

MISSISSIPPI'S UNIFIED LONG-RANGE TRANSPORTATION INFRASTRUCTURE PLAN



2035



MISSISSIPPI DEPARTMENT OF TRANSPORTATION

FINAL REPORT

APPENDIX N: LAND USE PLANNING CASE STUDIES

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1. INTRODUCTION

To support the development of policy options for MDOT relating to land use, a review was undertaken of the efforts of other states to influence land use planning and regulation through their own planning initiatives, policies, and regulations. The results of this review are presented in this report in the form of case studies for the following states:

- Kentucky;
- Tennessee; and
- Florida.

2. CASE STUDY #1 – KENTUCKY: THE BLUEGRASS CORRIDOR

The Bluegrass Region of Kentucky is famous for its scenic beauty, distinct communities, and rural atmosphere. During the early 1990's the region experienced significant growth and new development. Concerned about the potential adverse impacts of rapid growth, some groups in the region began to actively oppose planned roadway projects. The Kentucky Transportation Cabinet (KYTC) recognized the need to develop a new approach to transportation planning utilizing context sensitive solutions. The result of this initiative was the Kentucky Bluegrass Corridor Management Planning Handbook. The KYTC reports that the handbook and the lessons learned from experience have proven very helpful in coordinating land use and transportation objectives in other areas of the state.

2.1 Bluegrass Corridor Management Planning Handbook

As in most states, land use planning in Kentucky is largely vested with local planning agencies. Statewide transportation planning is accomplished through a cooperative program with the nine Metropolitan Planning Organizations (MPOs), 15 Area Development Districts (ADDs) and the 12 Highway District Offices. The regional planning program addresses the non-MPO or rural areas of the state. The KYTC contracts with the 15 ADDs to assist in transportation planning in areas outside of the MPO boundaries and develops the work plans for the ADDs to address federal transportation planning requirements.

The origins of the Kentucky Bluegrass Corridor initiative date back to the early 1990s, when the nonprofit group Bluegrass Tomorrow led a visioning project for the Lexington region. The project identified strong community concern over a lack of connection between transportation planning, local and regional land use planning, and goals for community character. In 1997, the KYTC funded a regional conference on corridor management. One of the key findings of the conference was the need for a technical resource to assist planners in integrating transportation and land use. In 1999, with funding assistance from the FHWA's Transportation, Community, and System Preservation Program, the KYTC and Bluegrass Tomorrow partnered to develop the Bluegrass Corridor Management Planning Handbook.

2.2 Handbook Implementation

The handbook was designed for a range of audiences involved in the transportation planning process, including engineers, planners, and landscape architects as well as the general public. The handbook outlines a six step process for conducting a corridor planning study. It discusses topics within the process such as:

- Forming an advisory group;
- Identifying stakeholders and the concerned public;
- Finding data;
- Describing the corridor context;
- Holding a public workshop;
- Assessing and selecting alternatives; and
- Implementing the final master plan.

Following the publication of the handbook, the KYTC and its partners took a number of steps to ensure the principles contained in the handbook were introduced into transportation corridor planning. The KYTC distributed 500 copies of the handbook statewide and made the handbook available to the public via the Internet. Additionally, the KYTC and Bluegrass Tomorrow conducted training workshops for local staff and consultants. These workshops attracted a wide range of stakeholders, including engineers, landscape architects, planners, business groups and representatives of the development community. Bluegrass Tomorrow worked with the 10 local governments in the Lexington metropolitan area to hold additional training workshops for planning commissioners and staff.

2.3 Results and Lessons Learned

The Kentucky Bluegrass Corridor Management Planning Handbook proved to be of significant value for transportation professionals involved in corridor studies, as well as for stakeholder groups and other citizens interested in the outcomes of transportation projects. The development and implementation of the handbook represented a new way of doing business for the KYTC. Some of the key lessons learned from the experience include:

- An inclusive process can overcome opposition and allow transportation projects to move forward. This approach to public involvement is helping the KYTC address related goals, including context sensitive design, environmental justice, and historic preservation.
- Economic development and mobility needs can be balanced with community character and historic preservation.
- Transportation and land use must be addressed together in the planning process. The KYTC has worked with local governments to address zoning at the same time as corridor improvements are planned.

The Kentucky Bluegrass Corridor Management initiative demonstrated how voluntary transportation planning programs can foster integration of land use and transportation planning through coordination and a shared vision.

3. CASE STUDY #2 – TENNESSEE: CORRIDOR MANAGEMENT AGREEMENTS

The Tennessee Department of Transportation (TDOT) recently embarked on a new approach to integrating transportation and land use planning along the state’s strategic roadways. With the support of grant funding from the National Governor’s Association, the department is developing its first corridor management agreements (CMAs) to help achieve this objective. A CMA is a collaborative agreement between multiple jurisdictions that addresses the development, management, and operations of a roadway corridor. To date, the TDOT has identified two pilot corridors for inclusion in this program and is working closely with the local planning agencies and other stakeholders to implement the CMAs. Although the TDOT effort is ongoing, the progress to date is promising and TDOT managers hope to expand the use of CMAs in the future.

3.1 Corridor Management Agreements

Tennessee has experienced significant growth in recent years with the accompanying demand on transportation infrastructure. Unfortunately, funding for transportation improvements has not kept pace with demands. To address this and a host of additional challenges, the TDOT has formed new partnerships with local agencies, including the development of CMAs. Although widely varying in terms of their content, CMAs typically address

- Improving access management practices;
- Coordinating and managing land use;
- Preserving needed right-of-way;
- Attending to mitigation of transportation impacts; and
- Arranging for funding or cost sharing.

Because of the cross-jurisdictional nature of CMAs, extensive cooperation and coordination is necessary between multiple governmental entities and private entities to accomplish corridor management objectives. These cooperative agreements take many forms, including resolutions, memorandum of understanding or agreement, public-private agreements, and intergovernmental agreements.

While effective CMAs may include different components and are implemented through various mechanisms, they generally share certain characteristics. For example, an effective corridor management agreement requires significant up-front work, including advanced planning, education, and public involvement. Similarly, strong and continuous communication is a critical element to successful program implementation. Research highlights a number of additional

considerations that should be incorporated into the design and implementation of a CMA, including:

- An agreement should be pursued in a spirit of mutual compromise; a willingness to compromise and to treat others as equal partners helps establish an environment conducive to cooperation.
- Participants should be willing to confront and address tough issues directly.
- Achieving a shared vision of the corridor and its function is important to long-term success.
- Partners should be asked to incorporate the substance of the agreement into their plans, policies, and regulations to facilitate enforcement.
- Action should be taken to incorporate formal mechanisms and timelines for addressing needed changes to corridor management plans.
- The process should create frequent opportunities for educating partners and their stakeholders on the importance of the corridor management effort.

3.2 Pilot Communities

With the assistance of the National Governors' Association Center for Best Practices, the TDOT launched its CMA initiative in March of 2010. The TDOT team maintains that improved coordination of transportation and land use decisions will provide opportunities to increase mobility and transportation choices, enhance economic growth and competitiveness, lower emissions, improve livability and make smarter investment decisions. In its selection of pilot communities the TDOT team sought to identify corridors where there was a likelihood of immediate growth, major transportation improvements were scheduled in the near-term, and there was strong local support for planning. Based on these parameters, State Highway 109 (Sumner and Wilson counties) and State Highway 60 (Bradley County) were selected as the two pilot communities.

In the fall of 2010 the TDOT convened stakeholder workshops in the selected pilot communities. The purpose of these workshops was to bring TDOT, other state agencies, local public and private stakeholders, and other interested parties together to work on the development of the CMA. The workshops were facilitated by project consultants and focused on assessing the current state of the corridor, identifying existing and future challenges, developing goals to guide corridor management decisions, and formulating a prioritized list of corridor goals. The workshops included a discussion of potential corridor management strategies, including:

- Access Management;
- Land Use;
- Pedestrian and Bicycle Facilities;
- Transit;

- Roadway and Capacity;
- Streetscape Design; and,
- Traffic Management and Operations.

Participants in the workshops assessed the appropriateness of each strategy (and the associated tools) for inclusion in the CMA. In addition, workshop attendees addressed the need to reconcile and integrate larger transportation and land use planning initiatives. Finally, attendees examined some of the organizational and procedural requirements to implement and maintain the CMA and encourage maximum stakeholder and public involvement.

The TDOT and its partners will use the prioritized goals and strategies to guide development of a corridor management toolkit for each pilot community. Follow-up workshops are scheduled for early 2011 and will focus on the application of these tools to particular segments of the corridor. Following the second round of workshops and coordinated public outreach efforts, the TDOT and its partners will develop draft CMA templates for formal review. Following TDOT and partner approvals, the partnership will identify the appropriate corridor management incentives and develop additional stakeholder training materials. Once the pilot CMAs are finalized, TDOT and its partners will assess opportunities to institutionalize CMAs in the transportation planning process.

3.3 Initial Results

While the development of CMAs in Tennessee remains a work in progress, the efforts to date have laid a solid foundation for success. The partnerships and processes established through this initiative represent a new approach to integrating transportation and land use planning. It also demonstrates how a collaborative effort can overcome challenges.

4. CASE STUDY #3 – IMPROVING FLORIDA’S GROWTH MANAGEMENT PROCESS

The State of Florida experienced exploding growth in the second half of the 20th century, with much of it unmanaged. In response to this in 1985 the legislature enacted growth management legislation with three key principles:

- All local governments need to have a comprehensive plan including land use and transportation elements.
- Growth should pay for itself.
- Needed public facilities need to be in place concurrent with growth.

The state’s land planning agency, the Department of Community Affairs (DCA) was given program oversight in coordination with assistance from other state agencies including the Florida Department of Transportation (FDOT).

4.1 Background

Transportation concurrency, which regulates land use development, was intended to coordinate land use and transportation needs. However with no funding to address large existing backlogs; much of the growth was pushed into undeveloped areas where there was still roadway capacity. This had the unintended result of furthering sprawl.

Over the next two decades various fixes, tweaks, exceptions, tools and visioning requirements were put in place to allow for more carefully planned development. These adjustments allowed for higher density and intensity provided that mobility was achieved utilizing all modes of transportation to ensure flexibility, reduce congestion, and provide an interconnected transportation system. Provisions were included that FDOT be consulted in regard to mitigating impacts to its highways of statewide significance. In addition these plans needed to demonstrate financial feasibility, including developer contributions.

4.2 Developments of Regional Impact

Statewide committees addressing access management, level of service, traffic impact analysis and growth management were created to assist in the development of tools and procedures. Various panels addressing land use and transportation coordination were created by the legislature seeking recommendations to “fix” transportation concurrency. Over this 25 year period the state has made progress in addressing problems of fairness, sprawl, backlogs, incorporating non-automobile modes and a litigious tendency of parties in the state.

A prescribed process was established governing developments of regional impact (DRIs), setting threshold requirements, review timelines, public hearings, multicounty representation, mitigation and appeals. FDOT just updated its [Transportation Impact Handbook](#), which outlines these processes, provides review checklists, and guidance on other development impact issues. A key tool employed in impact analysis is the transportation methodology meeting, where the developer meets with stakeholders and FDOT to agree upon particulars of the perceived transportation impacts. These particulars include data sources to be used during analysis, the appropriate analysis tools, the acceptable default values, the agreed area of impact, mitigation solutions, and monitoring of progress. This agreement is all summarized in writing and guides the planning and review process.

4.3 Florida Developed Tools

Efficient Transportation Decision Making (ETDM) - An exemplary tool the state developed is the EDTM process. This tool allows for early screening of proposed transportation projects to determine feasibility. Government agencies can access a powerful web based interactive database and mapping tool, which shows the locations of all environmental and cultural resources in the state. The screening tool integrates resource and project data from multiple sources into one standard format and provides quick and standardized analyses of the potential effects of a proposed project on natural, physical, cultural, and community resources.

Projects being considered for funding in the FDOT Work Program or MPO Transportation Improvement Program are entered into the programming screens. The resource agencies can then identify project specific environmental issues, determine early consideration of avoidance, minimization and mitigation measures; can eliminate fatally flawed projects from additional study; and inform and support the preliminary design and engineering (PD&E) study.

Context Sensitive Solutions – Context Sensitive Solutions are being integrated into FDOT’s processes. During PD&E and design phases of a project’s development, communities can request that the department utilize the Transportation Design for Livable Communities chapter in its design manual to create roadways that are lower speed, more access oriented and aesthetically mirror the surrounding community.

Multimodal Planning – Florida has created planning tools for quality/level of service analysis for pedestrian, bicycle, transit and automobile modes. This allows local governments to set standards of performance for each of these modes in their comprehensive plans. The [2009 Quality/Level of Service Handbook](#) details this process.

Corridor Management - FDOT plays an important role in maintaining mobility for the future in corridors of statewide significance. One key element in the effort is the development of strategic plans for corridors, incorporating a wide range of alternative actions and modal opportunities.

One such study, the [I-95 Transportation Alternatives Study](#), assessed travel demand and freight movement along the I-95 corridor in the State of Florida against four measures: transportation, emergency management, homeland security, and economic development. Additionally, the study identified strategies to alleviate congestion, facilitate emergency and security response, and foster economic development. Meshing the alternatives with the existing and proposed land uses is critical in moving forward with solutions proposed.

Access Management - The state’s strong access management program provides handbooks and training on medians, driveways and permits. Studies have been conducted on advanced right of way purchases in interchange areas to prevent safety problems from too many access points close to ramps.

4.4 Results

At the same time as acceptance and understanding of these new tools began to take hold, Florida’s economy took a downturn. Most local governments have relaxed transportation concurrency measures to provide economic incentives for development to proceed forward and create jobs. What is yet to be seen is whether these forward thinking planning techniques are embraced again.

Florida is seen as a national leader in transportation and land use coordination. The development community and local governments have become partners in supplying needed infrastructure, though backlogs still exist.

Though there is no one size fits all approach to land use and transportation coordination, the state has made it possible for local governments to adopt visions, plan for smart growth, manage access on state facilities and as the former secretary of DCA said “Let cities be cities.”

