

2.0 POLICY FRAMEWORK

The future success and vitality of our region will depend on how we grow, develop and evolve in the years to come. This quality of life will continue be defined by a diversity of lifestyle choices, the health of our environment, and accessibility to jobs, housing options and a range of community amenities. Greater Kansas City's quality of life in 2040 will not be the result of any one decision, jurisdiction or variable. It will be based on the cumulative choices we make over time. Choosing to develop integrated, collaborative solutions geared toward a shared regional vision will help maximize limited resources, create stronger communities, and take meaningful steps towards a sustainable and prosperous future.

New Challenges

Greater Kansas City is known for its affordability, vibrant urban and suburban communities, and a range of big-city amenities with small-town character. While it has a lot going for it, the Kansas City region — along with the rest of the nation — is grappling with a range of challenges more complex and far-reaching than we have seen in decades. It is experiencing the effects of a depressed economy, aging roads and bridges, an aging population, changing climate, fluctuating energy prices and dwindling financial resources. Many of these challenges relate directly to Greater Kansas City's physical makeup, available travel choices, and the long-term health of the environment and area communities. These challenges include:

- Greater Kansas City covers a large, low-density geographic area, resulting in:
 - Increased infrastructure to build and maintain
 - Difficulty providing alternative transportation services
 - Disconnection between locations of jobs, services and housing
- Greater Kansas City is dependent on the single-passenger automobile, resulting in:
 - Limited investment in travel alternatives
 - Higher-than-average cost of transportation (as a percent of household budgets)
 - Greater sensitivity and vulnerability to changes in energy prices
 - Increased emissions from cars and trucks
- Greater Kansas City faces significant environmental challenges, including:
 - Public health impacts related to air and water quality and physical environment
 - Climate change impacts from carbon dioxide and increasing vehicle miles traveled
 - Loss of critical natural habitats and environmentally sensitive lands

These national and global dynamics require us to think about the region, its infrastructure and combined social, environmental and economic capacity in a more expansive context as we plan for the future.

POLICY FRAMEWORK – Plan Goals

As we look to the future, a clear direction must guide a response to these evolving challenges. The *Transportation Outlook 2040* policy framework was formed to support the regional vision adopted by the MARC Board of Directors in pursuit of a sustainable region, and to help describe the role of transportation in achieving it.

The policy framework serves as the foundation of the long-range transportation plan, and it has directed the development of objectives, strategies to achieve them, and key measures to track regional progress

over time. Additionally, the policy framework plays an important role in articulating the region's position on state and federal transportation legislation and investments.

Regional Vision:

Greater Kansas City is a sustainable region that increases the vitality of our society, economy and environment for current residents and future generations.

Transportation Vision:

A safe, balanced, regional, multimodal transportation system that is coordinated with land-use planning, supports equitable access to opportunities, and protects the environment.

Transportation System Goals:

ACCESSIBILITY – Maximize mobility and access to opportunities for all area residents.

CLIMATE CHANGE AND ENERGY USE – Decrease the use of fossil fuels through reduced travel demand, technology advancements and a transition to renewable energy sources.

ECONOMIC VITALITY – Support an innovative, competitive 21st-century economy.

ENVIRONMENT – Protect and restore the region's natural resources (land, water and air) through proactive environmental stewardship.

PLACE MAKING – Coordinate transportation and land-use planning as a means to create quality places in existing and developing areas and to strengthen the quality of the region.

PUBLIC HEALTH – Facilitate healthy, active living.

SAFETY AND SECURITY – Improve safety and security for all transportation users.

SYSTEM CONDITION – Ensure transportation system is maintained in good condition.

SYSTEM PERFORMANCE – Manage the system to achieve reliable and efficient performance.

Board Policy Statement on Regional Growth and Land Use

The MARC Board of Directors adopted the following additional policy statement on April 27, 2010.

PURPOSE:

The purpose of this policy statement is to provide guidance for the region's population and growth forecast, and to set a policy agenda to support the region's land-use strategy. This land-use strategy, developed as part of *Transportation Outlook 2040*, the region's long-range transportation plan, recognizes that the region will continue to experience growth consistent with historical trends, and also supports an increased level of development focused in existing and emerging activity centers and along key transportation corridors. It provides a vision for metropolitan growth that moves Greater Kansas City toward its goals of economic, social and environmental sustainability.

BACKGROUND:

This growth and land-use strategy was developed through extensive analysis of local plans, review by local officials and public input. It presents a vision for the future that is rooted in the objectives and strategies contained in local comprehensive plans, and it reflects the concerns and aspirations of the region's citizens. This strategy promotes and reaffirms our goal to become America's Green Region by supporting robust economic growth with an emphasis on the effective use of existing assets and

infrastructure, greater levels of redevelopment, and increased choices for how we live, work, play and travel.

Progress toward this vision is expected to occur, in part, as the market responds to external factors and forces outside our control, ranging from energy costs to demographic shifts. However, achieving as much of this vision as possible will also require concerted effort over the next 30 years to advance supporting strategies and investments. As regional leaders, we are committed to working together to identify and promote policies that help achieve this vision.

POLICY AGENDA:

Specifically, the MARC Board supports the following policy agenda aimed at fostering implementation of the growth and land-use strategy, based on widespread regional consensus. These policies reflect our intent to support the vision of a sustainable region through strategic investments rather than disincentives and restrictions to growth. The policies will form the basis of initiatives MARC will support as we move forward to 2040. These policies may benefit from regional planning and coordination, but implementation efforts must fully respect and support local control over decision making in these areas.

- Preserve and protect the region's natural resources.
- Create local plans for new development and redevelopment that establish targets and clearly define priority areas.
- Give priority to funding transportation projects that serve activity centers along locally identified corridors.
- Adopt planning tools, such as form-based codes, that encourage development in activity centers and along key transportation corridors.
- Target public investment and the use of incentives to remove barriers that inhibit adaptation to market changes and attract more intense development to strategic corridors and activity centers.
- Use public policies and investments to focus development where it can be served most efficiently and affordably.
- Increase levels of transit service along priority corridors.
- Develop new and innovative incentive packages to achieve redevelopment implemented at the local level.

For clarification, the MARC Board is *not* endorsing regional policies related to incentives in greenfield areas, sewer services, or any form of tax-base sharing, which reflects widespread community sentiment on these issues. The Board further recognizes that progress on this vision will also depend on the ability of communities to provide basic services, public safety and quality education.

FORECAST ASSUMPTIONS:

The MARC Board recognizes that the long-range transportation plan must be based on a 2040 land-use forecast, which, unlike a vision or a goal, projects what is most likely to occur between 2010 and 2040, given current knowledge and assumptions about policies.

The MARC Board asks the Technical Forecast Committee to develop such a land-use forecast using the above policy assumptions. Further, the MARC Board asks the Technical Forecast Committee to ensure

that this forecast is also consistent with local plans and policies, as well as with what is known about historical trends and how they are changing.

The adopted land-use forecast in the long-range transportation plan will be reviewed at least every two years, and adjustments will be made on a continual basis to reflect actual rates of change.

Regional Framework and Land-Use Direction

While these regional transportation system goals help define values and direct strategies, additional context is needed to understand choices and their tradeoffs, and visualize our desired future. MARC has worked closely with area governments and locally adopted comprehensive plans to produce a forecast for the growth and development of the Kansas City region based not only on what is likely to occur, but also on our collective vision for the future.

This forecast predicts future travel needs using projected numbers and locations of people and jobs. Through the forecast, we strive to recognize challenges and to propose a regional vision that reflects our goal, maximizes the use of existing assets, improves regional connectivity and accessibility, and raises overall quality of life through preserved natural and cultural resources, improved transportation systems, and integrated land use and development.

Greater Kansas City is made up of a collection of activity centers connected by transportation corridors, public spaces and environmental corridors. For years, local jurisdictions have been developing strategies to increase the vitality of existing nodes, while also creating new centers of activity. At the same time local entities are working to enhance connectivity through improved and expanded transportation services, and protecting environmental corridors for public recreation, preservation and restoration.

The concept of activity centers and corridors (see chapter 8.0 Land-Use Integration) builds on local work and clarifies a regional strategy to better integrate development and connectivity in a way that makes economic sense, minimizing growing infrastructure maintenance costs over time, and saving the region up to \$4 billion in construction and maintenance costs when compared to historic development patterns. These nodes and corridors represent regional centers of activity and major travel corridors that are planned for expanded commerce, revitalization and infill. The strategies are products of extensive public conversation and were developed with any eye toward long-term opportunities and positioning the region to respond to challenges and achieve stated goals.

The integration of transportation and land use through clear regional strategies will help ensure that we use limited resources for maximum benefit at local and regional levels, and that we continue to foster, promote and enhance quality of life.

Moving Forward

In an effort to respond to a range of challenges, make the most of regional assets, and realize our dynamic transportation vision, a set of major strategies has been identified to guide regional transportation planning and investment activities over the next 30 years. These strategies work together to support both our vision and our goals, and are within our collective capacity to influence and direct.

The major strategies identified below are supplemented by background, data and underlying actions that can be found in the accompanying body of *Transportation Outlook 2040*.

Transportation Outlook 2040 Major Strategies

- **Maximize use of existing infrastructure**
 - Continue to focus on system preservation and maintenance of our transportation systems (roadway, transit, Intelligent Transportation Systems, etc.) as the region's top transportation priority.
 - Leverage technology, communications and management strategies to maximize the capacities of existing transportation system.
 - Use strategic capacity and bottleneck improvements where appropriate to address recurring congestion and system delay.
- **Improve connectivity and access**
 - Fill existing gaps in transportation networks and systems.
 - Coordinate transportation investments and system expansions to maximize efficiencies and effectiveness.
 - Support expanded intercity connectivity via improved roadway, bus and passenger/high-speed rail services
- **Promote nonmotorized transportation options**
 - Require transportation investments consider and include accommodations for all appropriate users, including bicycle, pedestrian and transit users.
 - Work with MARC transportation committees and local stakeholders to create a policy for multimodal design considerations to support MARC's planning and programming processes.
- **Preserve, enhance, and expand regional transit and paratransit services**
 - Work with transit providers, local governments, and state departments of transportation to implement and fund the Smart Moves Regional Transit Vision.
- **Integrate land-use and transportation planning**
 - Continue to work with local governments to integrate locally adopted plans into transportation-planning processes.
 - Use capacity and system improvements where appropriate to foster and efficiently serve growth and development.
 - Develop a Livable Communities strategy that facilitates land use and transportation integration.
- **Enhance, preserve and connect high-quality natural resources**
 - Formalize collaborative planning process (Linking Environmental and Transportation Planning Advisory Committee and Action Plan) to help ensure early integration of environmental and transportation planning.
 - Develop a regional mitigation strategy to focus mitigation investment towards high-priority natural resources and the implementation of MetroGreen.
 - Develop environmental best practices and model policies for transportation-related construction, operation and maintenance functions.

Roles and Responsibilities

Through *Transportation Outlook 2040*, MARC has sought to integrate local and regional plans to help develop a shared regional vision and identify strategies necessary to achieve it. This vision for our transportation system can only be realized if there is combined local and regional effort in pursuing it.

- **Regional Role:** MARC will continue to work with local governments, the general public and transportation stakeholders to articulate integrated and collaborative regional transportation strategies and approaches, and support local decision making. Additional responsibilities included planning, regional facilitation and program development.
- **Local Role:** Land-use planning, project development and infrastructure construction are largely the responsibility of local cities and counties. MARC will continue to work with local governments to integrate and inform their work through regional coordination and collaboration.
- **State role:** State agencies play a critical role in the planning, financing and implementation of the region's transportation major transportation systems. MARC will continue to work through state partners to coordinate planning activities and align regional investment priorities.
- **Federal role:** MARC's role as the metropolitan planning organization is designated through federal law. As new challenges emerge and new strategies are necessary to respond to them, we expect similar evolution in federal law. MARC will continue to work with federal representatives from the Federal Highway Administration and Federal Transit Administration.

2.1 OBJECTIVES AND STRATEGIES SUMMARY

The *Transportation Outlook 2040* policy framework serves as the foundation of the plan through the articulation of a regional transportation vision, transportation goals and supporting implementation strategies. The following summary further clarifies and defines these goals through major objectives, and outlines strategies that will help the region achieve them.

The crosscutting nature of the policy goals and objectives results in some strategies that support multiple transportation goals. *Transportation Outlook 2040* attempts to promote this integration, and this section identifies many of these relationships. The information below is a high-level summary of strategies identified through the plan development process. Supporting content can be found in the modal plan chapters that follow.

ACCESSIBILITY – Maximize mobility and access to opportunities for all area residents.

Objectives:

- Improve access to jobs, educational centers, shopping and entertainment.
- Improve connectivity between activity centers and existing transportation resources.
- Increase transit service to provide an alternate travel choice for area residents.
- Improve the mobility of the region's aging population with expanded, coordinated and accessible transportation services.
- Expand and improve bicycle and pedestrian facilities and networks.
- Support context-sensitive transportation solutions (which integrate land-use, environmental and social considerations into project development).
- Improve intercity connectivity through expanded bus, aviation and rail (commuter and high-speed) services.

- Preserve and enhance community access to air transportation facilities, including commercial air transportation, general aviation and air freight transportation.

Strategies:

1. PRESERVE, ENHANCE AND EXPAND PUBLIC TRANSPORTATION SERVICES – Plan, develop and identify funding opportunities to support expanded Smart Moves regional transit system. *See chapter 5.0 Public Transit and Human-Services Transportation for additional detail.*
 - a. Support and sustain existing transit services – Maintain existing services where there are continued needs before supporting expanded services.
 - b. Expand the effectiveness of existing transit operations – Support the usability of existing services through technology, maintenance of transit-supportive infrastructure (sidewalks, trails, bike racks, etc.), and expanded and improved access to user information.
 - c. Expand regional transit service – Plan, develop and identify funding opportunities to support an expanded regional transit system.
 - d. Expand special transportation human services – Work collaboratively with local stakeholders to maintain the existing regional mobility planning and programming process addressing mobility services in areas where fixed-route transportation services are unavailable, inappropriate, or insufficient.
2. DEVELOP REGIONAL BICYCLE AND PEDESTRIAN PLANS AND NETWORKS. *See chapter 6.0 Active Transportation for additional detail.*
3. INTEGRATE CONTEXT-SENSITIVE SOLUTIONS. Promote the concepts of context-sensitive solutions and complete streets in the region’s transportation planning, project development, and project selection processes. *See chapters 4.0 Streets and Highways, 5.0 Public Transit and Human Services Transportation and 6.0 Active Transportation for additional detail.*
4. INTERGRATE SAFETY CONSIDERATIONS – Through the transportation safety-planning process, integrate safety considerations into planning and programming process.

CLIMATE CHANGE AND ENERGY USE – Decrease the use of fossil fuels through reduced travel demand, technology advancements, and a transition to renewable energy sources.

Objectives:

- Reduce regional transportation-related greenhouse gas emissions.
- Reduce regional transportation-related energy use derived from fossil fuels.

Strategies: *See chapter 10.0 Environmental Integration for additional detail.*

1. DEVELOP REGIONAL CLIMATE PROTECTION PLAN – Develop and implement a regional climate protection plan, which would leverage local efforts currently underway, and would encompass all sectors emitting greenhouse gases.

2. INCLUDE CLIMATE CHANGE AND ENERGY CONSIDERATIONS IN TRANSPORTATION PLANNING AND PROGRAMMING
3. IMPROVE MANAGEMENT OF EXISTING SYSTEM – Make more efficient use of existing roadways through operational improvements and strategies to reduce vehicle trips. *See chapters 4.0 Streets and Highways, 7.0 Transportation Management and 10.0 Environmental Integration for additional detail.*
4. INCREASE EFFICIENCY – Increase vehicle fuel efficiency and use of alternative-fuel vehicles.
5. REDUCE VEHICLE MILES TRAVELED (VMT) – Reduce VMT by providing alternate modes of transportation (transit, bicycle, pedestrian, carpooling) and compact, mixed-use communities.
6. LAND-USE INTEGRATION – Promote policies that support development of existing and planned activity centers and transit corridors.
7. IMPLEMENT METROGREEN TRAILS AND GREENWAYS SYSTEM
8. IMPLEMENT THE CLEAN AIR ACTION PLAN

ECONOMIC VITALITY – Support an innovative, competitive 21st-century economy.

Objectives:

- Maximize the economic return from the region’s transportation investments.
- Focus transportation expenditures to facilities and services that meet a demonstrated need and are cost efficient.
- Improve access to jobs and labor markets.
 - Establish a balanced, multimodal transportation system that provides a range of travel choices.
 - Promote balance between housing and employment development.
- Improve and continue to market the region’s connection to local, national and international markets for goods and services.
 - Enhance multimodal access within greater Kansas City, and to national and international regions.
 - Enhance multimodal connections between the region’s economic centers.
- Promote an innovative economy.

Strategies:

1. FOCUS ON SYSTEM PRESERVATION – Develop funding and investment strategies that ensure our existing transportation system is well maintained. *See chapters 4.0 Streets and Highways and 5.0 Public Transit and Human-Services Transportation for additional detail.*
2. IMPLEMENT SYSTEM ENHANCEMENTS – Implement preferred strategies and recommended improvements from the region’s major transportation studies. *See chapter 4.0 Streets and Highways for additional detail.*

3. ACTIVELY MANAGE TRANSPORTATION SYSTEM – Expand and enhance region’s congestion & traffic management strategies. *See chapters 4.0 Streets and Highways and 7.0 Transportation Management for additional detail.*
4. EXPAND PARTNERSHIPS – Explore and pursue opportunities for public private partnerships.
5. INTEGRATE ECONOMIC IMPACT ANALYSIS – Use economic analysis as a mechanism to support and inform the decision making process.
6. DEVELOP LONG-TERM TRANSPORTATION FUNDING STRATEGIES – Consider funding strategies with long-term viability in addition to equitable costs and benefits.

ENVIRONMENT – Protect and restore the region’s natural resources (land, water and air) through proactive environmental stewardship.

Objectives:

- Proactively safeguard and restore high-value natural resources.
- Protect air and water quality.

Strategies: *See chapter 9.0 Environmental Integration for additional detail.*

1. IMPLEMENT THE LINKING ENVIRONMENTAL AND TRANSPORTATION PLANNING ACTION PLAN. *See chapters 6.0 Active Transportation and 10.0 Environmental Integration for additional detail.*
2. IMPLEMENT METROGREEN TRAILS AND GREENWAYS PLAN.
3. IMPLEMENT THE CLEAN AIR ACTION PLAN.
4. LAND-USE INTEGRATION – Work with local municipalities to incorporate natural resource protection and restoration, water and air quality, and agricultural land protection in their comprehensive plans, zoning ordinances and subdivision regulations.
 - a. Develop and promote policies that support development of existing and planned activity centers and transit corridors
5. REDUCE VEHICLE MILES TRAVELED (VMT) – Reduce VMT by providing alternate modes of transportation (transit, bicycle, pedestrian, carpooling) and compact, mixed-use communities.

PLACE MAKING – Coordinate transportation and land-use planning as a means to create quality places in existing and developing areas and to strengthen the quality of the region.

Objectives:

- Create places that are walkable and pedestrian friendly.
- Create places that support density and integrate multiple land uses (residential, commercial, office, etc.).
- Create places that support a range of lifestyle and transportation options (transit, bicycle, auto, etc.).

- Create places that maximize the use of existing infrastructure through infill, redevelopment and increased density.
- Create places that preserve and leverage the natural environment.
- Create places that are attractive, built to last, and integrated with their surroundings.

Strategies:

1. FURTHER DEVELOP REGIONAL ACTIVITY CENTERS (NODES) AND CORRIDORS STRATEGY – Coordinate with local jurisdictions in the development of a regionally significant nodes and corridors strategy to help convey and promote integration between transportation and land-use planning. *See chapter 6.0 Active Transportation for additional detail.*
2. ALIGN INVESTMENTS – Encourage transportation investments that support and enhance the creation and connection of quality places.
3. ONGOING SUPPORT AND COLLABORATION – Work with and support local jurisdictions in creating quality places now and in the future. *See chapter 6.0 Active Transportation for additional detail.*

PUBLIC HEALTH – Facilitate healthy, active living.

Objectives:

- Improve the region’s air quality.
- Increase opportunities for physical activity through expanded and improved bicycle and pedestrian accommodations, transit facilities, and accommodations for all transportation users.
- Integrate more compact, mixed, and multimodal land uses in developed areas.
- Reduce health impacts from vehicle pollutants.
- Improve accessibility and connectivity among hospitals and medical centers.

Strategies:

1. PRESERVE, ENHANCE AND EXPAND PUBLIC TRANSPORTATION SERVICES - Plan, develop and identify funding opportunities to support an expanded Smart Moves regional transit system. *See chapter 5.0 Public Transit and Human-Services Transportation for additional detail.*
2. INTEGRATE EXPANDED AND IMPROVED BICYCLE AND PEDESTRIAN FACILITIES INTO EXISTING AND NEW DEVELOPMENT. *See chapter 6.0 Active Transportation for additional detail.*
3. ENCOURAGE DEVELOPMENT STANDARDS THAT MINIMIZE NEED FOR TRANSPORTATION AND REQUIRE THE INTEGRATION OF AFFORDABLE, ACCESSIBLE AND ACTIVE MODES OF TRANSPORTATION. *See chapter 6.0 Active Transportation for additional detail.*

SAFETY AND SECURITY – Improve safety and security for all transportation users.

Objectives:

- Decrease the rate of serious injury and fatality crashes per federal goal.

- Decrease the rate of pedestrian and bicycle related crashes per federal goal.
- Improve transportation security within the region.

Strategies: See chapters 11.0 Safety, and 12.0 Security, for additional detail.

1. DECREASE SERIOUS INJURY AND FATALITY CRASHES – Implement Destination Safe strategies for priority areas in engineering, education, enforcement and emergency response).
2. DECREASE PEDESTRIAN AND BICYCLE CRASHES IN THE REGION
3. INFORM DEVELOPMENT OF STATE LEGISLATIVE PLATFORMS
4. IMPROVE TRANSPORTATION SECURITY – Improve transportation for the region and for users of the transportation system.
 - a. Develop incident-management plans.
 - b. Maintain partnerships between both states and among regional enforcement entities and other potential security stakeholders.

SYSTEM CONDITION – Ensure transportation system is maintained in good condition.

Objectives:

- Maintain existing street and highway network in good condition.
- Maintain existing transit system in good condition.
- Maintain existing bicycle and pedestrian facilities in good condition.
- Maintain existing transportation management systems (Intelligent Transportation Systems) in good condition.

Strategies: See chapter 4.0 Streets and Highways for additional detail.

1. SYSTEM PRESERVATION – Develop funding and investment strategies that ensure the existing transportation system is well maintained.
2. CONDITION TRACKING – Coordinate with local, regional and state agencies to develop a process to track the condition of the regional transportation system.
3. DATA COLLECTION AND SHARING – Investigate opportunities for regional coordination in data collection, analysis, information dissemination and asset management.
4. SYSTEM EXPANSION – Only add new system capacity that can be adequately maintained while not adversely impacting the maintenance of the existing system.

SYSTEM PERFORMANCE - Manage the system to achieve reliable and efficient performance.

Objectives:

- Maximize use of existing infrastructure through system management and technology
- Sustain reliable travel times and minimize travel delay
- Increase vehicle occupancy as a means to increase carrying capacity
- Reduce travel demand through coordinated land-use planning and alternative forms of transportation

Strategies: See chapters 4.0 Streets and Highways, 7.0 Transportation Management and 10.0 Safety for additional detail.

1. TRANSPORTATION SYSTEM MANAGEMENT – Use technology and communication strategies to efficiently manage the region’s transportation network.
2. INCREASE VEHICLE OCCUPANCY – Promote strategies that increase vehicle occupancy and reduce system-wide demand from single occupancy vehicles (SOVs).
3. CAPACITY OR BOTTLENECKS IMPROVEMENTS – Use capacity and bottleneck improvements where appropriate to address system constraints, demand created through growth and development, recurring congestion and system delay.
4. REDUCE TRANSPORTATION DEMAND – Reduce travel demand through the use of planning, public education and other factors that influence travel patterns.
5. ACCESS MANAGEMENT – Develop a regional access management strategy.