

WHAT HAS CHANGED?  
PLAN AND POLICY REVIEW MATRIX  
FEDERAL SUPPORT  
STATE AND LOCAL SUPPORT  
THE 6 E'S  
MISSION, VISION, GOALS, AND OBJECTIVES  
RECOMMENDATIONS

## **POLICY + PROGRAM RECOMMENDATIONS**



# 05

## WHAT HAS CHANGED?

The 2024 update of the East Baton Rouge Parish Pedestrian Bicycle Master Plan (2020 PBMP) represents a comprehensive effort to synthesize the policies, programs, and projects into a comprehensive plan for building out a parish-wide active transportation network. In terms of implementation, recommendations made in 2020 have been reviewed and revised based on lessons learned in the past four years. The 2024 BPMP update is referred to as the Bike-Ped plan in recognition of the common name that the public uses for the plan.

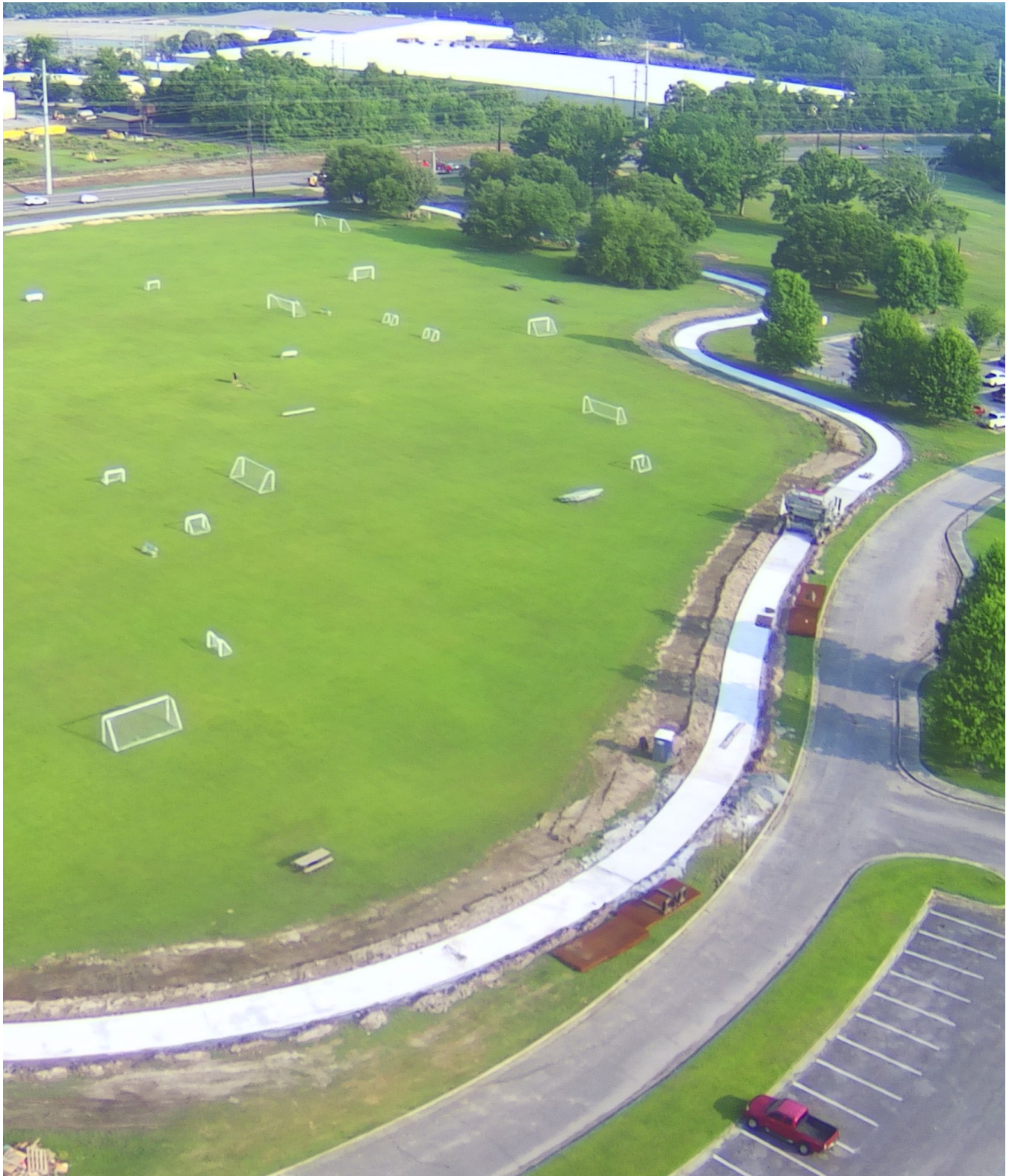
Significant progress has been made in executing the vision established by the previous edition of the plan. The 2024 BPMP recognizes that several projects have been designed or implemented that will build out important sections of the network that were identified in the 2020 PBMP. MOVEBR projects and the Lakes Master Plan, along with BREC's Health Loop and the multi-use path that runs from Scotlandville Parkway south to Memorial Stadium (known by the acronym for its funding source the Congestion Mitigation & Air Quality (CMAQ) Improvement Program) will add several miles of bike- and pedestrian-friendly facilities to the parish inventory. The Greenwood Greenway, pictured in **Figure 5 – 1** was recently completed, and other bike, ped, and Complete Streets (CS) projects located in Downtown Baton Rouge and along Florida Boulevard are also underway.

BREC and the City-Parish experienced another important win towards implementation of the 2020 PBMP when they were awarded an INFRA grant for the North Baton Rouge Mobility Network in 2022. The spine of this network is the rehabilitation of the Scotlandville Parkway multi-use path that runs through Scotlandville Parkway beneath Interstate 110 from Scenic Highway to Monte Sano Avenue. Connecting to the CMAQ multi-use path at Monte Sano Avenue, the network will extend to the east on a series of local streets that will be identified through wayfinding and traffic calming features as safe routes for bicyclists and pedestrians to access Plank Road Bus Rapid Transit (BRT) stops, which will soon

be under construction. East of Plank Road, several protected bike lanes will connect to Ardenwood Drive. South from Howell Park to Choctaw Drive, Ardenwood Drive will be treated to a road diet with a final connection to BREC Headquarters on Florida Boulevard, which will be funded separately with safety funds.

Capitalizing on this momentum, the 2024 BPMP focuses on connecting these facilities with the existing and future network based upon best practices established for pedestrian and bicycle facilities as recommended in the 2020 PBMP. This approach includes projects identified in the previous plan as well as projects developed from recommendations published in the last four years. Reflective of the 2020 PBMP, the specifics of these projects have been incorporated into the active transportation network explained in Chapter 4 of this update. **Table 5 – 1** of the 2024 BPMP update lists plans and documents published since 2020 that were consulted for guidance.





**Figure 5 - 1.** Southern loop of BREC's Greenwood Greenway at Greenwood Community Park. Courtesy of BREC.

## PLAN AND POLICY REVIEW MATRIX

**Table 5 - 1 .** Plan and policy review matrix.

Plan	Organization	Year	Comments	Connectivity	Economic Development
Complete Streets Ordinance and Resolution Update	Complete Streets Advisory Committee	2024	An ordinance was adopted by the Parish Attorney's Office, Center for Planning Excellence (CPEX), and other City-Parish officials. The 2023 Complete Streets Ordinance for East Baton Rouge City Parish aims to improve transportation accessibility for all users, especially vulnerable populations. It sets specific goals, requires coordination, outlines committee roles, establishes design standards and performance measures, and allows for exceptions and public participation. The overall goal is to integrate complete streets principles into the transportation network to serve all users including pedestrians, cyclists, motorists, and transit riders.	X	
Vulnerable Road User Safety Assessment	Louisiana Department of Transportation and Development	2023	This report evaluates Vulnerable Road User safety in Louisiana, specifically for non-motorists like pedestrians, bicyclists, and highway workers on foot. The rise in VRU fatalities and injuries necessitates further examination and action. The report outlines strategies to improve VRU safety, including infrastructure, education, and policy initiatives. Community consultation and the use of federal funds are also highlighted. The Safe System Approach is prioritized, considering equity, climate change, and sustainability. Specifics on VRU safety, such as data, trends, and crash analysis, are provided in Chapter 2. The report emphasizes the need for collaborative strategies to address these issues.		
Bipartisan Infrastructure Law Policy Framework: Building a Better America – Together	Federal Highway Administration	2023	This memo talks about new laws and resources for bicycle, pedestrian, and shared micromobility programs. It also highlights the importance of safety, accessibility, equity, and connecting different modes of transportation. It covers topics like funding, Americans with Disabilities Act (ADA) requirements, sustainability, and including all users in transportation projects. It also emphasizes the need to consider bikers and walkers in planning and designing transportation networks.	X	
Bicycle and Pedestrian Planning, Program, and Project Development Guidance Memorandum	Federal Highway Administration	2023	This document explains how new government funding has improved biking, walking, and micromobility programs. It focuses on safety, fairness, and connecting different modes of transportation. It also covers issues like climate change, accessibility, and creating jobs in transportation. The document emphasizes the importance of considering cyclists and pedestrians in transportation planning and designing complete networks for all users.	X	X
FUTUREBR Comprehensive Plan	Planning Commission City of Baton Rouge, Parish of East Baton Rouge	2023	Aims to improve transportation in East Baton Rouge Parish by reducing congestion and improving connectivity. It includes plans for better public transit and infrastructure for walking and biking. Discusses current transportation problems and upcoming projects, like expanding I-10 and building a new bridge. Also highlights the importance of coordinating land use and transportation planning, investing in public transit, and improving road projects to address these issues. <i>(the 2017 edition of FutureEBR Transportation Elements was reviewed in the 2020 Pedestrian and Bicycle Master Plan )</i>	X	X
Capital Region Bicycle and Pedestrian Plan	Capital Region Planning Commission	2022	The Capital Region has an ambitious plan for its bicycle and pedestrian infrastructure by 2046, prioritizing safety, connectivity, health, equity, and resilience. The plan includes seven strategic themes, based on public input and collaboration, to create an accessible and interconnected network for people of all ages and abilities. It builds upon previous efforts and coordinates with local jurisdictions to optimize federal funding and support active transportation. The plan identifies priority areas and recommends policies, design guidelines, and maintenance plans for a sustainable transportation network.	X	
Transportation Alternatives (TA) Set-Aside Implementation Guidance	Federal Highway Administration	2022	The FHWA announced new guidance and increased funding for the Transportation Alternatives (TA) Set-Aside Program to help state and local governments create safer and more walkable streets. The funding has nearly doubled under President Biden's Bipartisan Infrastructure Law, from an average annual amount of \$850 million to \$1.44 billion for the years 2022 through 2026. The program supports various projects including pedestrian and bicycle facilities, Safe Routes to School programs, road safety assessments, and community improvements.	X	

# POLICY + PROGRAM RECOMMENDATIONS

EAST BATON ROUGE PARISH  
BICYCLE + PEDESTRIAN  
MASTER PLAN 2024 UPDATE

Plan	Environmental Protection and Conservation	Sense of Place or Community	Safety	Education	Identification of Funding Sources	Growing Ridership	Health Aspect	Coordination Between Stakeholders: Public and Agency
Complete Streets Ordinance and Resolution Update		X	X					X
Vulnerable Road User Safety Assessment	X	X	X	X	X			X
Bipartisan Infrastructure Law Policy Framework: Building a Better America – Together		X	X		X			
Bicycle and Pedestrian Planning, Program, and Project Development Guidance Memorandum	X	X	X					
FUTUREBR Comprehensive Plan		X				X	X	X
Capital Region Bicycle and Pedestrian Plan		X	X		X		X	X
Transportation Alternatives (TA) Set-Aside Implementation Guidance		X						

## PLAN AND POLICY REVIEW MATRIX (CONTINUED)

Plan	Organization	Year	Comments	Connectivity	Economic Development
Highway Safety Improvement Program Special Rules Guidance	Federal Highway Administration	2022	This is a memo from Cheryl J. Walker about special rules for Highway Safety Improvement. These rules include High-Risk Rural Roads, Older Drivers and Pedestrians, and Vulnerable Road User Safety. The memo provides guidance on how states should interpret and implement these rules, as well as the new requirement for a Vulnerable Road User safety assessment. It's important to follow these rules, but they are not mandatory. The memo also explains the specific steps for each rule and aims to help states understand and comply with the requirements.		
Louisiana Strategic Highway Safety Plan (SHSP) - Destination Zero Deaths	LADOTD, Louisiana State Police, Louisiana Highway Safety Commission	2022	The SHSP is a plan for Louisiana that focuses on reducing traffic fatalities and injuries. It has four main areas of focus: distracted driving, impaired driving, occupant protection, and infrastructure & operations. It follows a national plan called "Toward Zero Deaths" and is updated every year. Different agencies, groups, and coalitions work together to make the plan successful. The goal is to decrease traffic deaths and injuries by 50% by 2030. The plan includes statistics and information about crashes in Louisiana. Includes statistics specifically related to bike/ped crash data and strategies for safety improvements.		
Scotlandville Community Strategic Plan - supplemental to FUTUREBR	East Baton Rouge Parish Planning Commission	2022	Small Area Plan for EBR developed by Southern University System Foundation. Discusses transportation in Scotlandville and the need for safer pathways, better public transportation, and pedestrian-friendly areas with bike access. Also talks about the current road system, transit services, and how transportation affects health and physical activity. Ongoing and planned improvements, like better sidewalks and safety measures, are considered priority elements.	X	X
2022 Complete Streets Legislative Report	Louisiana Department of Transportation and Development	2022	An update on Louisiana's Complete Streets program for 2022. Includes information about the success of the Government Street road project and how it benefits pedestrians, cyclists, and public transportation. The Bipartisan Infrastructure Law of 2021 helps fund and establish requirements for this program. The report shows performance measures and progress on making streets safer for pedestrians and cyclists. It explains changes made to highway projects to meet the program's standards. Also discusses partnerships formed to implement the program and training provided to local agencies. New American Association of State Highway and Transportation Officials (AASHTO) Guide for Pedestrians released Dec 2021, A new research project kicked off in 2021 to identify areas most in need of active transportation infrastructure, such as bike lanes and sidewalks, in Louisiana. Contains updated Performance Measure Report for years 2019-2021, map of system improvement locations with data for recent years included. <i>(the 2018 edition of the FUTUREBR updated transportation section was reviewed in the 2020 Pedestrian and Bicycle Master Plan)</i>	X	
Move 2046 - Bike Ped Elements Section 4	Capital Region Planning Commission	2022	Move 2046 is a long-rang plan projecting transportation conditions and needs through the year 2046. Looks at the current transportation system and how well it meets the needs of residents and businesses. Also discusses the challenges in funding transportation projects and the expected increase in demand for transportation. It covers important factors like population growth, employment, travel time, and freight transportation. Explains how the plan was created, including public input and setting priorities. Outlines the goals and strategies of MOVE 2046: to improve transportation options, safety, and the economy. The Metropolitan Planning Area has developed a comprehensive bicycle and pedestrian master plan. Includes the implementation of safe/complete routes for bike/ped. As outlined in the MTP, there are 130 proposed facilities to improve the bike/ped infrastructure in the MPA. This initiative is backed by a substantial amount of funding, with \$56.6 million allocated to support these projects. <i>(the 2018 edition of MOVE2042 Chapter 10 Bicycle and Pedestrian was reviewed in the 2020 Pedestrian and Bicycle Master Plan)</i>	X	

Plan	Environmental Protection and Conservation	Sense of Place or Community	Safety	Education	Identification of Funding Sources	Growing Ridership	Health Aspect	Coordination Between Stakeholders: Public and Agency
Highway Safety Improvement Program Special Rules Guidance			X	X				
Louisiana Strategic Highway Safety Plan (SHSP) - Destination Zero Deaths			X					X
Scotlandville Community Strategic Plan - supplemental to FUTUREBR	X	X	X	X	X		X	X
2022 Complete Streets Legislative Report			X					X
Move 2046 - Bike Ped Elements Section 4	X		X		X			



## FEDERAL SUPPORT

Additional funding is crucial to advance the 2024 BPMP update for the safety and convenience of people interested in walking and biking options. Together with dedicated individuals and organizations, the BPMP partners are committed to creating a healthier and more livable community in the shortest time possible.

A key change in federal support for bicycle and pedestrian projects was demonstrated when the Bipartisan Infrastructure Law (BIL) was passed in late 2021. In addition to policy paper and guidance memoranda, the BIL defined CS for the Federal government for the first time stating that

the term “Complete Streets standards or policies” means standards or policies that ensure the safe and adequate accommodation of all users of the transportation system, including pedestrians, bicyclists, public transportation users, children, older individuals, individuals with disabilities, motorists, and freight vehicles.

mandates that resources such as competitive discretionary grant funding be made accessible to projects to improve biking, walking, and micro-mobility programs. Before the BIL, the benefit-cost analysis (BCA) requirements of the US Department of Transportation (USDOT) grant scoring system favored projects focused on traffic operations and motorist safety. The methodologies for quantifying benefits to pedestrians and bicyclists are still in development and have not been officially approved. The BIL emphasizes the need to consider active transportation users in planning and designing transportation networks. It also highlights the importance of safety, accessibility, equity, and connecting different modes of transportation. These considerations make projects that are derived from the BPMP eligible for federal funding through a wide range of discretionary grant programs.

The Federal Highway Administration (FHWA) is helping the Louisiana Department of Transportation and Development (LADOTD) educate engineers, design consultants, and local communities on context sensitive solutions that make roads safer for vulnerable road users (VRUs). This is a part of the state’s project delivery process within the Louisiana CS policy. VRUs include bicyclists and pedestrians along with other non-motorists who are the focus of the Louisiana CS policy (updated in 2016), as well as an addendum to the state’s 2022 Strategic Highway Safety Plan (SHSP) entitled Vulnerable Road User Safety Assessment (finalized in November 2023). The VRU addendum sets the stage for actions under the SHSP that support implementation of the 2024 BPMP: training for local safety stakeholders—which includes the City-Parish—about how to select safety projects, and improved data collection and management that can be accessed by local stakeholders for evaluation, project selection, and prioritization. These strategies are supportive of BPMP projects in terms of future state support and funding on local roads through its safety program and local public authority grants such as Safe Routes to Schools, Safe Routes to Public Places, the Transportation Alternatives Program, and the Local Road Safety Program.

## STATE AND LOCAL SUPPORT

Support from the local and state levels of government is strong for pedestrian, bicycle, and transit infrastructure. The Capital Regional Planning Commission (CRPC) adopted a regional bike and pedestrian plan in 2022 and has submitted grants for mobility hubs in East Baton Rouge Parish. The Baton Rouge Complete Streets Advisory Committee (CSAC) has developed an ordinance to implement CS on its local roads by providing specific directions on policy goals, execution, and participation. The ordinance was adopted by the Metro Council in June of 2024 and can be found in **Appendix C**.

## THE 6 E'S

After the 2020 BMPM was written, the League of American Bicyclists (LAB) updated their “5 E’s”, which is a widely accepted instructional model for active transportation planning and design, to categorize their policy recommendations. At the time, the E’s stood for Education, Encouragement, Enforcement, Engineering, and Evaluation, but these have been updated to include Equity and exclude Enforcement. Enforcement was removed from the LAB list because “‘Enforcement’ does not equal ‘Safety.’” Additionally, Equity was included as a prioritizing goal, thus placing the focus on the need for safety, accessibility, and inclusion on underserved communities with the vision of developing a universal ATN for everyone.

For the purposes of this update, Enforcement will remain in the list, as the Steering Committee (SC) believes it is an important tool to help deter unsafe behaviors by ALL users of the overall Transportation Network, which includes motorists and vulnerable road users. Enforcement is about protecting vulnerable road users, rather than harassing them, and making sure that pedestrians and cyclists are protected under the law. The goal is to encourage an environment where motorists respect the rights of pedestrians and cyclists.

The following criteria have been adapted to include both walking and cycling for the purposes of this update.

1. **Equity and Accessibility** – Facilitating inclusion and access across all populations
2. **Engineering** – Creating safe and convenient places to walk and cycle
3. **Education** – Developing skills and confidence around walking and cycling in people of all abilities
4. **Enforcement** – Deter unsafe behaviors and protect pedestrians and cyclists
5. **Encouragement** – Developing opportunities to use the Active Transportation Network (ATN) and develop a culture around active transportation
6. **Evaluation and Planning** – Plan the ATN as a safe and viable option for cyclists and pedestrians

## MISSION, VISION, GOALS + OBJECTIVES

The 2020 PBMP for East Baton Rouge Parish outlined a set of recommendations to promote and prioritize walking, biking, and transit-oriented development within parish boundaries. 2024 BPMP update has organized these the recommendations into four planning components—mission, vision, goals, and objectives.

The mission of the BPMP is to build out an active transportation network that is accessible, safe, and convenient for users of all ages, abilities, and economic status. The core values supporting this mission are equity, public health, environmental and economic sustainability, and public sector accountability. The implementation of this network is focused on achieving a vision of providing a viable alternative to private automobiles for trips both short and long in terms of distance and time in EBRP.

The implementation plan discussed in Chapter 6 utilizes a strategic approach (**Figure 5 – 2**).

- Goals represent specific, measurable objectives, and these provide a framework for measuring progress—they should be specific, measurable, achievable, relevant, and time-bound.
- Strategy represents how the goals will be achieved.
- The action plan represents a specific set of actions and tactics that can be used to implement the strategy.



**Figure 5 - 2.** Strategic Approach to Implementation.

Within this strategic system, three goals for the BPMP have been identified:

1. Increase the convenience and accessibility of the active transportation network for users of all ages, abilities, and income levels.
2. Improve the safety outcomes and minimize the stress levels for people who take trips using means other than a motor vehicle.
3. Increase the number of active transportation network connections between origin areas and public destinations within EBR Parish.

As shown in **Figure 5 – 2**, objectives and tactics (action items) are combined to create specific strategies to reach each of the goals in the plan. These strategies will be further discussed in Chapter 6—Implementation, but it is important to note that coordination with transit systems must be considered to achieve the vision of providing trips within the active transportation network that cover longer distances. Transit is a transportation mode that addresses the BPMP goals by increasing convenience, minimizing stress, and increasing the number of connections for these trips.

**Table 5 - 2.** Matrix of Recommendations based on 5 E's.

Recommendations/ Strategies	Values (6 E's)	Goals	Responsible Agency	Measure/Progress
<b>Establish the required agencies and set up quarterly meetings for the BPMP committee between plan updates.</b>	Equity, Evaluation, Engineering	1, 2, 3	Ordinance: CSAC Tech Sub-Comm	
<b>Review the BPMP annually and submit reports to Metro Council</b>	Equity, Evaluation, Encouragement, Evaluation	1, 2, 3	CSAC	Progress reports submitted to Metro Council
<b>Annual updates to the GIS mapping</b>	Equity, Evaluation, Encouragement, Evaluation	1, 2, 3	City-Parish, BREC	Public-facing map available
<b>Establish a plan for grant and other funding for future projects.</b>	Encouragement, Evaluation, Engineering	1, 2, 3	Bike-Ped Coordinator	
<b>Organize educational and other events promoting active transportation.</b>	Education, Encouragement	1, 2	Bike-Ped Coordinator	
<b>Establish a Bike-Ped Coordinator staff position at a parish agency.</b>	Equity, Education, Encouragement, Evaluation, Engineering	1, 2, 3	City-Parish, BREC	Ongoing
<b>Coordinate with agencies regarding safety and enforcement without jeopardizing equity.</b>	Equity, Education, Encouragement, Enforcement	1, 2	Bike-Ped Coordinator	
<b>Begin a revision of the current plan ever four years.</b> Upon completion, the plan is to be presented to the BREC Commission, City Parish Planning Commission, and the MetroCouncil for adoption.	Equity, Engineering, Encouragement, Evaluation	1, 2, 3	CSAC	Ongoing

## POLICYRECOMMENDATIONS

The City-Parish can ensure the utility of the bicycle and pedestrian network by using the 6 E's to prioritize implementation based on the mission, vision, goals, and objectives of the BPMP. When updating the 2024 BPMP, the Steering Committee believed it was of great importance to suggest agency responsibilities for implementing recommendations. While Chapter 6 lists ongoing and planned projects related to specific agencies in the "Priorities by Agency" and "Other Partner Organizations Involved in Bike/Ped

Projects," below are specific recommendations associated with the goals listed in **Table 5 – 2**. These recommendations are based on an approach that will inform prioritization and implementation strategies to achieve this goal.