	Curtis to Virginia	3624	18	767
<b>OAKWOOD DR</b>	Kentaboo to Drexel	1608	17	848
<b>TANNERS GATE LN</b>	South of Tanners Ln.	87	17	63
<b>MONTGOMERY ST</b>	Shelby to Girard	256	17	682
<b>CARDINAL DR</b>	North of KY 18	380	17	33
<b>LOCUST AVE</b>	Extend existing to north	5022	17	311
<b>HIGHRIDGE / HAZEL</b>	North of Kentaboo	1228	17	621
<b>DILCREST</b>	Connect existing segments	4900	17	288
<b>TURFWAY ACCESS</b>	Houston to Turfway Park	201	17	201
<b>GLENN ROSE AVE /N LOCUST</b>	SIDEWALK - SIDEWALK	524	16	265
<b>MORRIS ST</b>	East of Dixie Hwy	912	15	207
<b>WEBSTER / STEINBERG</b>	Connector Dr. to Mall Rd.	297	15	163
<b>EVERGREEN / TAMARACK</b>	Off Weaver Rd.	932	15	244
<b>CLAXON DR</b>	North of Joann Dr.	760	10	223

**Weaver Road & Vicinity (30 points).** Based on public input, the section of Weaver Rd. between US 42 and I-71/75 is considered hazardous for pedestrians and bicyclists. Numerous survey respondents commented on this, citing the fatal incident in 2015 which resulted in the loss of 3 pedestrians. The crux of the problem is the lack of safe pedestrian access between relatively dense housing and pedestrian attractors, in this case the businesses along US 42. Fortunately, the process of remedying the situation has already begun, with the City of Florence building a sidewalk on the south side of Weaver Rd east to Ascot Dr. in 2018. Sidewalk on the north side of Weaver (to Saddlebrook Ln.) should be completed by mid-2019 as part of the “Jug Handle” intersection improvement at Weaver and US 42. With this major hurdle completed, future projects can focus on providing sidewalks to streets in the area which connect into Weaver or US 42. Completion of sidewalk between Saddlebrook and Sam Neace Blvd should also occur in the future, although narrow ROW will be an issue on the I-75 overpass.

**Houston Road between Meijer Dr & Turfway Road (21 points).** A visible dirt path along the east side of Houston Rd. attests the volume of pedestrian traffic it already receives. A sidewalk or MU Path would provide a safe pedestrian link across the South I-75 exit ramp to Thoroughbred Dr., although this is a challenging intersection.

**Goodridge Drive (21 points).** Completion of approximately 1,100 feet of sidewalk on Goodridge Drive south of Dixie Hwy (US 25) would provide pedestrian access to the existing eastern pedestrian entrance to Florence Nature Park. Extension of the sidewalk further along Goodridge (in conjunction with Kenton County and/or the City of Elsmere) could provide access to Walnut Creek and Covered Bridge parks, as well as a loop through the existing walkway on Cedar Wood Circle to Walnut Creek Dr.

**Northeast Florence.** About half of the streets in the older subdivisions northeast of the Turfway/Dixie intersection are already served by sidewalks, but much work remains to be done to complete the pedestrian network. Housing density within ½ mile of any given project ranges from 300 to 700 units. Priorities should be to complete the major connector routes of Kentaboo, Highridge and Oakwood.

**Central Florence.** Most of the potential sidewalk construction projects (Center, Lynn, Oblique, Montgomery, etc.) in the older central part of Florence fall within areas with some of the city’s densest single family housing. There are over 1,000 residences within ½ mile radius of some locations. While many streets not already served by sidewalks have narrow ROWs or other issues. Among these, finishing the already funded Scott / Center Streets project and adding at least a 4-foot sidewalk on one side of Lynn St. & Lloyd Ave. should be priorities.

**South-Central Florence.** The area south of Dixie Hwy includes numerous Post-WWII subdivisions originally built without sidewalks. Most of the streets which connect to the notable exceptions (Circle Dr. Roger Ln., Banklick/Shenandoah/Ravenswood) lack pedestrian facilities. Many are not even included in the present analysis because priority should be given at this time to projects which establish multiple connections. Housing densities hovering around 300 units per ½ mile radius project area, future priorities should be to focus on connecting the larger streets (Goodridge Dr., Grand/Edward Avenues) to pedestrian attractors and/or to streets without sidewalks.

## **RECOMMENDATIONS**

The City of Florence has been actively providing for pedestrian and bicycle infrastructure for nearly three decades. This 2019 plan is the third in a series of Bike & Ped plans which have provided direction to the city's program. Since implementation of the initial 1992 plan began, Florence has gone from a city with minimal pedestrian facilities to one where nearly all collector routes have sidewalks and MU Paths are close to being considered a system.

The following recommendations are provided in addition to the more specific ones presented above under Discussion.

- Work toward a **regional system of Multi-Use Paths** by first linking together existing MU Paths and building upon that incrementally to maximize access to the system within the city and to neighboring jurisdictions
- **Continue building sidewalks** to tie into the MU Path system and generally expand pedestrian access throughout Florence. Increase minimum required sidewalk width to keep with current standards and funding criteria.
- **Continually Update Infrastructure Inventory**, including materials, pavement width, and current condition to help guide decisions relating to replacement and expansion. Presently, Federal transportation grant policy favors replacement of aging infrastructure over new construction, which may make upgrading key links in the system more feasible.
- **Seek Partnerships** with the neighboring governments & agencies, the private sector (including large firms as well as local business such as [Velocity Bike & Bean](#) ), relevant health/wellness agencies such as the [Northern Kentucky Health District](#) and non-profit local advocacy groups like [Tri-State Trails](#) and [Riding Forward](#).

- **Create a Brand** that identifies Florence’s Bike/Ped program as something more than sidewalks and nice walking paths. It is already much more than this and could easily be used to market the community to businesses and prospective residents. It is already viewed as a Quality of Life asset for exercise purposes, but will become a more viable component of the transportation system in the future. One local example in suburban community comparable to Florence is [Anderson Trails](#), which began retrofitting pedestrian infrastructure into an already mostly built Anderson Township in 1999.
- **Utilize Signage, Wayfinding, and Interactive Tools** to promote the brand and expand interest and use of Florence’s Bike/Ped infrastructure. There are already three signed LiveWell Florence walking routes developed in partnership with [LiveWell NKY](#), including a 2.25-mile Houston/Woodspoint route 2.75-mile Ewing/KY 18/US 42 route and 1.25-mile route in Orleans along Antoinette Way, etc. Similar bicycling routes will become feasible as the MU Path system expands. Directional signage and even mobile apps will become more important going forward to help guide system users. The existing [Florence Trails online](#) and folded paper maps are excellent products which can easily be updated. The existing Florence Y’All app could serve as the platform for an interactive Bike/Ped tool, made more feasible by the SNK grant points for Technology introduced in the 2018 funding cycle. **Special Events** such as 5K walks/runs or family bike rides may also help to raise awareness and use of Bike/Ped infrastructure.
- **Update the Bike/Ped Plan** by 2025. Regular 5-year updates like those conducted by Anderson Township may not be necessary. However, the unprecedented number of major road construction projects (both planned and anticipated) in Boone County over the next 2-3 years alone will greatly enhance the overall Bike/Ped system. Florence should plan to reevaluate Bike/Ped needs and future direction by 2025 at the latest.

## 6. CONCLUSION

This [2019 Florence Bike/Ped Plan Update](#) is the third such plan developed for the City of Florence since the first [1992 Pedestrian/Bike Path Plan, City of Florence and Boone County, Kentucky](#). That plan was completed based on recommendations in the [1990 Boone County Comprehensive Plan](#). This and prior updates have remained consistent with the adopted goals and objectives of subsequent Boone County Comprehensive Plans and Boone County Transportation Plans, the most recent of which was completed in early 2018.

Recommendations in the plan are based on analysis of current GIS data, refined by input from the public, as well as City of Florence and Boone County Planning Commission staff. The plan includes a methodology that helps prioritize projects based on grant application potential. In

addition to the plan document and methodology, final products delivered to Florence include digital GIS data layers which can be maintained and updated by Florence Staff for use in evaluating future projects.

This 2019 Bike/Ped Plan should serve as the City of Florence's primary guiding document for pedestrian and bicycle facilities policy and needs for the near future. An update is recommended by the year 2025 due to the extent of expected improvements in Boone County's transportation system in and around Florence in the coming years.



**Appendix A**  
**Plan Update Correspondence**

July 16, 2018

Kevin P. Costello, AICP  
Executive Director  
Boone County Planning Commission

Dear Mr. Costello,

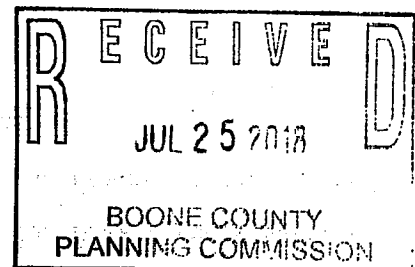
The City of Florence would like the Boone County Planning Commission to provide a proposal for updating the 2002 Florence Pedestrian & Bike Plan. In the fifteen years since the implementation of this plan, many of the improvements have been achieved. As such, a fresh evaluation is desired to stay pertinent to both local and regional goals.

If you have any questions, please feel free to contact me.

Sincerely,

*Diane E. Whalen*

Diane E. Whalen  
Mayor, City of Florence



## **Matt Becher**

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**From:** Kevin Costello  
**Sent:** Wednesday, July 25, 2018 4:35 PM  
**To:** Matt Becher  
**Cc:** Robert Jonas  
**Subject:** FW: Bike/Ped Plan Proposal

Matt:

Please proceed with this project (see below). Greg Clift from the Public Services Dept. is the point of contact.

Thanks,  
KPC

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**From:** Eric Hall [<mailto:Eric.Hall@Florence-KY.gov>]  
**Sent:** Wednesday, July 25, 2018 4:25 PM  
**To:** Kevin Costello  
**Cc:** Gregory Clift  
**Subject:** RE: Bike/Ped Plan Proposal

Kevin,

We have reviewed the proposal and find this acceptable. Please proceed with updating the Florence Pedestrian & Bike Plan as outlined.

If you have any questions, please let me know.

Thanks,

**Eric Hall**  
Public Services Director

*City of Florence*  
8100 Ewing Blvd., Florence, KY 41042

*Office:* 859-647-5416  
*Fax:* 859-647-5438  
*Email:* [eric.hall@florence-ky.gov](mailto:eric.hall@florence-ky.gov)

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**From:** Kevin Costello  
**Sent:** Friday, June 15, 2018 9:17 AM  
**To:** 'Eric Hall'  
**Subject:** Bike/Ped Plan Proposal

Eric:

Take a look at the attached proposal for the update of the ***Florence Bike/Ped Plan***. Let me know if you have any questions or any suggested changes. Otherwise, you can use this as the basis for the Mayor to write me a letter requesting the updated Plan. Once I receive the letter, I can inform the Planning Commission and then let Matt put together a project schedule and a list of tasks.

**Appendix B**  
**OKI Points Criteria for SNK Grants**

## **OKI Transportation Factors for Bike and Pedestrian Projects (45 points)**

\* Highlighted factors

**SAFETY** (# of Bike/Ped Crashes in Project Area 5 year avg)

**Points:** no crashes/yr (0), 1-3/yr (1), 3-5/yr (3), >5/yr (5)

<b><u>IMPACT ON SAFETY</u></b>	<b><u>Points</u></b>
Low to High Impact	0 - 5

<b><u>NETWORK CONNECTIONS</u></b>	<b><u>Points</u></b>
Regional network component	10
Connection to regional network	6
Local network component	4
Non-network component	2

**FEASIBILITY** Points

Marginal to High 3 – 10

**EXISTING SURFACE CONDITIONS** Points

Poor 5

Fair 3

Good/New Facility 0

<b><u>COMPLETE STREETS (1 pt for each)</u></b>	<b><u>Points</u></b>
Motor vehicle	1
Fixed transit route	1
Pedestrian facility	1
Bicycling facility	1
Traffic calming	1

**PROJECT STATUS** Points

Construction and/or ROW plans complete 5

P/E and Environmental complete 4

Initial request for construction funding only 3

Initial request for construction or ROW funding 2

Initial request for CON, ROW & PE Design (KY) 1

## **OKI Planning Factors for All Projects (60 points)**

<b><u>ENVIRONMENTAL JUSTICE</u></b>	<b><u>Points</u></b>
Overall net benefits (good to excellent)	4-5
Overall net benefits (fair to good)	2-3
Overall net benefits (none to fair)	0-1

**ECONOMIC VITALITY (EXISTING EMPLOYMENT) Points**

Jobs within ½ mile of project 5000+	5
Jobs within ½ mile of project 2500 to 4999	4
Jobs within ½ mile of project 1000 to 2499	3
Jobs within ½ mile of project 750 to 999	2
Jobs within ½ mile of project 500 to 749	1
Jobs within ½ mile of project 0 to 499	0

**ECONOMIC VITALITY (INVESTMENT BONUS)**

New Investment in the project area <\$1M to \$20M+ (0 – 5 points)

**ECONOMIC VITALITY (EMPLOYMENT BONUS)**

New jobs within ½ mile of project: 0 to 200+ (0 – 5 points)

**AIR QUALITY/ENERGY**

VMT & Emissions reductions (0 – 5 points)

**INTERMODAL CONNECTIONS** **Points**

New interactions/connections 3+ modes	5
New interactions/connections 2+	3
No new interactions/connections	0

**REPLACEMENT/EXPANSION**

100% New/Expansion to 100% Replacement (0 – 5 points)

**OKI STRATEGIC REGIONAL POLICY PLAN (SRPP) IMPLEMENTATION**

Most Florence bike/ped projects	1
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**SRPP LOCAL PLANNING** **Points**

Comprehensive plan(s) complete & current	5
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**LOCAL SHARE FACTOR**

Local share minimum 20% local match to 50%+ match (0 – 10 points)

**HISTORY OF PROJECT DELIVERY**

Point deductions possible for poor past performance

**TECHNOLOGY (New for 2018)**

Equipment or technologies that reduce reliance on motorized travel or enhance public accessibility and usage (i.e. bike-sharing facilities, services, mobile applications (Apps), payment systems (cash and credit card). May also include pedestrian crossing technology or data collection improvements such as permanent count stations. (5 – 10 points)

## **Appendix C**

### **Expanded data for Tables 3 and 4**



**EXPANDED DATA FOR TABLE 3. MULTI-USE PATHS: SNK GRANT POINTS ESTIMATES ½ MILE HOUSING**

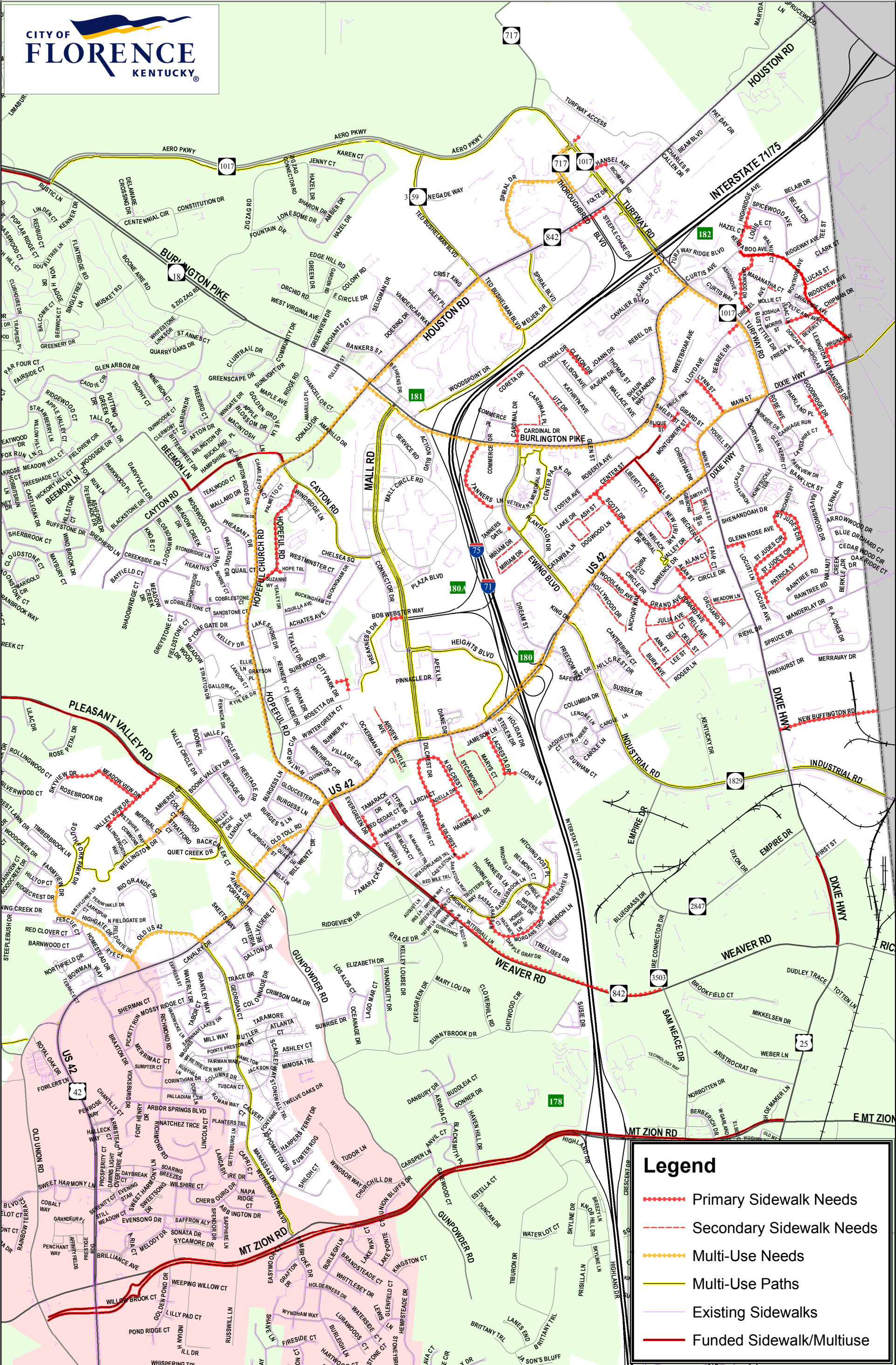
PROJECT NAME	PTS	CRASH RT	SAFETY IMP	NET CONN	CSTREETS	EJ FACTOR	EMPLOY	INTERMODAL	% REPL	HOUSING	LENGTH
MAIN ST	43	5	5	10	5	3	3	5	5	1270	2828
HOPEFUL CHURCH RD	42	5	5	10	5	5	2	5	5	1089	11597
US 42 - EWING-MAIN	42	5	5	10	5	3	4	5	5	685	4220
BURLINGTON PK WEST	41	5	5	10	5	2	4	5	5	82	3833
BURLINGTON PK EAST	41	5	5	10	5	2	4	5	5	1284	6623
US 42 EWING-INDUSTRIAL	40	5	5	10	5	2	3	5	5	416	858
THOROUGHNBRED	40	5	5	10	5	1	4	5	5	0	5210
SPIRAL DRIVE	40	5	5	10	5	1	4	5	5	0	2872
TURFWAY - I-75 TO MAIN	40	4	5	10	5	2	4	5	5	1500	4470
HOUSTON RD TO 18	39	4	5	10	5	1	4	5	5	18	3768
US 42 / I-71/75 TO HEIGHTS	39	5	5	10	5	2	4	5	3	372	4821
TED BUSHELMAN EAST	37	2	5	10	5	1	4	5	5	5	1727
US 42 HEIGHTS - MALL	36	5	5	10	4	2	4	5	1	270	1394
US 42 - OCKERMAN	36	4	5	10	3	3	3	3	5	651	2691
OLD TOLL & US42	30	1	5	10	4	1	3	3	3	507	2515
OLD US 42	30	2	5	10	4	2	3	3	1	381	1875
HAINES US42	28	1	5	10	3	2	3	3	4	394	2618
HANSEL AVE	26	5	5	4	3	1	4	3	1	0	309
HOUSTON RD - I-75 EXIT	26	5	5	4	3	1	4	3	1	5	1003
HOPEFUL RD	22	0	3	6	3	3	3	3	1	557	2903
MEADOW VIEW DR	18	0	1	6	2	2	3	3	1	306	3659
MORGANS TRACE	17	0	3	4	2	3	1	3	1	317	2588

**EXPANDED DATA FOR TABLE 4. SIDEWALKS: SNK GRANT POINTS ESTIMATES ¼ MILE HOUSING**

PROJECT NAME	PTS	CRASHES	SAFETY IMP	NET CONN	CSTREETS	EJ FACTOR	EMPLOY	INTERMODAL	% REPL	HOUSING	PED ATTR	TERMINI	CONN PATHS	LENGTH
WEAVER	30	5	5	6	3	5	2	3	1	624	4	3	84143	5740
GOODRIDGE DR	21	0	3	4	3	2	4	3	1	412	4	2	48405	1067
SCOTT \ CENTER	21	1	3	4	3	2	4	3	1	363	4	5	35973	2036
LACRESTA DR	20	1	3	4	3	3	3	1	1	198	4	1	20761	1350
TANNERS LN	20	0	3	4	3	2	4	3	1	89	4	2	35375	1871
OBLIQUE ST	20	0	3	4	3	2	4	3	1	1224	4	2	52282	377
VIRGINIA AVE	19	0	3	4	3	1	4	3	1	292	4	2	22327	1071
CENTER ST	19	0	3	4	2	2	4	3	1	798	4	2	59434	258
GRAND \ EDWARD	19	0	3	4	3	2	3	3	1	553	4	5	39325	4015
LYNN ST	19	0	3	4	3	1	4	3	1	1086	4	2	80474	1025
NEW BUFFINGTON RD	18	1	3	4	3	0	3	3	1	176	3	0	19995	2341
LLOYD AVE	18	0	3	4	3	1	3	3	1	762	3	2	48597	320
KENTABOO	18	0	3	4	3	1	3	3	1	767	3	4	46431	3624
OAKWOOD DR	17	0	3	4	3	0	3	3	1	848	3	4	50835	1608
TANNERS GATE LN	17	0	1	4	2	2	4	3	1	63	4	2	20685	87
MONTGOMERY	17	0	1	4	2	2	4	3	1	682	4	2	58366	256
CARDINAL DR	17	0	1	4	3	0	3	3	1	33	4	2	26091	380
LOCUST AVE	17	0	3	4	3	0	3	3	1	311	4	2	16766	5022
HIGHRIDGE \ HAZEL	17	0	3	4	3	0	3	3	1	621	3	5	33285	1228
DILCREST	17	0	3	4	2	3	3	1	1	288	4	3	31608	4900
TURFWAY ACCESS	17	1	3	2	2	1	4	3	1	0	4	2	35956	201
GLENN ROSE \ LOCUST	16	1	1	4	3	0	3	3	1	265	4	2	23406	524
MORRIS ST	15	0	1	4	2	1	3	3	1	207	3	2	8777	912
BOB WEBSTER WAY	15	0	1	4	2	0	4	3	1	163	4	2	36137	297
EVERGREEN \ TAMARACI	15	0	1	4	2	3	3	1	1	244	4	4	34977	932
CLAXON	10	0	1	2	2	0	4	0	1	223	4	2	28173	760



# Map 1: Florence Sidewalk Needs





# Map 2 Conceptual Multi-Use Path System

