Stepping to School: An Assessment of Neighborhood Walkability and Solutions for a Safer, Healthier New Orleans
Acknowledgements

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EXECUTIVE SUMMARY

Providing safe, walkable and bikeable urban environments are proven ways to improve public health by encouraging residents to be physically active. This especially matters in Louisiana and particularly in New Orleans, whose residents suffer from above average rates of obesity and whose streets and sidewalks suffer from neglect. This infrastructure is particularly important around schools, since walking and bicycling to schools are effective ways to incorporate daily physical activity into children’s lives.

To better understand the condition of New Orleans’ pedestrian infrastructure, the KidsWalk Coalition sent teams of trained surveyors to walk nearly one million linear feet of streets and document the conditions of sidewalks, signage, crosswalks and curb ramps around every public elementary and middle school in Orleans Parish. The survey revealed that in total, more than one in every five miles of sidewalks are in poor condition or missing altogether, hundreds of crosswalks are worn beyond recognition, and over half of all intersection corners lack curb ramps. Just one of 63 school areas was scored “Good.” 38 scored “Hazardous.”

Several entities are responsible for building and maintaining this critical infrastructure: the City of New Orleans Department of Public Works, the Louisiana Department of Transportation and Development, property owners — including the school districts — the Sewerage & Water Board, Entergy and other utilities.

Due to decades of deferred maintenance, soil subsidence and the impact of the flooding of Hurricane Katrina, pedestrian infrastructure in New Orleans is deeply in need of investment. Assuming an average cost of about $6.65 to $7.75 per square foot, the estimated cost for replacing all sidewalks missing or in poor condition in the school areas surveyed would be roughly $7.5 million. The estimated cost for the City and State to install curb ramps at intersections missing them would be $5 million to $7.5 million.

While these costs may sound daunting, the long-term cost of not making investments in safe walking and bicycling infrastructure is greater yet. These costs include higher health expenses due to physical inactivity, reduced neighborhood desirability and economic competitiveness, traffic crashes, motorized transportation costs and increased legal liability for poorly maintained infrastructure. Fortunately, communities and local government officials and agencies can together take small steps that add up to great advances toward safer, more walkable and accessible neighborhoods in New Orleans. The KidsWalk Coalition has already begun by dedicating staff to serve as a point of contact between schools and the Department of Public Works (DPW) to handle requests for signage and crosswalks.

This report makes the following recommendations for citizens, schools and the City to improve the safety of children and families walking and bicycling in the City of New Orleans:

- Prioritize and fund pedestrian safety improvements around schools. The Department of Public Works should develop an internal policy that prioritizes sidewalk and crossings maintenance in areas surrounding elementary and middle schools and coordinate closely with the Recovery School District’s School Facilities Master Plan. The City should dedicate recurring funds to make these improvements, possibly through a dedication of traffic violation revenue.
- Create and fund a sidewalk maintenance program. After prioritizing sidewalks in need of repair in school and recreation areas, the City offer a sidewalk maintenance cost-sharing program that balances enforcement with support.
- Include pedestrian and bicycle-friendly provisions in the Comprehensive Zoning Ordinance. The City Planning Commission and City Council can ensure a walkable, bikeable environment by reducing minimum off-street parking requirements, adding bicycle parking requirements and regulating driveway access through the upcoming revision to the Comprehensive Zoning Ordinance.
- Better coordinate with utility providers. Entergy and the Sewerage & Water Board must coordinate with DPW and LaDOTD to ensure that their planned system repairs take place prior to the agencies’ road reconstruction projects, and better integrate customer services that address sidewalk and curb ramp inquiries.
- Consider inspecting sidewalks through Code Enforcement. This will leverage an existing inspection tool for the City, and ensure that owners of blighted and nuisance properties maintain sidewalks in addition to buildings and lots.
- Adopt and implement a city-wide “Complete Streets” policy. Such a policy would require city agencies to consider pedestrians and bicyclists when designing, constructing and maintaining city streets. With community input, the City Council, Mayor’s Office and Department heads should coordinate to determine whether a Council ordinance, Mayoral executive order, or internal department policies would be most appropriate.
- Adopt and fund the ADA Transition Plan. KidsWalk Coalition staff is assisting DPW with developing a plan that identifies high priority locations in need of ADA improvements, at which the City should prioritize its investments. The Council and Mayor should consider, adopt and fund this plan though the City’s Capital Budget program.
INTRODUCTION

The health benefits of walking and biking for recreation and transportation are clear: Being active reduces the risk for obesity and the health problems it causes, such as heart disease, hypertension and Type 2 diabetes. And a growing body of research reveals that building and maintaining safe and comfortable environments for walking and bicycling encourages people to walk and bicycle more frequently and improve their health.1

This is compelling news for residents of New Orleans and Louisiana, who suffer from above-average rates of obesity. As of 2010, Louisiana had the fifth highest overall obesity rate in the country and the fourth highest rate of childhood obesity.2 Though walking or bicycling to the corner store, to work, to school or anywhere else can help lower the risk of obesity, New Orleanians need safe places to do so. Alas, while the city gradually rebuilds its street infrastructure, many neighborhood sidewalks and crosswalks remain in poor condition. Overgrown lots, blighted structures, speeding automobiles and distracted drivers pose additional hazards. These factors threaten children and families’ personal safety. Louisiana had the second highest rate of pedestrian deaths in the country in 2009, up from the ninth highest in 2000.3 Pedestrians and cyclists—especially young ones—deserve better protection, both to prevent crashes and to encourage physical activity.

Creating safe routes to school is an effective way for children to incorporate physical activities into their daily lives. And because New Orleans schools tend to be located in residential neighborhoods, many New Orleans children live near schools. This report therefore focuses on the state of the city’s walking and bicycling infrastructure around the city’s 63 public elementary and middle school campuses. The KidsWalk Coalition surveyed nearly one million linear feet of streets and sidewalks, and interviewed several Department of Public Works officials to determine existing policies. This report summarizes the findings and offers recommendations for making streets and sidewalks in New Orleans safer for children and families to be physically active.

Who is the KidsWalk Coalition?

The KidsWalk Coalition is a local partnership of government agencies and public health, transportation and community organizations dedicated to improving the health of New Orleanians by creating opportunities for physical activity. Its mission is to reverse the childhood obesity epidemic in New Orleans by making walking and bicycling safe for children and families to access schools, healthy eating choices and other neighborhood destinations.

The Prevention Research Center at Tulane University is the Coalition’s lead agency, and through a unique partnership with the City of New Orleans, works directly with the Department of Public Works to make New Orleans’ streets and sidewalks safer and more accommodating for pedestrians and bicyclists. The Coalition is one of 50 partnerships in the country funded by the Robert Wood Johnson Foundation’s Healthy Kids, Healthy Communities program. This initiative funds and provides direct support to community partnerships across the country working to reshape their environments in ways that improve the health of children and prevent childhood obesity. It is the largest and most ambitious community-action programs ever supported by the foundation and is a cornerstone of its $500 million commitment to reverse the country’s childhood obesity epidemic by 2015.

METHODS

School Areas Surveyed

Between June and November 2010, the survey team inspected a one block radius around every public elementary and middle school in Orleans Parish. Because these schools are well distributed throughout a majority of city neighborhoods, the survey represents a cross-section of the entire city’s pedestrian conditions.

The one-block radius around each school was chosen in order to capture routes to the school from all directions. In cases where a major road (defined generally as those with speed limits of 30 mph and higher) is located two to three blocks from a school campus, the survey teams included the block of this roadway closest to the school. In total, surveyors examined the areas around 63 school campuses, which house 77 different schools.4 See Appendix B for a full list of schools surveyed.

Collecting the Data

KidsWalk Coalition staff trained teams of surveyors to walk each school site and document the conditions of sidewalks, signage, curb ramps and crosswalk markings. Staff created and gave survey guides to the teams. Teams used the following criteria to assess each school site:

• **Sidewalks.** Surveyors rated each 20’ – 30’ length of sidewalk Good, Fair, Poor or Missing, according to the standards shown on page 6.

• **Curb ramps.** Teams evaluated curb ramp conditions in a similar fashion, assigning Good, Fair, Poor and Missing ratings to each street corner within the survey area. Surveyors then calculated the proportions of total rated sidewalk segments to determine the overall condition of sidewalks in a school campus neighborhood.

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**Survey by the Numbers**

<table>
<thead>
<tr>
<th>School Areas Surveyed</th>
<th>63</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total schools located in these areas</td>
<td>77</td>
</tr>
</tbody>
</table>

**BY DISTRICT**

| Orleans Parish School Board | 14 |
| Recovery School District | 61 |
| BESE | 2 |

**MANAGEMENT**

| Cluster | 52 |
| Directly Operated | 25 |

Total linear feet of sidewalks surveyed: 913,800 (173 miles)
Signage and pavement markings. Surveyors also recorded existing signage, crosswalks and “School” legends noting their conditions and instances which required replacement or repair. Figure 1 shows examples of completed signage and sidewalk surveys.

Kids/Walk Coalition staff and volunteers also sought information from school officials. The Coalition and DPW sent joint letters to the principals of each school located in the survey areas, informing them about the survey and asking for direct feedback on pedestrian safety issues surrounding their school campuses. Principals at all 77 schools surveyed received letters, and representatives from nine of them responded with concerns and requests for improvements. Surveyors also called school offices to identify the hours the schools begin and end classes. Finally, Coalition staff interviewed DPW officials to determine department policies, procedures and budgeting related to pedestrian infrastructure and school zones.

Sidewalks

**Good:** Sidewalk is smooth, unbroken and easily passable by all users.

**Fair:** Sidewalk is somewhat uneven or ruptured in some areas yet still passable to all users.

**Poor:** Sidewalk features significant ruptures or missing slabs that impede access by elderly or disabled pedestrians.

**Missing:** Sidewalk has either not been constructed or has become entirely overgrown with weeds.

Curb Ramps:

**Good:** An ADA-compliant ramp which features a smooth surface at a gentle slope and a detectable warning panel.

**Fair:** A smooth surface ramp with a negotiable slope.

**Poor:** A ramp with either a damaged surface or prohibitively steep slope.

**Missing:** Ramp has not been constructed or has deteriorated beyond function.

Sidewalk conditions: G=Good; F=Fair; P=Poor
Curb ramp conditions: CRG=Good; CFR=Fair; CPR=Poor; MCR=Missing
Signage: SZE=End School Zone; SZE=End School Zone; S=Stop; OW=One way; NP=No Parking; SN=Street name
Crosswalks: Solid lines=Good condition; Dotted lines=Fair or poor condition
PEDESTRIAN ENVIRONMENT FINDINGS

Survey teams found a variety of conditions around each school. In some cases — particularly at newly constructed or renovated school campuses and those adjacent to recently repaved streets — the teams found pavement markings, curb ramps and sidewalks in excellent condition. However, problematic pedestrian conditions surround nearly every public elementary and middle school campus in Orleans Parish; yet the extent of these varied widely by school area across the city. Of the 63 school campuses surveyed, 38 received a grade of “Hazardous” (see Appendix A for a description of scoring). This section will analyze the distribution of poor pedestrian conditions throughout the parish.

Sidewalks

Well-designed, constructed and maintained sidewalks create a safe place for pedestrians to travel. Without them, able-bodied pedestrians must walk in parking or travel lanes in the street, and more vulnerable populations, such as children, disabled and elderly residents, may not be able to travel at all. This analysis concentrates on sidewalks found in poor condition or simply not existing at all, which prohibit the safe travel of all users and require repair or reconstruction.

Of the school survey found that more than one of every five miles of sidewalk (24%) in a one-block radius of school areas in New Orleans is missing or in poor condition. These ranged from 16 school areas with more than 50% of sidewalks in this condition to 13 schools with fewer than 10% of sidewalks in missing or in poor condition.

Most of the school campus areas with the highest degree of poor and missing sidewalks are located in New Orleans East and areas closer to city center. These include schools located within the Desire area, Village de l’Est, the Lower and Upper Ninth Ward, and Central City. See the Appendix for a complete list of poor sidewalk conditions by school.

Curb Ramps

Curb ramps provide safe access between sidewalks and roadways for wheelchair users, to those pushing child strollers or grocery carts and to children bicycling on sidewalks. In 1990, the Federal Government passed the Americans with Disabilities Act, which requires government agencies to make all new and altered public facilities accessible to people with disabilities. Curb ramps are therefore not only valuable to pedestrian safety and comfort, but are mandated by federal law. In fact, entire cities, including Sacramento, Calif., Chicago, Ill. and Durham, N. C., have each been sued for discrimination for not installing sufficient curb ramps, and have since had to significantly increase their investments in this infrastructure.

Overall, the survey found that over half of all curbs (46%) in the school areas surveyed did not have any ramp installed. Of the remaining 48% of curbs that had ramps, just 27% were in good condition. Those in poor condition presented numerous challenges. Some have subsided and were overgrown with grass, covered in sediment or submerged in still water and others were blocked by obstacles, such as utility poles. The highest concentration of missing and poor curb ramps were found in school areas located in the city’s suburban neighborhoods, including parts of Algiers, New Orleans East and Gentilly. See the Appendix for a complete list of curb ramp conditions by school.

Signage

Pedestrian infrastructure means more than just concrete. Well designed, installed and maintained traffic engineering and calculating measures are also integral to a safe and accommodating walking and bicycling environment. This means clear signage, functional school beacons and highly visible crosswalks and pavement markings, such as “School” legends. For the purposes of this analysis, surveyees documented existing signage and crosswalk and legend conditions.

As previously mentioned, survey teams found this infrastructure in excellent condition along roadways repaved in recent years by the City and State. However, the survey found instances of damaged and missing school zone signage and crosswalks in nearly every school area, regardless of location, throughout the city. These included “School Zone” and “One Way” signs covered in graffiti or dislodged from poles as well as “Stop” and “Do Not Enter” signs that had once been installed yet were missing entirely. Overall, surveyees cited a total of 476 missing or damaged school zone signs at the 63 different campuses, an average of over four signs per school.

Pavement Markings

Surveyors evaluated the quality and design of crosswalks and “School” legends within school areas. Typically, they found these markings mostly worn by automobile tires, particularly at high traffic intersections. The only streets found with highly visible crosswalks and pavement markings were those repaved in recent years through the State’s Submerged Roads Program or the City’s bond program. Such streets include S. Carrollton Ave., N. Galvez St. and Franklin Ave. In total, surveyors found 57% of crosswalks at all intersections adjacent to school campus blocks in fair or poor condition.

Currently, DPW’s maintenance protocol is to restore pavement markings after streets are repaved, and on an ad hoc basis in response to complaints. It neither inventories nor inspects pavement markings beyond their initial installation, nor does it employ any prioritization policy for maintenance and determining which type of crosswalk design is most appropriate for crossings.

Who is Responsible?

Several entities are responsible for building and maintaining pedestrian infrastructure in school areas. The City of New Orleans’ Department of Public Works (DPW) builds sidewalks along city-owned streets while the Louisiana Department of Transportation and Development (LaDOTD) builds those along state highways. DPW holds property owners responsible for maintaining the sidewalks abutting their property. Such property owners include the Orleans Parish School Board and Recovery School District. DPW and LaDOTD are responsible for constructing curb ramps at intersections and other street crossings, yet unlike sidewalks, these agencies are also in charge of maintaining them. Both install and maintain signage along the streets they own. Likewise, these agencies are responsible for installing pavement markings such as “School” and bicycle legends, crosswalks and lane markings on their streets.

Finally, the Sewerage & Water Board, Entergy, Cox and AT&T are each responsible for fully restoring sidewalks, curb ramps, pavement markings and roadways at locations where they make cuts to build and repair their own systems.

Driver and Pedestrian Behavior

School representatives who responded to the joint KidsWalk Coalition/DPW letter primarily cited three concerns for pedestrian safety: speed, parking and crosswalks; and school bus loading zones.

Through direct communications with each school, it was determined that nearly half of the schools in operation begin and end classes outside of the standard school zone hours posted at school zone signs throughout the city (7:30-8:45am and 2:30-4:45pm). Due to the transformation of the school system into a decentralized network of mostly independently run schools, DPW has not been able to adapt to the constantly shifting landscape of school opening and closing times. Standardized signage is no longer applicable, and a different system is therefore necessary to ensure that school zone times match the actual times students arrive at and depart school campuses. Flashing beacons offer a promising alternative, for DPW may control them remotely.

Crime, blight and other hazards

In addition to walking infrastructure, several other factors impact pedestrian safety — particularly street violence and crime, poor street lighting and blighted properties. This report does not present any data related to these factors, but acknowledges that addressing these factors is critical to increasing physical activity among children in New Orleans.

In the future, the Coalition seeks to further participate in efforts to reduce crime and blight and improve street lighting in neighborhoods.
Prioritizing the Schools Neighborhoods

Using a composite system that factors the conditions of sidewalks, curb ramps, signage and crosswalks – and adds additional weight to sidewalk and signage conditions – the KidsWalk Coalition rated the overall pedestrian infrastructure conditions of each surveyed school area. Figure 1 illustrates the location of each of these scored areas. Just one school area – Lafayette Academy – received a “Good” rating, whereas 38 schools received a rating of “Hazardous.” Overall, schools averaged a score of 58% out of 100%.

The Cost of Repair

Decades of deferred maintenance, environmental challenges such as soil subsidence and the impact of the flooding of Hurricane Katrina, have left New Orleans pedestrian infrastructure in grave need of investment.

Assuming an average cost of about $6.65 to $7.75 per square foot (100 to $70 per square yard) for sidewalk reconstruction, the estimated cost for replacing all sidewalks missing or in poor condition in the school areas surveyed would be roughly $7.6 million to $8.9 million.”

The survey found a total of 2,514 curbs featuring either a ramp in poor condition or no ramp at all. At a cost of $2,000 to $3,000 for curb ramp installations, the estimated cost for the City and State to make these curbs accessible to all users would be $5 million to $7.5 million.”

DPW is equipped to promptly repair and replace most damaged signage, and has made several replacements at locations identified through the school audit. These have taken place at schools throughout Orleans Parish, including ARISE Academy, Dr. Martin Luther King Charter School and Langston Hughes Academy, among others.

According to DPW officials, in 2010 the department expended its entire $100,000 pavement marking budget — which covers crosswalks, school legends and trail lane striping — before the end of the summer. For 2011, the City has budgeted $150,000. KidsWalk Coalition staff will monitor whether the increased budget is sufficient to maintain crosswalks at key locations.

Planning and Policy Making

Pedestrian and bicycling plans set a vision for a safe, accommodating network of pedestrian infrastructure. They often identify challenges to non-motorized transportation and make recommendations for addressing them. This planning takes place at several different scales: state, region, municipality and neighborhood.

In New Orleans’ case, some of these planning processes have occurred in recent years.

In 2009, LaDOTD released the 2009 Louisiana Statewide Bicycle and Pedestrian Master Plan, which established new policies to “encourage a complete and multi-modal transportation system for the State of Louisiana.” The official “complete streets” policy it adopted in 2010 requires the Department to build sidewalks, bicycle lanes and other pedestrian and bicycling facilities on new and reconstruction projects, depending on context.

In 2005, the New Orleans Regional Planning Commission (RPC) published the New Orleans Metropolitan Bicycle and Pedestrian Plan. The plan identified pedestrian and bicyclist crash “hotspots,” reported on user and public official surveys, made recommendations for policy changes at the local and regional levels, and set five broad regional goals:

1. Improved safety of bicyclists and pedestrians
2. Increased share of non-motorized trips
3. A complete pedestrian and bicycling network
4. Increased funding for bicycle/pedestrian facilities
5. Implementation of full-fledged bicycle/pedestrian plans for parishes, regions and the state

The plan resulted in the creation of the RPC’s Pedestrian and Bicycle Program, which has since begun implementing many of the plan’s recommendations. These include: new training opportunities for engineers, planners and law enforcement officers; an annual media campaign that addresses important safety tips for pedestrians and bicycles; technical assistance for local governments; partnerships with universities and non-profits; and new facilities and documentation of their impact on safety and usage.

More recently, the City Council adopted the Plan for the 21st Century: New Orleans 2030 (Master Plan), a comprehensive set of goals and policy objectives informed by rigorous public participation. The transportation chapter of the plan sets a goal of “Roadways that integrate vehicle transportation with bicycling and walking” and offers several strategies for meeting it. Pedestrian strategies are:

1. Establish and adopt a “Complete Streets” policy that prioritizes non-motorized users.
2. Establish a permanent multimodal accommodation position within DPW.
3. Develop a pedestrian plan for the City of New Orleans.
4. Make major boulevards and corridors more attractive and pedestrian friendly particularly where transit stops, schools, parks, and other pedestrian generators are present.
5. Make neighborhood streets more attractive and pedestrian friendly.

A “Complete Streets” policy would require city agencies to consider pedestrians, bicyclists, transit riders, the disabled, elderly and children when designing, constructing and maintaining city streets. Such a policy would address appropriate traffic calming practices and the ‘right-sizing’ of roadways (see page 12). Since 2004, the Louisiana Public Health Institute – through grant funding initially from the U.S. Center for Disease Control and Prevention’s Steps program, and now through Entergy – has sponsored a bicycle/pedestrian engineer to provide full-time support to the Department of Public Works on bicycle and pedestrian projects. However, this grant funding has been available only on a year-by-year basis, and the City has yet to commit general funds for the position.

BEST PRACTICES (AND CURRENT PRACTICES) FOR WALKABLE NEIGHBORHOODS

The physical challenges children and families face for walking and bicycling in New Orleans neighborhoods are clear. Fortunately, numerous proven strategies offer solutions to these problems. The Pedestrian and Bicycle Information Center, a national clearinghouse for pedestrian health and safety information supported by the Federal Highway Administration, recommends several strategies for improving walkability, including: planning and policy making, engineering, and funding. This section will explain these strategies and contrast them with current City and DPW practices.

Rating Summaries

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<th>Rating</th>
<th>Walking Conditions</th>
<th># of School Areas</th>
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</thead>
<tbody>
<tr>
<td>80 – 100</td>
<td>Good</td>
<td>1</td>
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<tr>
<td>69 – 79</td>
<td>Acceptable</td>
<td>9</td>
</tr>
<tr>
<td>46 – 59</td>
<td>Substandard</td>
<td>15</td>
</tr>
<tr>
<td>38 – 45</td>
<td>Hazardous</td>
<td>10</td>
</tr>
</tbody>
</table>

Photo of Columbia, Missouri by Active Living By Design
“Complete the Streets”

Complete Streets are designed and operated to enable safe access for pedestrians, bicyclists, motorists, and public transportation users of all ages and abilities. Complete Streets make it easy to cross the street, walk to schools, and bicycle to work. Creating complete streets means city agencies must change their approach to community roads. By adopting a Complete Streets policy, communities direct their transportation planners and engineers to routinely design and operate the entire right-of-way to enable safe access for all users. This means that every transportation project will make the street network better and safer for drivers, transit users, pedestrians, and bicyclists.

There is no singular design prescription for Complete Streets; each one is unique and responds to its community context. A complete street may include: sidewalks, bike lanes, special bus lanes, comfortable and accessible public transportation stops, frequent and safe crossing opportunities, median islands, accessible pedestrian signals, curb extensions, narrower travel lanes, and more.

An ideal complete streets policy:
• Includes a vision for how and why the community wants to complete its streets
• Specifies that ‘all users’ includes pedestrians, bicyclists and transit passengers of all ages and abilities, as well as trucks, buses and automobiles.
• Encourages street connectivity and aims to create a comprehensive, integrated, connected network for all modes.
• Is adaptable by all agencies to cover all roads.
• Applies to both new and retrofit projects, including design, planning, maintenance, and operations, for the entire right-of-way.
• Makes any exceptions specific and sets a clear procedure that requires high-level approval of exceptions.
• Directs the use of the latest and best design criteria and guidelines while recognizing the need for flexibility in balancing user needs.
• Directs that complete streets solutions will complement the context of the community.
• Establishes performance standards with measurable outcomes.
• Includes specific next steps for implementation of the policy.

As of April, 2011, 151 cities across the country have adopted Complete Streets policies, in the form of ordinances, resolutions, internal policies and plans.

S. Carrollton Ave. has recently been rebuilt as a “Complete Street,” featuring high quality sidewalks, crosswalks, curb ramps, signage and a bicycle lane, in addition to transit.

A city-wide pedestrian plan would identify high priority locations in need of pedestrian improvements because of poor infrastructure, high crash rates, and high pedestrian usage — particularly those areas used by children, such as schools and playgrounds. It would also set goals and strategies for City departments and local government agencies to achieve a safe walking environment for all New Orleanians. This type of plan could also address bicycling and public transit needs. * Implementation of a city-wide pedestrian plan would help achieve the first four goals laid out in the RPC’s regional plan in New Orleans.

The City has already begun strategies four and five by investing tens of millions of dollars in Disaster Community Development Block Grant (D-DBG) funds to enhance streetscapes in commercial corridors throughout the city. Though these projects will result in great improvements in these areas, the projects do not address the broader pedestrian needs that a city-wide pedestrian plan would identify.

Overall, plans at the local, regional and state level have given the City the mandate to implement strong policies that consider the needs of all road users, yet many opportunities remain for agencies to undertake the recommended tasks.

Engineering

Proper transportation engineering and design solutions are essential to achieving the goals set out by pedestrian and bicycling plans and policies. DPW’s engineering and design teams and consultants have an array of solutions to consider during road construction and repairs, including: roadway width and usage, sidewalk design, crosswalk design, pedestrian signals, traffic calming and management measures, and special signage and pavement markings for school zones. Consideration of traffic volumes — pedestrian, bicyclist, transit and automobiles alike — as well as safety issues for specific streets ought to guide the implementation of these solutions.

However, according to DPW officials, the Department’s limited number of adopted standards largely dictates the design and engineering of any road construction or maintenance project, rather than study of the needs of all road users. None of these standards specifically address pedestrian and bicyclist needs, with the exception of those for ADA curb ramps and crosswalks. The crosswalk standard specifies two, six-inch wide parallel white stripes. While the Federal Highway Administration considers this crosswalk design acceptable, it recommends using “contingent” markings at all pedestrian crossings.

Thus, this type of crosswalk is much more visible to motorists and can be designed to avoid wear by tires.

Sidewalk maintenance: Whose responsibility?

The combination of New Orleans’ soil subsidence and lack of maintenance has resulted in poor condition sidewalks, but ambiguous City Charter and Code language makes it difficult to determine who is responsible for maintenance. Currently, when DPW receives complaints of sidewalk conditions, the Department sends notification letters to the owner of the abutting property and cites their responsibility to maintain the infrastructure. However, the City Charter and Code are silent on this matter, presenting a loophole in the City’s ability to ensure sidewalks are repaired when needed.

Throughout the U.S., the holder of responsibility for sidewalk maintenance varies. A recent survey of 82 cities in 45 states found that 15% of cities repair sidewalks themselves, 40% of cities require property owners to repair sidewalks, and 46% share the costs. Given the City’s already heavy infrastructure maintenance burden, placing full responsibility on City Hall would require an infusion of bond money to repair and rebuild missing and poor condition sidewalks. Given existing challenges New Orleanians face for rebuilding and maintenance, imposing the additional burden of sidewalk maintenance might face resistance. Sharing the cost has proven effective in a number of cities. The City of Kenner, for example, offsets homeowner costs by paying for the cost of the sidewalk materials. The Downtown

DPW standards and design guidelines that address the full range of aforementioned solutions and establish decision-making processes for determining which solutions ought to go where would result in a safer, more walkable New Orleans for children and families.

Continental crosswalks, shown here outside Drew Elementary/ARISE Academy are designed for higher visibility and longer lifespan.

Continental crosswalks, shown here outside Drew Elementary/ARISE Academy are designed for higher visibility and longer lifespan.
Development District offers a similar program for property owners in the CBD. Funding a similar program in New Orleans would empower DPW to take a proactive approach to sidewalk repair that balances enforcement with support.

Funding
Once plans, policies and engineering strategies are in place, recurring funding for city-wide needs. At the local level, the City’s annual operating budget funds street maintenance, including signage, pavement markings and curb ramp improvements, while capital bond funds support street and sidewalk reconstruction as well as bikeways.

According to DPW officials, current funding levels are insufficient to support a sidewalk maintenance program or even regular maintenance of pavement markings, never mind more intensive safety improvements such as pedestrian countdown signals and curb extensions. An increase in maintenance and capital funding for DPW would enable the Department to take a proactive approach to maintaining sidewalks, repainting pavement markings, and reengineering high-priority intersections near schools. Currently, DPW generates significant general fund revenue through parking meters and tickets as well as red light and speeding camera enforcement, but the City dedicates none of this revenue specifically to street improvements. Dedication of a portion of this revenue to safety improvements in school zones and other high-volume pedestrian areas would ensure consistent investment in walkable, bikeable environments for children and families to be physically active.

Like all infrastructure needs in New Orleans, pedestrian infrastructure improvements are limited by the resources available to government agencies and property owners. Streets, sewers, drainage lines and other public assets face millions of dollars of unfunded needs. While the costs of improving the walkability of city neighborhoods may sound daunting, the long-term cost of not making investments in safe walking and bicycling infrastructure is greater yet. These costs include higher health expenses due to physical inactivity, reduced neighborhood desirability and economic competitiveness, traffic crashes, higher gasoline prices and insurance rates, and increased legal liability for poorly maintained infrastructure.

Fortunately, communities and local government officials and agencies can together take small steps that add up to great advances toward a safer, more walkable and accessible New Orleans. The KidsWalk Coalition has already begun by dedicating staff to serve as a point of contact between schools and DPW to handle requests for signage and crosswalks. This section will highlight create safe routes to schools in New Orleans streets safer for children to walk and bicycle to school and around their neighborhoods. The first recommendations specify short-term, feasible steps that can be taken right away, and are followed by longer-term policy solutions.

1. Prioritize and fund pedestrian safety improvements around schools

The City should follow two main strategies for improving pedestrian safety around schools: policy and funding. Currently, DPW does not use any policy for prioritizing infrastructure construction and maintenance locations. In order to safely accommodate young and adult pedestrians alike, DPW should develop an internal policy that prioritizes sidewalks and crossings maintenance in areas with the highest pedestrian traffic. In particular, the Department should coordinate closely with the Recovery School District to ensure investment in safe, walkable and bikeable streets in neighborhoods surrounding newly constructed school facilities.

In addition, the Department should develop street design guidelines that specify standards for sidewalks, crosswalks, signals and other facilities based on best practices.

The limitations of the department’s slim maintenance budget hinder a proactive approach to repairing pedestrian facilities. The City should therefore dedicate recurring funds to support these improvements. Possible funding sources include a portion of traffic camera ticket or parking revenue, which the City Council and Mayor’s Office can dedicate through an ordinance. They may also allocate a larger portion of the City’s general fund for this purpose through the annual budget-making process.

RECOMMENDATIONS FOR TAKING ACTION

2. Create and fund a sidewalk maintenance program

After prioritizing sidewalks in need of repair in school and recreation areas, the City offer a sidewalk maintenance cost-sharing program that balances enforcement with support.

3. Include pedestrian- and bicycle-friendly provisions in the CZO

The City Planning Commission and City Council will vote later this year on a new comprehensive zoning ordinance (CZO), which must follow the master land use plan adopted in 2010. Although the CZO generally does not hold jurisdiction over the public right-of-way, it can include policies that make the city more walkable and bikeable. These include reducing minimum off-street parking requirements, since high requirements can lead to oversized surface lots, and adding bicycle parking requirements. Additionally, the CZO regulates driveway access, and should ensure that properties are discouraged from making an entire property’s frontage accessible to automobiles. Similar to the complete streets policy, the CZO should pay special consideration to school and recreation areas throughout the city. The KidsWalk Coalition will provide further guidance on CZO provisions that ensure greater public health upon release of the next draft CZO.

4. Better coordinate with utility providers

The DPW and LaDODT are not the only agencies that impact pedestrian conditions in New Orleans. Utilities such as the Sewerage & Water Board, Entergy, Cox and AT&T routinely make cuts in sidewalks and curb ramps and often are responsible for poorly replaced pavement, or pavement indefinitely left in disarray. In some cases, the utilities make these cuts shortly after DPW or LaDODT has completed a street resurfacing, and do not replace pavement markings. These agencies therefore must better coordinate projects with one another to ensure that good work does not go to waste. Currently, a Utility Coordinating Council comprised of representatives from these agencies meet monthly to exchange plans for street and utility projects, yet this effort requires the full participation of all agencies in order to be effective. In addition, the utilities and DPW can more effectively serve residents by better integrating customer services that address sidewalk and curb ramp inquiries. This will ensure that complaints reach the responsible agency in a timely manner.
5. Consider inspecting sidewalks through Code Enforcement
The City Council should consider passing an ordinance that would add a provision to Chapter 28 of the City Code giving Code Enforcement the authority to inspect sidewalks abutting private properties. This will leverage an existing inspection tool for the City, and ensure that owners of blighted and nuisance properties maintain sidewalks in addition to buildings and lots.

6. Adopt and implement a city-wide “Complete Streets” policy
Goal 3A of the Transportation element in the Plan for the 21st Century: New Orleans 2030 calls for the city to “Establish and adopt a Complete Streets Policy” that “prioritizes the non-motorized users by integrating various transportation modes.” This will ensure that all future improvements made to New Orleans streets will safely accommodate these users in addition to motorists. This policy should pay particular attention to parts of the city in which children are active, including school and recreation areas. It can take the form of a Council ordinance executed by the Mayor, a Mayoral executive order, or internal department policy.

7. Adopt and fund the ADA Transition Plan
The ADA requires every public agency in the U.S. to create an ADA Transition Plan, which sets a strategy for upgrading its facilities to ADA compliance. DPW, this means ensuring city intersections feature ADA-compliant curb ramps. The KidsWalk Coalition is currently working with the Department and a sub-committee of the Mayor’s Advisory Council for Citizens with Disabilities to craft a Transition Plan. The Plan identifies high-priority locations throughout the city in need of ADA improvements at which the City should prioritize investments. The Council and Mayor should consider, adopt and fund this plan through the City’s Capital Budget program to ensure that the city becomes accessible to all road users.

CONCLUSION

The City of New Orleans and State of Louisiana continue to gradually rebuild the city’s major streets, many of which lie near public elementary and middle schools, and provide them with high quality walking and bicycling environments. However, throughout school areas across Orleans Parish, the KidsWalk Coalition found broken sidewalks, ramps missing from half of all curbs, damaged signs and worn crosswalks in drastic need of attention. Coalition staff heard numerous concerns from school leaders regarding automobile speed around their campuses. These conditions not only threaten personal safety, but discourage children and families from being physically active in New Orleans.

While the scale of the problem is vast, the solutions to begin overcoming it are within reach. City residents have already voiced support for a complete streets policy through the 2030 Master Plan — the city now just needs to implement it. And property owners will begin to better maintain sidewalks through the right combination of city enforcement and subsidization. Additionally, schools and communities can apply for Safe Routes to School grants.

The KidsWalk Coalition will continue to support the right of children to freely walk and bicycle in their neighborhoods, and welcomes residents, advocates, and public officials to join its efforts.

How residents and communities can take action
Residents can act now to make their neighborhood streets more walkable, bikeable and safe for physical activity.

Maintain sidewalks
Property owners whose sidewalks are in poor or missing condition should contact a local contractor to obtain an estimate for repair. Not only will these repairs make it safer for children and other vulnerable users to safely travel, they will increase the property’s curb appeal and therefore protect property values. DPW offers helpful technical resources for sidewalks repairs. Property owners wishing to repair sidewalks should contact the department at 658-8000 to learn more about what steps to take to repair sidewalks.

Residents and property owners can also preserve their sidewalks and ensure they are safe for children and families by making sure cars do not park on them and that they are free of obstacles such as trash barrels.

Start a Walking School Bus program
with a school in your neighborhood
A walking school bus is a group of children walking to or from school with one or more adults. It can be as informal as two families taking turns walking their children to school or as structured as a planned route with meeting points, a timetable and a schedule of trained volunteers. A variation on the walking school bus is a bicycle train where a group of children and adult leaders ride together to school. These programs can improve student awareness for the quality of the walking environment and guide students to safer routes. Learn more about walking school buses and bicycle trains at www.saferoutesinfo.org and contact your school leaders to organize one in your neighborhood.

Apply for a Safe Routes to School grant
Since 2005, the State of Louisiana has administered the federal Safe Routes to School Program (SRTS), which offers reimbursable grants up to $300,000 on a competitive basis to individual elementary and middle schools for infrastructure improvements and education programs that encourage students to walk and bicycle to and from school. Since 2008, four New Orleans schools – the International School of Louisiana, Esperanza Charter School, Dr. Charles Drew Elementary School and E.P. Hamrey Spirit of Excellence Academy – each earned SRTS grants, which are currently funding pedestrian improvements and programs in their neighborhoods. Neighborhood organizations are eligible to work with their school to apply for the grant, and KidsWalk Coalition staff is available to provide assistance with applications.

Contact or Join the KidsWalk Coalition
KidsWalk Coalition members and staff regularly meet to identify and plan solutions to local and system-wide challenges to safe, walkable and bikeable streets. To learn more about how the Coalition can help you, contact 504.988.7738, kidswalk@tulane.edu or visit www.KidsWalkNOLA.org.
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<thead>
<tr>
<th>School Campus</th>
<th>Sidewalks</th>
<th>Curb Ramps</th>
<th>Crosswalk</th>
<th>School Zone Signage</th>
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Please see page 4 for a description of the scoring methodology used in this evaluation.
Appendix Scoring Methodology

The total score is compiled through a weighted analysis of the four surveyed elements of city streets: sidewalks, curb ramps, signage and crosswalk conditions. Each element is scored as described below. The total score is the ratio of points achieved to total possible points.

<table>
<thead>
<tr>
<th>Percentage of sidewalks missing or in poor condition</th>
<th>Points</th>
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<tbody>
<tr>
<td>Less than 10%</td>
<td>21</td>
</tr>
<tr>
<td>10-19%</td>
<td>20</td>
</tr>
<tr>
<td>20-29%</td>
<td>15</td>
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<tr>
<td>30-39%</td>
<td>9</td>
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<tr>
<td>40% and greater</td>
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<table>
<thead>
<tr>
<th>Percentage of curb ramps missing or in poor condition</th>
<th>Points</th>
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<tbody>
<tr>
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<td>21</td>
</tr>
<tr>
<td>10-19%</td>
<td>20</td>
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<tr>
<td>20-29%</td>
<td>15</td>
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<td>30-39%</td>
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Average crosswalk condition | Points |
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<td>Good</td>
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<td>Fair</td>
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<td>Poor</td>
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School zone signage | Points |
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<td>30%-39%</td>
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<td>20-29%</td>
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Percentage of curb ramps missing or in poor condition | Points |
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<td>10-19%</td>
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Total Possible Points | Points |
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<td>15 (high schools)</td>
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Endnotes

1. Active Living Research, Active Transportation: Making the Link from Transportation to Physical Activity and Obesity, Summer 2010. Available at: http://www.activelivingresearch.org/files/ALR_Brief_ActiveTransportation.pdf.
4. Because many school campuses currently host more than one school program, the total school number surveyed is higher than the total campus number surveyed. The total number includes a small number of high schools as well, since some are located directly next to elementary and middle schools.
5. These schools are ARISE Academy, Arthur Ashe Charter School, Green Charter School, E.P. Harris Spirit of Excellence Academy, John Dibert Community School, Lake Forest Charter Elementary, Lusher Charter Middle and High School, Miller-McCoy Academy for Math & Business and Sophie B. Wright Charter School.
6. Sec. 146-190 of the City Code permits children under the age of 15 to ride bicycles on sidewalks outside the Central Business District.
9. This count assumes installation of school zone start and end signs on every street that borders the school campus, including 15 mph streets, and on both sides of divided roads.
10. The sidewalk reconstruction cost is based on current Department of Public Works contract rates. The total cost estimate assumes an average sidewalk width of 6 feet. These costs are provided for informational purposes only, as actual costs may vary.
11. The curb ramp cost is based on current Department of Public Works contract rates for “Type A” ramps, which include fences, and “Type B” ramps, which do not include fences.
17. City Code Sec. 446-510.

The KidsWalk Coalition is one of 50 partnerships in the country funded by the Robert Wood Johnson Foundation’s Healthy Kids, Healthy Communities program. This initiative funds and provides direct support to community partnerships across the country working to reshape their environments in ways that improve the health of children and prevent childhood obesity. It is the largest and most ambitious community-action programs ever supported by the foundation and is a cornerstone of its 2010 million commitment to reverse the country’s childhood obesity epidemic by 2015.