

PLANNING COMMISSION REPORT
Regular Agenda – Action Item

ITEM NO. 4: COMPREHENSIVE PLAN AMENDMENT TO *HORIZON 2020*
CHAPTER 8, *TRANSPORTATION* (JSC)

CPA-18-00168: Consider a Comprehensive Plan Amendment to *Horizon 2020*, Chapter 8 to incorporate the new *Transportation 2040* metropolitan transportation plan.

STAFF RECOMMENDATION: Staff recommends approval of this *Horizon 2020* comprehensive plan amendment, incorporating the new *Transportation 2040* metropolitan transportation plan, and forwarding it to the County and City Commissions with a recommendation for approval.

STAFF RECOMMENDATION: If appropriate, approve and authorize the Chair to sign Planning Commission Resolution PCR-18-00189.

KEY POINTS

1. The metropolitan transportation plan was adopted by the Lawrence-Douglas County Metropolitan Planning Organization Policy Board on [March 15th, 2018](#).
2. This amendment would incorporate the new metropolitan transportation plan into the comprehensive plan.
3. The metropolitan transportation plan has served as the comprehensive plan's transportation chapter since 2011. This would be the third metropolitan transportation plan to serve as Chapter 8.
4. The plan includes the [Major Thoroughfares Map](#) which designates Lawrence and the unincorporated Douglas County street classifications for development purposes.
5. The metropolitan transportation plan prioritizes multi-modal needs and investments throughout Douglas County and incorporates existing modal plans.
6. The metropolitan transportation plan includes, and annually reports on, 12 federally mandated performance measures and 14 local performance measures.
7. The plan was created through 18 months of public input, 36 stakeholder interviews, 38 mobile meetings throughout Douglas County, 9 open house meetings, and over 1,600 survey responses.

STAFF REVIEW

With regard to *Horizon 2020*, it has been the practice to incorporate the Lawrence – Douglas County Metropolitan Planning Organization metropolitan transportation plan, *Transportation*

2040, into the comprehensive plan. The current Chapter 8 of *Horizon 2020* was amended after the adoption of *Transportation 2040* (2013), the previous long-range transportation plan. This proposed amendment would incorporate the current *Transportation 2040* (2018) into the comprehensive plan. The newest long-range transportation plan, *Transportation 2040* (2018), was approved by the Metropolitan Planning Organization Policy Board on March 15th, 2018. This amendment would incorporate the goals, objectives and strategies of the newly adopted plan, similarly as was completed with the two previous amendments to Chapter 8 incorporating *Transportation 2030* in 2011 and *Transportation 2040* (2013) in 2013. The name of the metropolitan transportation plan remains *Transportation 2040* since the plan is federally required to cover a 20 year timeframe.

COMPREHENSIVE PLAN AMENDMENT REVIEW

1. Does the proposed amendment result from changed circumstances or unforeseen conditions not understood or addressed at the time the Plan was adopted?

Staff's response: This amendment results from the completion and adoption of a new metropolitan transportation plan, which is federally required to be revised every five years. The updated goals, objectives and strategies should be incorporated into *Horizon 2020* to maintain the strong and consistent linkage between the comprehensive plan, the metropolitan transportation plan, the Land Development Code, and the Douglas County Zoning Code.

2. Does the proposed amendment advance a clear public purpose?

Staff's response: The text for the proposed amendment was created from an extensive 18 month public input process reflecting current public goals, objectives, and strategies regarding transportation facilities planning. This proposed amendment is consistent with the overall goals of the comprehensive plan regarding the metropolitan transportation plan's planned and managed growth; working to ensure the efficient movement of people, goods, and freight through enhanced transportation options; prioritizing preservation, safety, and security of the transportation network; and minimizing the adverse social, economic, and environmental impacts created by transportation.





		Goals	Objectives
Access & Choices		Enhance Transportation options and choices for improved system performance	Improve regional connectivity (urban/rural) of all modes of the transportation networks including access to desired destinations.
			Enhance transit service, amenities and facilities.
Mobility & Prosperity		Efficient movement of people, goods, and freight	Implement strategies that address system performance & improve reliability, capacity and competitiveness for regional freight.
Preservation, Safety, & Security		Prioritize preservation, safety, and security of the transportation network	Support projects and policies that improve safety and security.
			Preserve and enhance transportation infrastructure and assets.
Sustain & Enhance		Minimize adverse social, economic, and environmental impacts created by transportation	Promote density to reduce transportation costs & reduce environmental impacts of transportation.
			Reduce single occupancy vehicle trips.

Figure 1: Transportation 2040 Goals and Objectives (p. 130)

Access & Choices

Goal

Enhance transportation options and choices for improved system performance

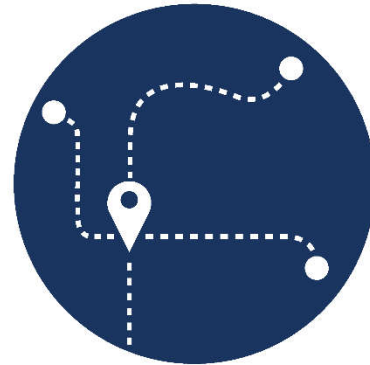
Objectives

- Improve regional connectivity (urban/rural) of all modes of the transportation networks including access to desired destinations
- Enhance transit service, amenities and facilities

Strategies

- Continue deployment transit amenities (shelters, benches, real time information, etc.) based on the Transit Amenities Policy
- Coordinate land use and transportation planning to reduce transportation costs and develop land that encourages multimodal transportation through coordinated review of land use plans
- Develop tools to educate and encourage trips by walking through programs like wayfinding signage or open streets events
- Ensure the multimodal networks provide access to employment and commercial opportunities
- Implement existing plans:
 - [Bus Transfer Location Analysis](#)
 - [Coordinated Public Transit-Human Services Transportation Plan \(CPT-HTSP\)](#)
 - Countywide Bikeway Plan and [Regional Pedestrian Plan](#)
 - [Safe Routes to School](#) program
 - [Transit Comprehensive Operations Analysis \(COA\)](#)
- Develop in accordance with the [Major Thoroughfares](#) map including improving East/West connections throughout Lawrence
- Improve multimodal facilities and amenities to improve connections between modes
- Integrate multimodal elements in project planning, design, construction, and maintenance, consistent with the [Complete Streets Policy](#)
- Plan and implement an Americans with Disabilities Act (ADA) Transition Plan to reduce barriers to access
- Prioritize bicycle and pedestrian improvements based on plan priorities
- Provide meaningful public involvement in the transportation planning process.
- Track and measure progress of infrastructure, amenities, and programming related to bikeability and walkability.

Note: See [Chapter 6](#) for more detailed strategies.



Performance Measures

1. Percentage of people who have access within a ¼ mile to the bikeway network
2. Percentage of public streets with sidewalks on at least one side
3. Percentage of public streets with bikeway network
4. Unlinked Passenger Trips per Vehicle Revenue Hour for demand response and fixed route service
5. Percentage of population with access within a ¼ mile to a bus stop for fixed route transit

Note: See [Appendix F for the System Performance Report](#).



Performance Measures

6. *Percent of the person-miles traveled on the Interstate and Non-Instate NHS that are reliable

7. Average commute times

Note: * indicates a federally required performance measure. See [Appendix F for the System Performance Report](#).

Mobility & Prosperity

Goal

Efficient movement of people, goods, and freight

Objectives

- Implement strategies that address system performance
- Improve reliability, capacity and competitiveness for regional freight

Strategies

- Deploy technology and other alternative strategies to relieve congestion
- Encourage safe and efficient traveling through the multimodal networks
- Establish a Right of Way management process that reduces the impacts to mobility
- Expand intercity and commuter transit options based on demand
- Implement relevant portions of the [Statewide Freight Plan](#)
- Implement the 10-Year Parking Operations and Development Plan
- Implement the Regional Intelligent Transportation System Strategic Deployment Plan strategies to maximize network capacity and improve efficiencies
- Plan and implement citywide multimodal wayfinding
- Revise and strengthen Traffic Impact Study requirements to include multimodal analysis
- Strengthen and implement access management for all users
- Improve project development processes between local, regional, state and federal agencies to reduce costs and increase project delivery time.

Note: See [Chapter 6](#) for more detailed strategies.

Preservation, Safety, & Security

Goal

Prioritize preservation, safety, and security of the transportation network

Objectives

- Support projects and policies that improve safety and security
- Preserve and enhance transportation infrastructure and assets

Strategies

- At a minimum maintain existing conditions
- Continue a transparent and coordinated transportation planning process that encourages participation and performance based planning
- Design and build roadways for the safety of all users
- Design or retrofit collector and local streets for the safety of all users
- Enhance multimodal friendliness and minimize crashes and injuries of bicyclists through design
- Facilitate, develop, and distribute safety education programming/materials for all users
- Maintain an inventory of transportation infrastructure and assets and track transportation system performance
- Maintain and improve roadway pavement and bridge conditions
- Maintain and improve bikeway networks conditions
- Prioritize crash (vehicle and non-motorized) hot spots for safety improvements
- Maintain and improve the existing pedestrian networks conditions and enforce sidewalk repair policy or establish a sidewalk maintenance program
- Use traffic calming to improve safety and implement a traffic safety campaign

Note: See [Chapter 6](#) for more detailed strategies.



Performance Measures

9. *Number of fatalities
10. *Rate of fatalities per 100 million VMT
11. *Number of serious injuries
12. *Rate of serious injuries per 100 million VMT
13. *Number of non-motorized fatalities & non-motorized serious injuries
14. *Percentage of NHS bridges by deck area classified as in Good and Poor condition
15. Percentage of non-NHS bridges by deck area classified as in Good and Poor condition
16. *Percentage of revenue and non-revenue vehicles met or exceeded their Useful Life Benchmark
17. *Percentage of assets with a condition rating below 3 on the FTA Transit Economic Requirements Model scale
18. *Percentage of pavements of the Interstate System in Good and Poor condition
19. *Percentage of pavements of the non-Interstate NHS in Good and Poor condition
20. Percentage of pavement of non-NHS major roads (collector and above) in Good and Poor condition

Note: * indicates a federally required performance measure. See [Appendix F for the System Performance Report](#).



Performance Measures

21. Percentage change in density of urban area
22. Average cost of transportation per household
23. Daily Vehicles Miles Traveled (VMT) per Capita
24. Percentage of sensitive lands
25. Percentage of single occupancy vehicles
26. Percentage of mode choice

Note: See [Appendix F for the System Performance Report](#).

Sustain & Enhance

Goal

Minimize adverse social, economic, and environmental impacts created by transportation

Objectives

- Promote density to reduce transportation costs
- Reduce environmental impacts of transportation
- Reduce single occupancy vehicle trips

Strategies

- Continue to follow emerging technologies and market driven transportation (automatic vehicles, electric vehicles, rideshare)
- Coordinate decision making to balance land use and environmental impacts
- Employ site design requirements that encourage pedestrian travel and non-single occupancy vehicle trips
- Explore alternative transit energy sources
- Explore transit operations and technologies that minimize environmental impacts
- Implement [Travel Demand Management \(TDM\)](#) strategies to reduce [single occupancy vehicle trips](#)
- Incorporate and evaluate the distribution and impacts of transportation programs, projects, and services

Note: See [Chapter 6](#) for more detailed strategies.

One of the key concepts that both *Horizon 2020* and *Transportation 2040* share is continuing the compatible development between land uses and transportation county-wide. Both promote a multi-modal transportation network that provides or improves access and circulation throughout Douglas County and Lawrence. Providing multi-modal services that allows for bicycles, pedestrian, vehicular, and, if available, transit options is a key goal for both commercial and mixed-use developments, as well as the greater community. The comprehensive plan also notes in numerous locations that pedestrians should be able to navigate the site safely and efficiently, and travel to and from the site with ease. Throughout both the comprehensive and the metropolitan transportation plans, there are many aspects of design and development that the community has prioritized. Those aspects include ensuring an efficient transportation system, strengthening protections for environmentally sensitive lands and resources, and promoting a multi-modal transportation system that improves access to various community facilities throughout Douglas County. Incorporating *Transportation 2040* (2018) as the Chapter 8, Transportation would further strengthen the implementation of this community value.

3. Is the proposed amendment consistent with the long-range goals and policies of the plan?

Staff's response: The proposed amendment is in response to a change to incorporate the recently adopted long-range metropolitan transportation plan's goals, objectives, and strategies.

Horizon 2020 previously has incorporated the various versions of the metropolitan transportation plan since 2011, when *Transportation 2030* was incorporated into the comprehensive plan. Prior to 2011, both the City of Lawrence and Douglas County utilized the metropolitan transportation plans, but the metropolitan transportation plan had not been formally incorporated into the comprehensive plan. This amendment incorporates the new metropolitan transportation plan maintaining the linkage between the two key community-wide long-range plans, providing the tandem guidance for future development in respects to the community's transportation and land uses planning and development initiatives.

The vision of *Transportation 2040* emphasizes the, "importance of multimodal system planning and the transportation network value as a community asset. This plan supports an accessible environment serving to improve the quality of life and prosperity in the region." (*Transportation 2040*, p. 128) This is consistent with *Horizon 2020's* overarching goals ensuring the sustainability of both our natural and built environments, strengthening the health of our economy, and promoting the efficient and effective functioning of our community. (*Horizon 2020*, p. 1-3)

The [Major Thoroughfares Map](#) is a key component of *Transportation 2040* directly linking Lawrence's Land Development Code, Douglas County's Zoning Code, and the joint Subdivision Regulations. Incorporating *Transportation 2040* and the Major Thoroughfares Map into the comprehensive plan ensures that development applications are reviewed within both the immediate area and in a regional transportation context. Having such strong linkages between this planning document and the development codes helps meet the plan's overall goals to create the optimum in public health, safety, convenience, general social and physical environment, and individual opportunities for all the residents of the community. This overall guidance is consistent with the vision and application of the comprehensive plan to ensure both land use and

transportation are actively linked to make the regional network balanced for movement throughout Douglas County.

4. Does the proposed amendment result from a clear change in public policy?

Staff's response: This proposed amendment is the result of a change in public policy. The new metropolitan transportation plan was adopted by the Lawrence-Douglas County Metropolitan Planning Organization Policy Board on March 15th, 2018. This amendment would incorporate the new *Transportation 2040* into the comprehensive plan and into the relevant zoning and development codes. While many of the main goals and concepts have not changed, this amendment would ensure consistency and maintain the existing strong linkages between these two long-range plans.

In addition, the following shall be considered for any map amendments:

5. Will the proposed amendment affect the adequacy of existing or planned facilities and services?

Staff's response: This amendment would enhance the adequacy of existing or planned facilities and services. Incorporating the metropolitan transportation plan into the comprehensive plan would further ensure and help support the creation of adequate multi-modal transportation infrastructure throughout Douglas County and Lawrence.

6. Will the proposed change result in reasonably compatible land use relationships?

Staff's response: One of the key purposes and intent of *Transportation 2040* is to further strengthen the alignment and connection between the practical applications of transportation planning and land use planning. There is a natural strong interchange between land use and transportation that affects our community's built environment. While each plan has distinct aspects and a unique scope, both are critical in determining the form and timing of how our community is constructed

Incorporating the metropolitan transportation plan into the comprehensive plan's transportation chapter ensures that both plans will be considered simultaneously even though they are two distinct elements of our community's development criteria. This tandem consideration would ensure that both the land use and transportation aspects of a project are evaluated at the same time in a development application, providing a strong connection between these two substantial development aspects.

7. Will the proposed change advance the interests of the citizens of Lawrence and Douglas County as a whole, not solely those having immediate interest in the affected area?

Staff's response: This proposed amendment would advance the interests of the citizens of Lawrence and Douglas County as a whole. The vision for the metropolitan transportation plan is to create and sustain a healthy, safe, and efficient transportation system that adequately serves Douglas County, including Lawrence, Eudora, Baldwin City, Lecompton and unincorporated areas.

PROFESSIONAL STAFF RECOMMENDATION

Staff recommends approval of this *Horizon 2020* comprehensive plan amendment, incorporating the new *Transportation 2040* metropolitan transportation plan, and forwarding it to the County and City Commissions with a recommendation for approval.